

On the publication of the White Paper on Police 2009

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

This year's White Paper on Police contains a special feature which focuses on the theme of "Measures to Cope with Crimes that Threaten Everyday Life."

Although the number of cases of recognized criminal offenses has continued to fall since the peak year of 2002, the people continue to feel uneasy about the state of order in Japan due to crimes which serve to damage the trust people have in each other – crimes which hit close to home, such as *furikome* fraud (threats), commercial offenses utilizing the victim's lack of knowledge about the elements of a transaction to carry out a scam, and criminal acts which threaten the safety of well-known foods and products.

Contained in this White Paper is information on the current initiatives of the Police to tackle the highly dangerous crimes, especially *furikome* fraud, which occur everyday before targets even realize they are being victimized. At the same time, this White Paper puts forth issues on which the police wish to link up with the people and relevant organizations and groups to create a society resistant to this kind of crime.

In addition to the above, this White Paper contains a topics section featuring four particular issues, such as police initiatives to respond to large-scale disasters, which the police would like the people to know more about.

Finally, this White Paper discusses the current state of the latest police actions to push society back on the path toward public order as well as a section entitled "At the cutting edge of police activities," the personal notes of a police personnel member active at crime scenes, in which he candidly describes his thoughts and feelings.

In order to have this White Paper on Police 2009 read by as many people as possible, we have endeavored to give easy-to-understand explanations using many diagrams and photographs. We sincerely hope that this White Paper on Police will prove useful in deepening further the understanding of the police administration among the people. We hope for everyone's support and cooperation for police activities in the future.

Commissioner-General of the National Police Agency (NPA) Takaharu Ando
July 2009

Explanatory Notes

Definitions of terms occurring in this document are given below.

- 1 (1) **Penal Code Offenses:** Unless otherwise noted, this describes crimes prescribed under the Penal Code with the exception of dangerous driving causing death or bodily injury, professional negligence or grave negligence resulting in death or injury in a traffic accident, and vehicular battery, and crimes prescribed under the laws given below, namely: “Explosives Control Act,” “Act on Duel,” “Act on Punishment of Physical Violence and Others,” “Act on Prevention and Disposition of Robbery, Theft, etc.,” “Act on Punishment of Unlawful Seizure of an Aircraft,” “Act on Punishment of Use and Others of Molotov Cocktails (Fire Bomb),” “Act on Punishment of the Acts to Cause Aviation Danger,” “Act on Punishment of Compulsion and Other Related Acts Committed by Those Having Taken Hostages,” “Act on Special Measures concerning the Prevention of Poisonous Substances from Contaminating Food in Circulation,” “Act on the Prevention of Bodily Harm Caused by Sarin and Similar Substances,” “Act on Punishment of Organized Crime and Control of Crime Proceeds and Other Matters,” “Act on Punishment of Politicians for Interceding with Government Agencies on Behalf of Business for Personal Gain” and “Act on Punishment of Provision, etc. of Funds for Criminal Acts for Purposes of Threatening the Public, etc.”
 - (2) **Special Act Offenses:** These are such offenses excluded from (1) described above. Unless otherwise noted, following crimes are excluded: dangerous driving causing death or bodily injury, professional negligence or grave negligence resulting in death or injury in a traffic accident, and vehicular manslaughter, and crimes prescribed under the laws given below, namely: “Road Traffic Act,” “Road Transportation Act,” “Road Trucking Vehicle Act,” “Road Act,” “Automobile Damages Security Act,” “National Expressway Act,” “Parking Lot Act,” “Act on Securing Vehicle Parking Spaces,” “Act on Special Measures concerning the Prevention of Traffic Accidents by Large-Sized Vehicles Carrying Earth and Sand,” “Act on Special Measures concerning Improvement of Taxi Business,” “Truck Transportation Business Act,” “Trucking Business Act,” “Act on the Prevention of the Generation of Particulates from Studded Tires,” and “Act on Promoting Proper Substitute Driving Business.”
 - (3) **Crime Categories:** The Penal Code offenses are classified into six types; namely, “felonious offenses,” “violent offenses,” “larceny offenses,” “intellectual offenses,” “moral offenses” and “other Penal Code offenses.”
 - a. Felonious offenses: Murder, robbery, arson and rape
 - b. Violent offenses: Violence, battery, intimidation, extortion, and unlawful assembly with dangerous weapons
 - c. Larceny offenses: Larceny
 - d. Intellectual offenses: Fraud, embezzlement (excluding embezzlement of lost articles), forgery, corruption, breach of trust, and crimes prescribed under the “Act on Punishment of Politicians for Interceding with Government Agencies on Behalf of Business for Personal Gain”
 - e. Moral offenses: Gambling and indecency
 - f. Other Penal Code offenses: Penal Code offense other than mentioned above, such as obstruction of performance of public duty, intrusion on habitation, arrest or confinement, damage or destruction of structures, etc.
 - (4) **Professional negligence or grave negligence resulting in death or injury:** Unless otherwise noted, professional negligence or grave negligence resulting in death or injury regarding offenses other than traffic accidents come in this category.
- 2 (1) **Delinquent minors:** Juvenile criminals, law-breaking juveniles and crime-prone juveniles
 - a. **Juvenile criminal:** Person who is 14-19 years old who has committed a crime (Article 3, Paragraph 1, Item 1, of the Juvenile Act)
 - (a) **Juvenile Penal Code offender:** Juvenile criminal arrested by the police for a Penal code offense
 - (b) **Juvenile Special Act offender:** Juvenile criminal arrested by the police for a Special Act offense
 - b. **Law-breaking juvenile:** Person under the age of 14 involved in the violation of criminal laws (Article 3, Paragraph 1, Item 2 of the Juvenile Act)
 - c. **Crime-prone:** Person under the age of 20 who is involved in pre-criminal activities not corresponding to

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

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

$$\frac{\text{(Number of cases cleared (including arrests of cases which were known before the reference year))}}{\text{(Number of confirmed cases in the reference year)}} \times 100$$

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

Special Feature: Measures to Cope with Crimes that Threaten Everyday Life

Regarding the Special Feature

The theme of the special feature of the White Paper on Police this year is “Measures to Cope with Crimes that Threaten Everyday Life.”

In this feature on “Crimes That Threaten Everyday Life”, we have chosen to address near-at-hand crimes that are highly likely to get citizens into trouble in their everyday life even without their knowing it, centering on *Furikome* (remittance-soliciting) frauds (extortion), which have caused extensive damage in recent years.

The security situation in Japan has been improving in recent years, with the number of confirmed Penal Code offenses continuing to decrease after having peaked out in 2002. Yet, the people’s sense of unease over public safety has yet to be dispelled.

Furikome frauds (extortion) remain of serious proportions, causing damage in excess of ¥25 billion each year since 2004. *Furikome* frauds (extortion) are fairly mean-minded crimes that take undue advantage of parents’ and grandparents’ affections for children and grandchildren and seize on the relationship of trust between people and society. There are even victims who were driven to kill themselves after being defrauded of all living funds or other precious property. They are also crimes that take advantage of blind spots of the convenience of the modern society, in which criminal groups lurking in the anonymous society use cell phones and bank deposit accounts under fictitious or other people’s names to repeat criminal acts systematically without seeing victims in person.

In recent years, we also see frequent cases of fraudulent commercial practices such as “inspection

business,” where people are tricked into unnecessary home renovation at high costs after uncalled-for inspections of roofs, foundations and other sections of houses, and false labeling of food products and other offenses that would undermine food safety and security. Thus, the risk of citizens getting entangled in crimes imperceptibly in everyday life is deemed to have increased considerably.

Given these circumstances, in this feature, we review the current situation of *Furikome* frauds (extortion) and other crimes that threaten citizens’ property in everyday life (fraudulent commercial practices, black-market finance offenses and frauds using the Internet) as well as crimes that pose threats to people’s lives and bodies in everyday life (offenses that threaten the safety and security concerning food products and manufactured goods, and health-related offenses) in Section 1, discuss in detail measures being taken by police to cope with these crimes in Section 2, and then present the future prospects in Section 3.

Police have been making efforts to control and prevent crimes that threaten everyday life, but since measures to cope with them involve a number of administrative agencies and other organizations, their cooperation is essential. We hope this feature will help forge even stronger cooperative ties between related agencies and organizations and police, and also help citizens become well aware of how to avoid getting entangled in crimes described above and lead their everyday life safely and reassuredly.

Section 1. The Current State of Crimes that Threaten Everyday Life

1. The current state of crimes that threaten the property of citizens

(1) The current state of *Furikome* frauds (extortion)

1) Worsening damages

a. Status of confirmed crimes

Furikome fraud (extortion) is the collective term used to describe the following four types of fraud:

- So-called “Ore ore (It’s me)” fraud (extortion)

Fraud (or extortion) where someone pretending to be a relative calls a victim to ask for money for some concocted emergency like the need to cover the embezzled company money, leading the shook-up victim to transfer cash to the deposit account designated by the caller

- Billing fraud (extortion)

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

- Loan guarantee money fraud

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

- Refund fraud

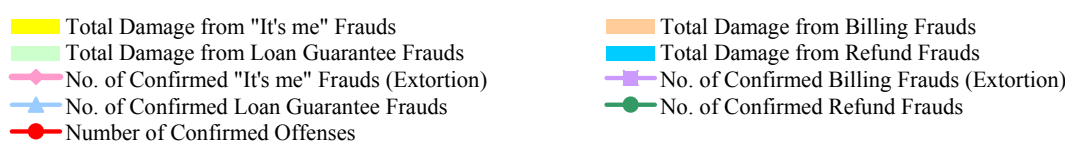
Fraud using a computer (first confirmed in June 2006) where someone pretending to be an official from a social insurance office contacts you to complete necessary procedures to receive a refund for medical expenses, etc., directing you to an automated teller machine (ATM) to make money transfer from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

The characteristics of all these frauds are:

- Defraud (or extort) a victim using a phone; and

- A perpetrator pretends to be another person informing a victim of a fictitious name, family relationship, position or affiliation.

Diagram 1 Number of Confirmed Offenses and Total Damage of *Furikome* Frauds (Extortion) (2004-2008)



Category	Year	2004	2005	2006	2007	2008
The number of confirmed offenses		25,667	21,612	19,020	17,930	20,481
"It's me" fraud (extortion)		14,874	6,854	7,093	6,430	7,615
Billing fraud (extortion)		5,101	4,826	3,614	3,007	3,253
Loan guarantee fraud		5,692	9,932	7,831	5,922	5,074
Refund fraud		-	-	482	2,571	4,539
Total amount of damage		283.8	251.5	254.9	251.4	275.9
"It's me" fraud (extortion)		191.3	128.6	146.8	145.3	155.2
Billing fraud (extortion)		54.1	56.1	48.9	37.7	35.9
Loan guarantee fraud		38.4	66.8	54.2	38.6	37.5
Refund fraud		-	-	5.1	29.9	47.4

Damage from *Furikome* frauds (extortion) started to become conspicuous from around the summer of 2003, and the offenses peaked out in 2004, with the number of confirmed cases coming to around 25,700 and the total amount of damage at some ¥28.4 billion. While the number of confirmed cases then gradually declined, the total amount of damage stayed almost flat at over ¥25.0 billion each year.

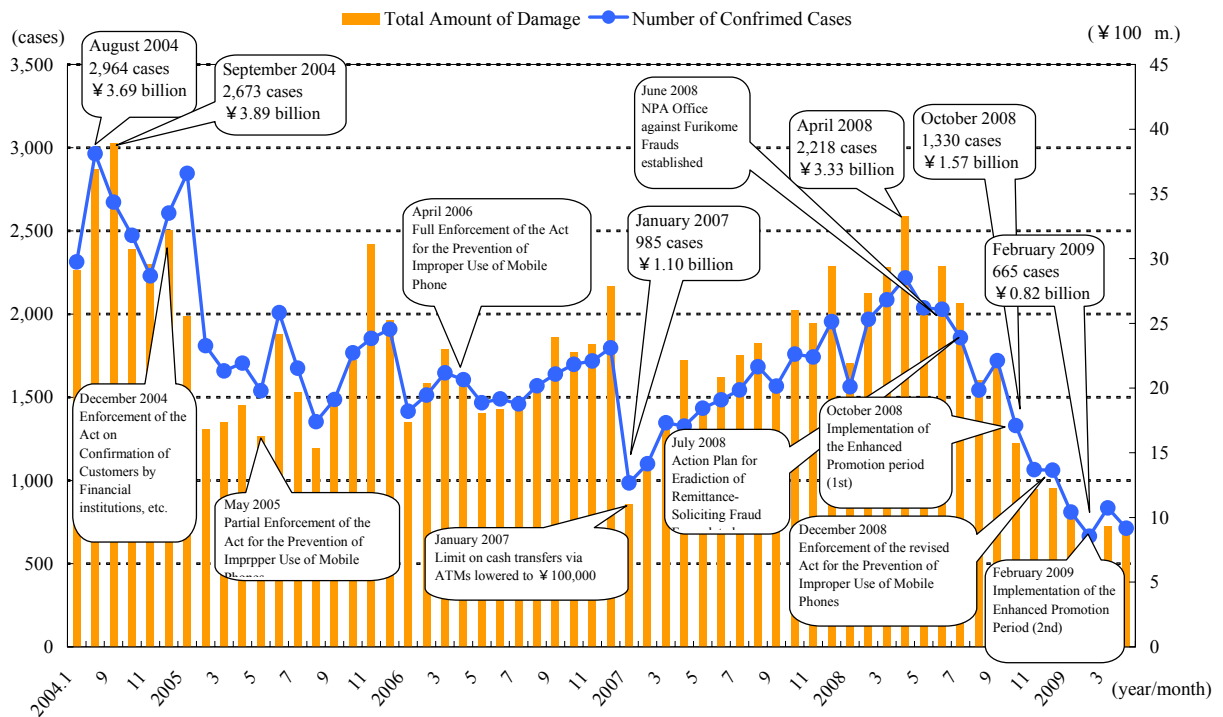
In 2008, the number of confirmed cases and the total amount of damage turned higher to about 20,500 and ¥27.6 billion, respectively, both the second highest after 2004, with the situation still remaining serious. By type of fraud, the largest amount of damage came from "It's me" frauds (extortion), followed by refund frauds, loan guarantee money frauds and billing frauds (extortion) in that order.

Looking at the damage by month, the total amount of damage declined sharply in January 2007, when the

limit on cash transfers via ATMs was lowered to ¥100,000, but tended to increase from there through the first half of 2008. In June 2008, the National Police Agency established the Office against *Furikome* Frauds, and as a result of the efforts of both the public and private sectors toward the forceful implementation of a range of countermeasures, the damage turned down again in the second half of 2008.

As for the age bracket of victims by type of fraud during 2008, those aged 60 or over accounted for 84.5% and 73.7%, respectively, of the victims of *Ore ore* frauds (extortion) and refund frauds. While people below 40 accounted for 61.4% of the victims of billing frauds (extortion), those aged 30 to less than 60 accounted for 69.8% of the victims of loan guarantee money frauds.

Diagram 2 Monthly Changes in the Number of Confirmed Cases and the Total Amount of Damage of *Furikome* Frauds (Extortion) (July 2004-April 2009)

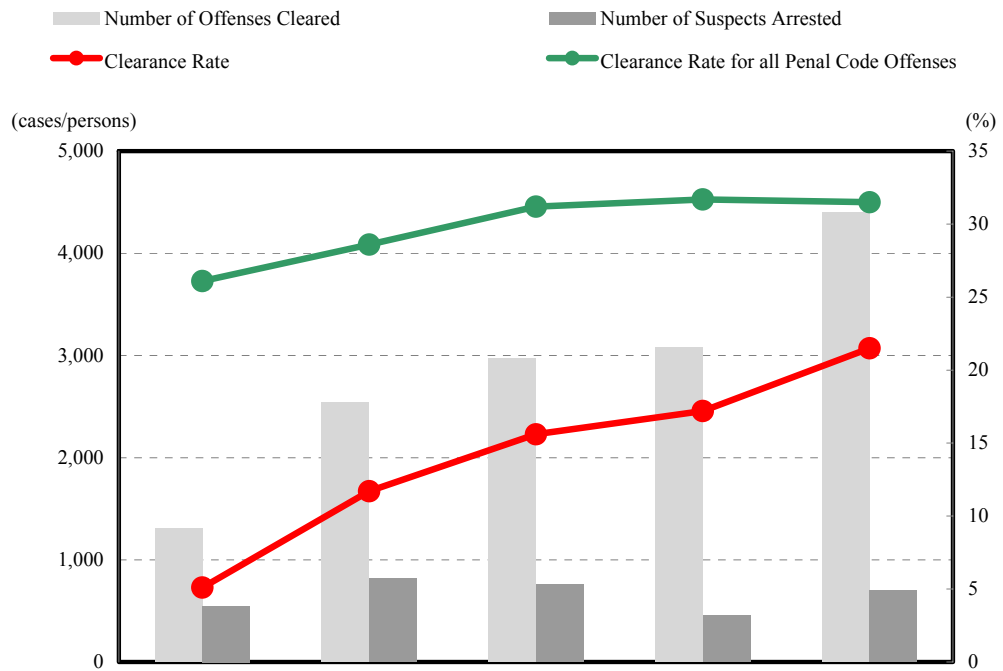


b. Status of offenses cleared

In 2008, the number of *Furikome* frauds (extortion) cleared came to 4,400 cases and the number of suspects arrested stood at 699. The clearance rate was low at 5.1% in 2004, but improved to 21.5% in 2008 as a result of stronger policing activities with the

cooperation of related institutions and organizations. Because of difficulties involved in investigations into *Furikome* frauds (extortion) as described below, however, it still remains low compared with the clearance rate of 31.5% for all Penal Code offenses.

Diagram 3 Status of Clearances of *Furikome* Frauds (Extortion) (2004-2008)



Category \ Year	2004	2005	2006	2007	2008
Number of Offenses Cleared	1,305	2,539	2,974	3,079	4,400
Number of Suspects Arrested	548	819	761	454	699
Clearance Rate	5.1	11.7	15.6	17.2	21.5
Clearance Rate for all Penal Code Offenses	26.1	28.6	31.2	31.7	31.5

c. Difficulties involved in investigations

There are the following difficulties involved in investigations into *Furikome* frauds (extortion):

The first difficulty involved is anonymity. It is difficult to identify perpetrators because they use highly anonymous tools such as cell phones and deposit accounts in fictitious or other people’s names and commit crimes without seeing victims in person.

The second difficulty has to do with wide areas involved in crimes. As the places of residence of victims, locations of branches of financial institutions with deposit accounts designated for money transfers, locations of shops where cell phones used in crimes were contracted and locations of ATMs used to withdraw fraudulently transferred money are all different, investigations have to extend to multiple prefectures in most cases and require wide-area coverage and long periods of time.

The third difficulty involves the growing sophistication and diversification of crime tactics. Criminal groups are constantly sophisticating and diversifying their ways of committing crimes by slipping through police investigations and various

countermeasures taken by related institutions and organizations and sharing information on highly successful tactics among them (see page 8).

The fourth difficulty concerns the well-organized nature of criminal groups. Criminal groups that carry out *Furikome* frauds (extortion) are crime organizations that consist of ringleaders, those who make fraudulent phone calls, those who take out wangled funds from deposit accounts (so-called money withdrawers)¹, and those who procure crime-perpetrating tools². It is often very difficult to shed light on how these criminal groups operate as they repeat the process of gathering and parting quite often in a short period of time, change their bases of operations and take other thorough steps to escape police investigations.

Note 1: Group members assigned the role of withdrawing money defrauded out of victims from deposit accounts

Note 2: Group members assigned the role of procuring cell phones and deposit accounts under fictitious or other people’s names to be used in frauds

2) Growing sophistication and diversification of crime tactics

Criminal groups perpetrating *Furikome* frauds (extortion) are sophisticating and diversifying their crime tactics in response to changes in social conditions.

a. Changes in "It's me" *Ore ore* fraud

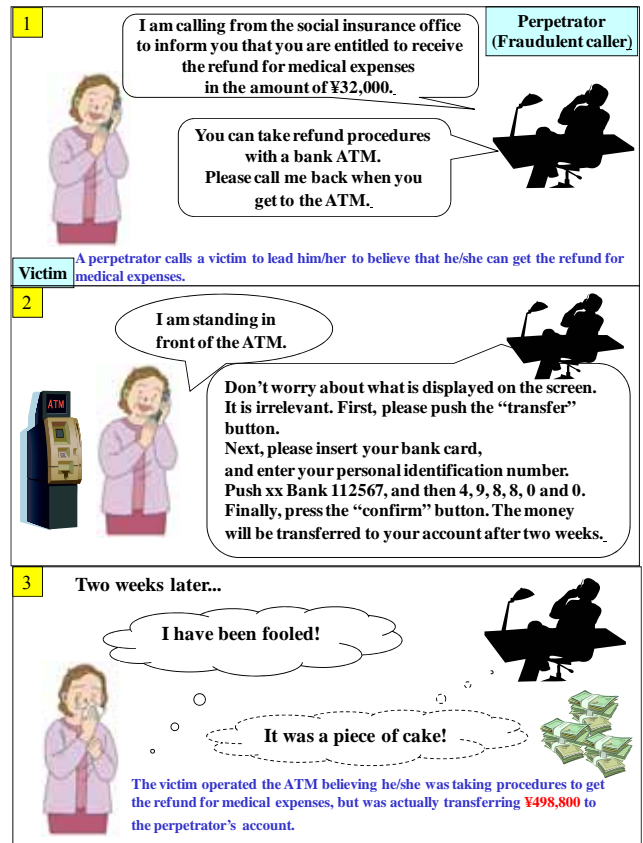
In cheating upset victims out of money in *Furikome* frauds (extortion), sophisticated and diverse pretexts are employed to have them believe that people close to them are in a bind and need money urgently. These pretexts for money go through a transition. In 2004, compensation for out-of-court settlements of traffic accidents was the most frequently used pretext. In 2008, however, widely used pretexts were compensation for embezzlement and other troubles with employer companies, like "They found out that I embezzled company funds; I need to repay them quickly," and repayments of consumer loans or other debts, such as "I am under intense pressure to pay back consumer loans; I need the money quickly."

Tactics employed are becoming increasingly sophisticated. An example involves a perpetrator pretending to be a relative calling a victim to tell of a change in the phone number and calling the victim again at a later date to defraud him/her out of money. In this case, as the perpetrator uses the purportedly changed phone number to make the second phone call, the victim can be easily led to believe the call is from the relative. Since the return call from the victim to check circumstances is taken by the perpetrator, it is difficult for the victim to become aware of the fraud and avoid the damage.

b. Increase in refund frauds

The main characteristic of refund fraud is that a victim is not aware that he/she is actually transferring his/her own money to a perpetrator's account. The victim is led to believe that he/she is getting the refund for medical expenses by operating an ATM as instructed by the perpetrator, but actually, the victim unwittingly transfers money from his/her deposit account to a deposit account controlled by the perpetrator.

Diagram 4 Tactics of Refund Fraud



The damage from *Ore ore* frauds declined sharply immediately after the limit on cash transfers using ATMs was lowered to ¥100,000 in January 2007 to make the transfer of large amounts of money via ATMs impossible in response to international calls for measures against money laundering and terrorist financing. However, we then witnessed a sharp rise in frauds employing money transfers between deposit accounts, instead of cash transfers, as seen in refund frauds as a way to go around the upper ceiling imposed on ATM cash transfers.

Perpetrators are sensitive to issues of high social concern. In the early stage of the spread of refund frauds, they often posed as tax office officials and used the pretext of tax refunds to defraud victims. After 2007, however, they changed tactics and frequently used the pretext of refunds for medical expenses, pretending to be officials from the social insurance office.

c. Increase in frauds without use of ATMs

Given that the bulk of defrauded money being transferred through financial institutions, such as the use of ATM, police reinforced countermeasures including requests for the freezing of suspected bank accounts (see page 18) and community police officers' visits at ATM locations (see page 21). This prompted an increase in fraud tactics that do not use ATM cash transfers:

- Tactics where perpetrators have victims send cash to designated private mail boxes using EXPACK¹ parcel delivery service, and they get the money after letting it go through several more private mail boxes
- Tactics where perpetrators visit victims already being cheated at their homes posing as policemen, financial institution employees or carrier workers and directly defraud the victims out of cash or cash cards

Note 1: The service of Japan Post Service Co., Ltd. to carry parcels in dedicated envelopes that can be dropped into mail boxes at a uniform rate to any part of Japan, but cash cannot be enclosed in the envelopes.

d. Abuse of call transfer service

Perpetrators pose as officials from public institutions or representatives of genuine businesses when making calls to victims or may abuse call transfer services when having victims call them back. Victims are prone to be deceived when perpetrators use toll-free phone numbers starting with "0120" showing fixed-line phones. As call transfer service firms do not always verify the identities of service subscribers, even when investigations lead to call transfer service operators

used in crimes, it is often extremely difficult to identify perpetrators.

3) The picture of criminal groups

a. Composition of criminal groups

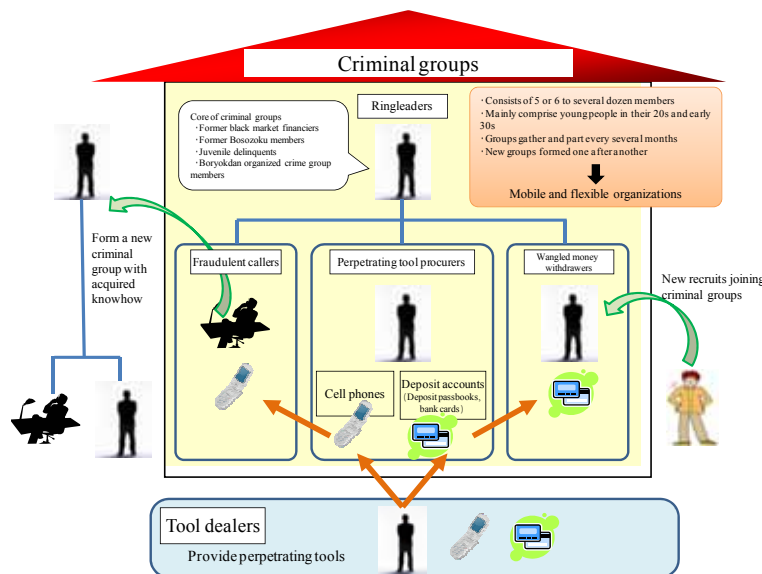
Criminal groups committing *Furikome* frauds (extortion) are crime organizations for which former black-market financiers, former motorcycle gang (*Bosozoku*) members, juvenile delinquents, "*Boryokudan*" organized crime group members form the core with the clear division of roles for those who make fraudulent phone calls, those who take out wangled funds from deposit accounts and those who procure crime-perpetrating tools.

These criminal groups mainly comprise young people in their 20s and early 30s. A person who has acquired fraud knowhow in a criminal group may depart that group to form his/her own group. Thus, these criminal groups can gather and part every several months, and have very mobile and flexible organizations with a seemingly unending stream of new recruits joining them.

Criminal groups often procure cell phones and bank deposit accounts in fictitious or other people's names essential in the perpetration of *Furikome* frauds (extortion) from tool dealers¹.

Note 1: Tool dealers are those who repetitively and continuously provide cell phones and deposit accounts under fictitious or other people's names and other perpetrating tools.

Diagram 5 Composition of Criminal Groups



b. Methods to recruit members

Withdrawers of wangled money who are responsible for withdrawing funds defrauded out of victims via ATM and carrying them to scheme leaders have the highest risk of being arrested by police, criminal groups often recruit those who withdraw defrauded money via the Internet or using newspaper ads so that even when they are arrested, investigators cannot reach other members of groups because they do not directly know the identities of others. There are cases where even ringleaders do not know the whole picture of their criminal groups because one of the members recruits other members by word of mouth.

c. Tricks to escape police investigations

In order to escape police investigations, criminal groups change bases of crimes quite often, and in some cases, they use vehicles as bases of crimes and repeat offenses while constantly moving around. Criminal groups stay alert to police investigations by, for example, setting up surveillance cameras near bases of crimes and paying close attention to vehicles parked around bases of crimes. When police raid their bases of crimes, they often try to obstruct investigations by destroying evidence, such as destruction of cell phones used in crimes.

Thus, criminal groups, which lurk in the anonymous society, escape police investigations, repeat the process of gathering and parting and use nasty and sophisticated means to carry out *Furikome* frauds (extortion), have become a new form of crime organizations that threaten everyday life of citizens.

4) Awareness of citizens

According to the results of a survey on *Furikome* fraud (extortion) victims and citizens at large¹, victims tended to have insufficient knowledge about *Furikome* fraud (extortion) tricks compared with citizens at large before they were defrauded. Also, about 30% of victims transferred money to designated accounts even when they were suspicious of *Furikome* frauds (extortion).

Furthermore, compared with citizens in general, fewer victims, before they were defrauded, discussed about *Furikome* frauds (extortion) or decided on any measures against them with family members, took steps to lower the limit on inter-account fund transfers or were aware of the mechanism to do so.

Note 1: In order to figure out differences of awareness about *Furikome* frauds (extortion) between *Furikome* fraud (extortion) victims and citizens at large, the National

Police Agency conducted a survey January 13-26, 2009, on 362 victims who reported damage from *Furikome* frauds (extortion) (of whom 39.0% were males and 60.5% were females, with 0.6% of no responses; by age group, 20s or younger 8.6%, 30s 13.3%, 40s 12.7%, 50s 14.9%, 60s 20.2%, 70s 21.0%, and 80s or older 9.1%, with 0.3% of no responses) and 1,000 citizens in general who visited prefectural driver's license centers to renew their driver's licenses (of whom 60.5% were males and 39.1% were females, with 0.4% of no responses; by age group, 20s or younger 13.4%, 30s 24.6%, 40s 18.0%, 50s 17.6%, 60s 18.3%, 70s 5.4%, and 80s or older 2.3%, with 0.4% of no responses).

Based on the survey results, it is deemed effective for the prevention of *Furikome* fraud (extortion) damage to take such steps as getting fraud tactics more widely known, encouraging families to set passwords known to them only, and promoting the lowering the upper ceilings on money transfers between deposit accounts. In addition, given that victims who initially suspected *Furikome* fraud (extortion) when they got calls from perpetrators were after all deceived by their sophisticated tricks, it is also considered important to spread the word that one should consult with family members or other people close to him/her instead of worrying by himself/herself when he/she gets a suspicious call.

(2) Current State of Fraudulent Commercial Practices

Fraudulent commercial practices are systemically and repetitively conducted commercial transactions targeting general consumers that incorporate illegal or unfair means/methods.

Fraudulent commercial practices constantly keep changing their forms in response to changing socioeconomic circumstances and their tactics are diverse. Malicious businesses target elderly people who are not familiar with commercial transactions to carry out fraudulent commercial transactions repeatedly, causing a great amount of damage.

1) Status of clearances of offenses involving specified commercial transactions

The number of clearances¹ of offenses involving specified commercial transactions² peaked out in 2006 following tighter crackdown in 2004-2005 on the so-called "inspection business" after it became a major social issue. Cases of fraudulent "inspection business" and "hypnotic sales" targeting the elderly still continue to occur frequently and stay at the high level.

Note 1: Data that count similar further crimes by the same suspect

as a single case

2: Violations of the Act on Specified Commercial Transactions that regulate door-to-door selling, etc. (hereinafter referred to as the “Specified Commercial

Transactions Act”) and Penal Code offenses such as frauds and extortion related to specified commercial transactions

Table 1 Status of Clearances of Offenses Involving Specified Commercial Transactions (1999-2008)

Year	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Category										
Number of offenses cleared (cases)	91	97	116	107	65	75	124	138	112	142
Number of suspects arrested (persons)	290	300	282	279	204	229	330	385	299	279
Number of legal persons arrested (persons)	10	14	8	24	11	11	27	32	34	28
Number of victims (persons)	174,306	63,190	26,532	55,689	41,784	27,719	64,420	70,679	75,495	33,833
Amount of damage	¥15,068.06 million	¥104,971.16 million	¥5,137.23 million	¥17,084.51 million	¥7,908.29 million	¥9,206.90 million	¥35,067.85 million	¥30,760.91 million	¥19,612.00 million	¥10,718.70 million

Note 1: The number of victims includes the number of people who concluded contracts that violate the Specified Commercial Transactions Act and the number of victims of frauds related to violations of the Act.
 2: The amount of damage include amounts of contracts that violate the Specified Commercial Transactions Act and amounts of damage from frauds related to violations of the Act.

2) Main tactics of offenses involving specified commercial transactions

Main tactics of offenses involving specified commercial transactions prosecuted in recent years are described below. Recently, some vicious cases have been reported where people representing malicious businesses posing as officials from consumer protection-related institutions visit homes of victims and fetch off contract documents.

a. “Inspection business” and selling-in-sequence practices

“Inspection business” involves practices where people are tricked into unnecessary home renovation at high costs after free-of-charge inspections of roofs, foundations, plumbing and other parts of houses and ensuing disquieting warning that “your houses could crumble if nothing is done,” or into buying expensive water purifiers or *futon* Japanese-style bedding after inspections of tap water or *futon* and ensuing warnings that “tap water contains rust” or “mites were found in your bedding.” The main targets are elderly people.

In very vicious cases, fraud perpetrators intentionally destroyed drainpipes and had homeowners to conclude contracts for repair works and defrauded homeowners of payments for ostensibly completed works when no works were actually done.

Victims who conducted one of these fraudulent transactions may be pressured to accept other home renovation works or purchase other goods one after another, or in other words, suffer from so-called selling-in-sequence practices, as information on them is shared by malicious business operators.

b. Hypnotic sales¹

This is the tactics adopted to sell expensive health appliances, health foods, *futon* bedding and other products by luring victims into commercial premises

for lease by visiting their homes, handing out flyers and talking to them on streets with catch-phrases emphasizing sales of sundry articles for everyday use at very cheap prices and lifting the mood of the audience with subjects about health. Elderly people are main targets. As malicious operators change bases of operations in a short period of time, there are some cases where cooling-off² options cannot be exercised.

In some vicious cases, fraud perpetrators threatened people into buying products after they initially refused to purchase them or accompanied contract applicants to financial institutions to press them to withdraw money from their deposit accounts to receive payments immediately.

Note 1: Taking the initials from the Shinseihin Fukyukai (the society for the spread of new products), the tactics are also called “SF sales.”

2: Unconditional cancellation of contracts

c. “Reikan” sales

“Reikan” sales are the tactics where fraud perpetrators sell expensive products purported to bring supernatural benefits to buyers to escape from disaster after luring victims to sales offices after advertising low-cost appraisal of house physiognomy and names by visiting their homes or handing out flyers and giving them disquieting post-appraisal warnings that “a family member could have a premature death unless you make the personal seal” or “a family member could suffer adversity unless he/she carries a charm against bad luck.” In particularly vicious cases, fraud perpetrators kept those who refused to purchase their products within sales offices for long hours and doggedly pressed them to buy or sold expensive products to the same victims several times.

d. “Katari” sales

Posing as employees of public offices or representatives of entrusted companies, perpetrators:

- Sell expensive fire extinguisher by telling victims that “we come from the fire department. The installation of fire extinguishers is required under law”; and

- Undertake antenna and receiver installation work at exorbitant fees by telling victims that “we come from Japan Broadcasting Corporation (NHK). You need work for switching to terrestrial digital TV broadcasting.”

e. “Genya” sales, certification scams and their secondary damage

“Genya” sales are the tactics to sell land that has little utility value and cannot be resold, such as wild land and faraway forests for prices several hundred times higher than cost by pretending that prices of the land would skyrocket in the near future and purchasers can sell it at very high prices. Certification scams are the tactics to defraud people of money on the pretext of expenses for teaching materials, tuitions and other costs for acquiring fictitious or official qualifications and certificates.

Victims of “genya” sales or certification scams may suffer secondary damage from fraudulent claims for exorbitant payments of surveying the purchased land or fees to cancel registration, with fraud perpetrators telling them that “we found a potential buyer of your land. You can resell the land for high prices if survey is done” or “you have yet to complete correspondence courses you have signed up for previously. Unless you cancel the registration, you may have to pay very high tuitions.”

In particularly vicious cases, fraud perpetrations visited homes of land owners with those who posed as potential land buyers to make the land owners believe their resale offers.

f. New investment schemes

These schemes are designed to swindle large sums of money, with fraud perpetrators posing as brokerage services for “Loco London”¹ gold bullion trading and overseas commodity futures options trading² and telling victims that “this is an opportunity to make money for sure” or “we relay trading orders to major traders overseas.” They are mainly targeted at elderly people with little investment experience.

Note 1: The collective term for spot trading in gold between traders for London deliveries, which is usually means negotiation transactions conducted among banks, trading firms and other major international businesses via phones. There are some fraudulent commercial practices purported to be Loco London transactions.

2: Transactions to buy or sell rights to trade futures at a predetermined price by the preset date on overseas commodity futures markets.

g. Others

- Illegal pyramid schemes to recruit members to join a group by having them purchase expensive products and leading them to believe that they can have large amounts of compensation permanently if they find subordinate members for the group when it is in fact difficult to obtain such compensation;

- “Appointment” sales scams to sell expensive products to victims by making calls to lure them, emphasizing very favorable terms such as “you have won a lottery”; and

- Confidence games where victims are stopped on streets on the pretext of questionnaire surveys, etc., lured into out-of-sight places and then pressed to purchase expensive products.

3) Status of clearances of wealth-building offenses

While the number of wealth-building offenses¹ cleared has been between some 10 to 20 cases a year, the number of arrests made has been on the rise in recent years. Due to a spate of large-scale cases, the amount of damage in 2008 reached some ¥158.0 billion, the highest in the last five years.

Amid the ongoing recession, it is feared that wealth-building offenses carried out with claims of high dividends may increase going forward.

Note 1: Offenses involving violations of the Act on Regulation of Receiving of Capital Subscription, Deposits, and Interest Rates, etc. (hereinafter referred to as the “Investment Deposit and Interest Rate Act”), the Financial Instruments and Exchange Act and the Act on Prevention of Unlimited Chain System.

Table 2 Status of Clearances of Wealth-Building Offenses (1999-2008)

Category	Year	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Number of offenses cleared (cases)		16	20	24	9	12	10	9	17	12	22
Number of suspects arrested (persons)		102	88	119	116	72	78	41	73	86	117
Number of legal persons arrested (persons)		0	1	1	3	2	4	6	4	3	4
Number of victims (persons)		10,214	9,232	209,597	84,428	6,628	8,934	3,251	14,429	30,230	64,016
Amount of damage		¥23,407.94 million	¥16,304.28 million	¥139,304.66 million	¥189,044.49 million	¥27,576.67 million	¥39,284.57 million	¥10,715.43 million	¥43,732.06 million	¥80,785.80 million	¥157,974.06 million

Note 1: The number of victims includes the number of capital subscribers to schemes that violate the Act on Regulation of Receiving of Capital Subscription, Deposits, and Interest Rates, Etc. (deposits) and the number of victims of frauds related to violations of the Act.

Note 2: The amount of damage includes amounts of capital subscriptions to schemes that violate the Act on Regulation of Receiving of Capital Subscription, Deposits, and Interest Rates, Etc. (deposits) and damage in frauds related to violations of the Act.

4) Main tactics of wealth-building offenses

Wealth-building offenses often cause the large number and amount of damage as they are carried out over a widespread area with catch-phrases of the safety with “principal guarantees” similar to deposits and savings and the remarkable advantage of “high dividends.”

In recent years, there are a number of cases disguised as investment management in overseas markets that are hard to monitor. There were also schemes incorporating the system for contingent fees in accordance with the number of new capital subscribers recruited.

- 090 finance operations for lending and collection using cell phones as a means of communication without setting up shops; and

- System finance operations to lend money to the same borrowers successively by sharing information on debtors among black-market finance operators,

In addition, black-market finance offenses may be disguised as sales and leases of merchandise, including

- Watch rentals where operators rent out luxury-brand watches to borrowers suggesting they bring them to pawn shops and collect exorbitant interest on the pretext of rental fees.

(3) Current Status of Black-Market Finance Offenses

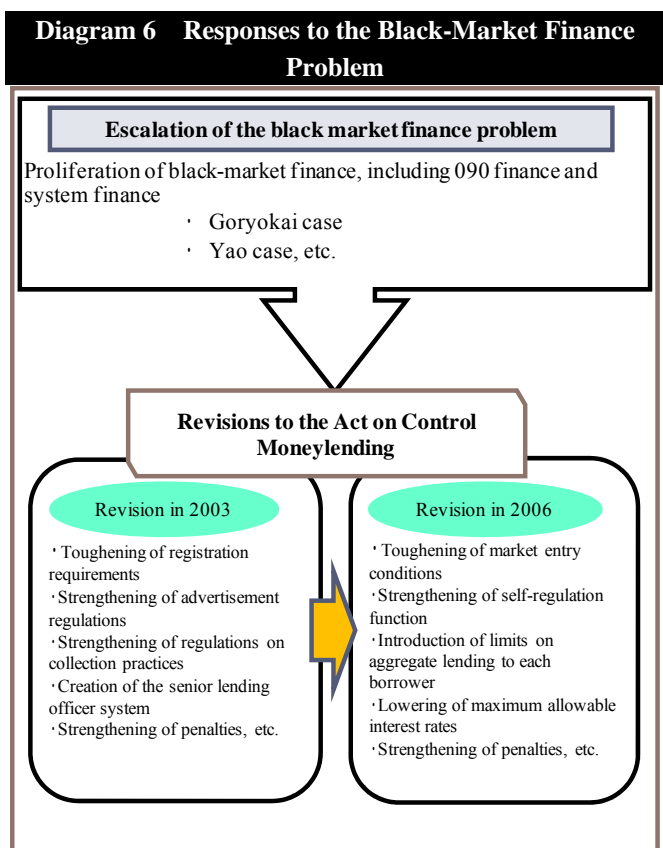
1) Transition of the black-market finance problems and law revisions

The black-market finance problem came to be recognized as a serious social issue around 2002, and the Goryokai case¹ and the Yao case² came as a great shock to the Japanese society. Given such a black-market finance situation, the Act on Control of Moneylending was revised twice, in August 2003 and December 2006, to toughen regulations on collection practices and strengthen punishment of law violations, and also to introduce limits on aggregate lending to each borrower and lower maximum allowable interest rates by June 2010.

2) Status of clearances of black-market finance offenses

The status of clearances of black-market finance offenses³ in 2008 is shown in Table 3 below. Of the total clearances, no-registration offenses numbered 309 cases, high interest rate offenses 339 cases (overlapping counts allowed for both), and offenses involving Boryokudan organized crime groups 146 cases (accounting for 33.4% of all offenses cleared in 2008).

Black-market finance offenses involve typical modus operandi, such as



In many cases of 090 finance and system finance offenses, cell phones and deposit accounts under other people’s names are procured and utilized for communication and receipts of interest, respectively.

Their tactics keep growing malicious and sophisticated, as exemplified as the recent use of mobile banking (banking services allowing transactions with banks using cell phone screens).

Note 1: People with close connections to the former Goryokai under the aegis of the crime syndicate Yamaguchi-gumi organized large-scale black-market finance operations from around 1988 through 2003, and concealed vast amounts of profits at home and abroad.

- 2: In June 2003, a housewife in Yao City, Osaka Prefecture, could not bear relentless collection by black-market finance operators and committed suicide with her husband and other relatives by jumping onto railroad tracks.
- 3: Offenses including violations of the Investment Deposit and Interest Rate Act and the Act on Control of Moneylending as well as cases of frauds, extortion and violence related to the Act on Control of Moneylending.

Table 3 Status of Clearances of Black-Market Finance Offenses (1999-2008)

Category	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Number of offenses cleared (cases)	149	168	210	238	556	432	339	323	484	437
No. of suspects arrested (persons)	321	461	517	446	1,246	919	706	710	995	860
Number of victims (persons)	62,758	49,663	79,454	122,115	321,841	279,389	173,399	154,511	148,543	141,394
Amount of damage	¥18,076.59 million	¥16,036.09 million	¥18,675.10 million	¥15,983.84 million	¥32,236.39 million	¥34,827.75 million	¥23,778.04 million	¥19,975.36 million	¥30,389.98 million	¥29,333.78 million

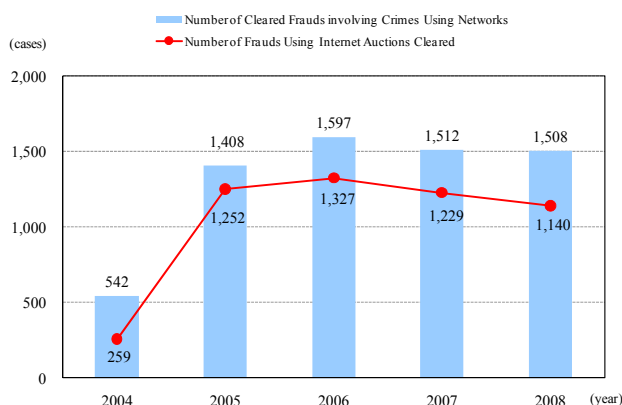
(4) Current Status of Internet-Based Frauds

With the development of information and communication technology (ICT), the Internet has become an accessible tool people can utilize casually, but at the same time frauds that take advantage of the Internet are also occurring. Tactics of such frauds are growing more vicious and sophisticated, as seen in the use of other people's ID and passwords obtained illegally using such highly sophisticated techniques as phishing¹ and spyware².

they paid in payments and thus were defrauded out of money. Since 2005, auction-related frauds have accounted for over 75% of frauds cleared that involve crimes taking advantage of networks³. There are also cases where money was defrauded through the following malicious tactics:

- Pretend to be someone else by obtaining other people's ID and passwords through illegal means and put up fictitious products on the block; and
- Pose as a person who put up products in the auction and approach to people who were unable to make successful bids for them via e-mail for direct transactions.

Diagram 7 No. of Cleared Frauds Involving Crimes Using Networks (2004-2008)



1) Frauds that take advantage of Internet auctions

Internet auctions are widely used due to the convenience of casual participation. On the other hand, many cases of fraud damage have been reported in recent years in which successful bidders in the auctions never received merchandise they bid for even after

2) Computer-aided frauds taking advantage of Internet banking service

Internet banking service offers the convenience of casually making transactions with banks without actually going to bank counters. In recent years, however, there have been a rising number of reports about damage from computer-aided frauds, which abuse the service and transfer funds out of other people's deposit accounts using other people's ID and passwords obtained via illegal means.

Note 1: Practices of sending e-mail posing as someone from a financial institution and inducing e-mail recipients to access to a bogus website and type in their ID and passwords, thereby obtaining them illegally.

- 2: Programs that can retrieve information stored on computer hard disks, information typed in by keyboards and information on display screens and leak these information.
- 3: Crimes that make use of advanced information and

communications networks as an essential means of perpetrating them.

2. Current Status of Crimes That Threaten People’s Lives and Bodies

(1) Current Status of Offenses That Threaten Safety and Security Concerning Food and Products

1) Current status of offenses that threaten the safety and security of food

In recent years, there have emerged cases where the intake of food contaminated by chemical substances has caused serious damage to people’s lives and bodies, giving rise to major concerns among citizens.

Also, offenses weighing on the safety of food have increased in recent years, such as food

sanitation-related offenses (violations of the Food Sanitation Act) and offenses involving false labeling of origins for food products (violations of the Unfair Competition Prevention Act). The number of such offenses cleared in 2008 came to 37 cases, and the number of suspects arrested 91 people. As for false food origin labeling offenses, the number of offenses cleared stood at 16 cases and the number of suspects arrested 57 people, both increasing substantially to the highest since the tabulation of data started in 2002.

Tactics for disguise are becoming more malignant sophisticated, and in some cases, fictitious transactions are made in the names of fictitious companies.

Table 4 Status of Clearances of Offenses Involving Food Safety (2004-2008)

Category \ Year	2004	2005	2006	2007	2008
Number of cases cleared (cases)	25	26	25	52	37
Offenses related to food sanitation	14	18	20	48	21
Offenses with false labeling of origins of food	11	8	5	4	16
Number of suspects arrested (persons)	42	37	35	90	91
Offenses related to food sanitation	21	21	23	69	34
Offenses with false labeling of origins of food	21	16	12	21	57
Number of legal persons arrested (legal persons)	11	7	4	5	24
Offenses related to food sanitation	3	1	1	3	5
Offenses with false labeling of origins of food	8	6	3	2	19

2) Current status of offenses that threaten the safety and security of manufactured products

In recent years, there have emerged cases where the use of manufactured products and facilities familiar in everyday life has caused serious damage to people’s lives and bodies, such as carbon monoxide poisoning by the use of household water heaters and accidents involving elevators installed in high-rise housing, giving rise to major concerns among citizens.

(2) Current Status of Health-Related Offenses

In recent years, there have emerged offenses to sell

health food for exorbitant prices by taking advantage of people’s strong health-consciousness and desire for beauty, underscoring the efficacy with unexplained medical grounds or advertising them as if effective to heal particular diseases or particular parts of the body on the basis of false narratives of purported current users, as well as offenses to sell copied pharmaceutical products in violation of the Pharmaceutical Affairs Act and offenses to offer medical practices without proper qualifications in violation of the Medical Practitioners Act, giving rise to major concerns among citizens.

Table 5 Status of Clearances of Health-Related Offenses (2004-2008)

Category	Year Cases/Persons	16		17		18		19		20	
		cases	persons	cases	persons	cases	persons	cases	persons	cases	persons
Total		505	500	507	554	482	461	560	572	551	493
Pharmaceutical affairs-related offenses		279	297	251	320	201	197	196	225	207	211
Medical profession-related offenses		61	78	73	100	65	93	63	110	66	84
Public health-related offenses		165	125	183	134	216	171	301	237	278	198

Note 1: Pharmaceutical affairs-related offenses are offenses involving violations of the Pharmaceutical Affairs Act and the Pharmacists Act, etc.

2: Medical profession-related offenses are offenses involving violations of the Medical Practitioners Act and the Dental Practitioners Act, etc.

3: Public health-related offenses are offenses involving violations of the Food Sanitation Act and the Rabies Prevention Act, etc.

Section 2. Measures to Cope with Crimes that Threaten Everyday Life

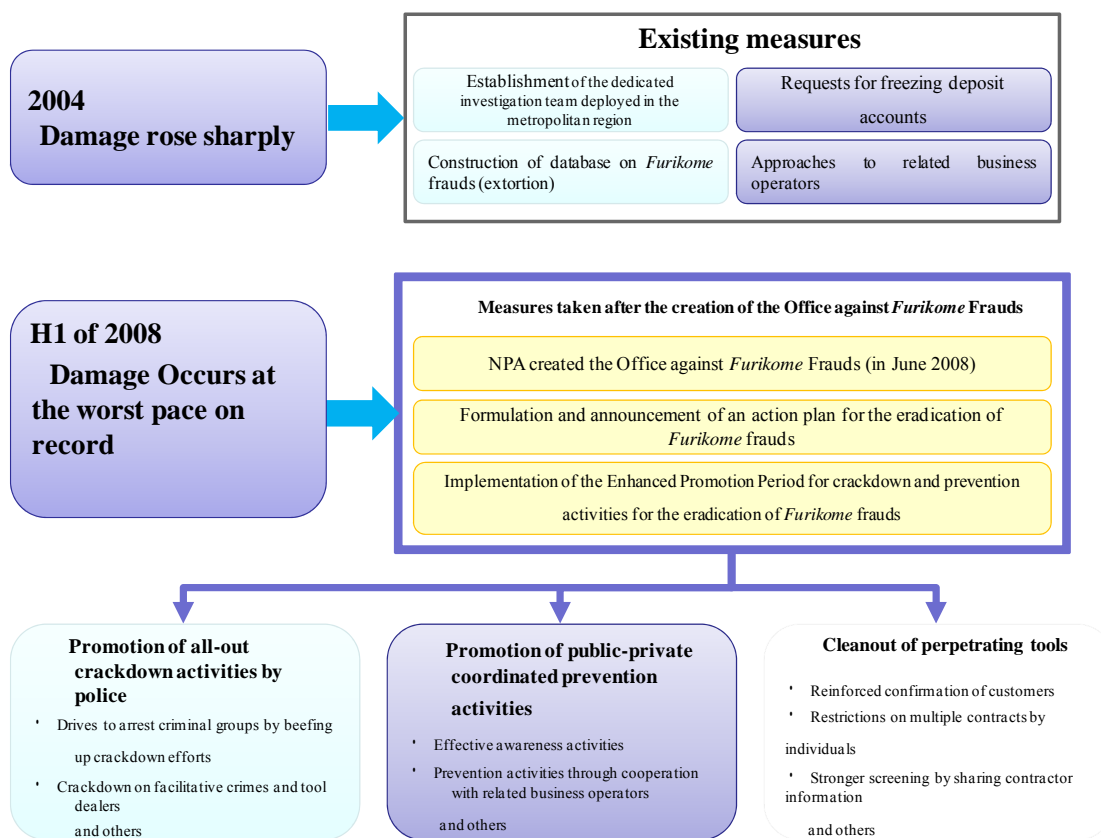
1. Measures to cope with crimes that threaten citizens' property in everyday life

(1) Measures to eradicate *Furikome* fraud (extortion)

Criminal groups perceive *Furikome* frauds (extortion) as their business and repetitively and continuously carrying out offenses with strong consciousness of the relationship among costs, risks and returns. Therefore, in order to eradicate *Furikome*

frauds (extortion), it is necessary to create an environment that forces criminal groups to abandon *Furikome* fraud (extortion) attempts by jacking up costs of procuring perpetrating tools and risks of being arrested by police while reducing returns by taking various measures to prevent wangled funds from being delivered to criminal groups.

Diagram 8 Measures to Eradicate *Furikome* Fraud (Extortion)



1) Existing measures

a. Establishment of the dedicated investigation team deployed in the metropolitan region

While victims of *Furikome* frauds (extortion) are spread all over the country, defrauded funds are quite often withdrawn in the metropolitan region. Thus, in order to conduct investigations in an efficient manner, police have established the dedicated investigation team deployed in the metropolitan region, which comprises investigators dispatched from Prefectural Police and makes the metropolitan region as the base of its operations. The dedicated investigation team is

engaged in investigations into cell phones and deposit accounts used in offenses in the metropolitan region at the request for investigation assistance from Prefectural Police, making possible efficient investigations into *Furikome* frauds (extortion) with extensive damage over wide areas.

b. Construction of database on *Furikome* frauds (extortion)

To cope with *Furikome* frauds (extortion) that are causing damage across the nation, police have

constructed the database that centralizes investigative information on names of *Furikome* fraud (extortion) perpetrators, crime tricks and other matters for figuring out the actual picture of *Furikome* frauds (extortion) and efficiently gathering related information.

c. Implementation of the freezing of deposit accounts

The freezing of deposit accounts (steps to suspend transactions) used in *Furikome* frauds (extortion) is important to block the withdrawal of defrauded funds and prevent fresh damage from occurring. Hence, police, when being consulted over *Furikome* frauds (extortion) or receiving reports of fraud damage, promptly file requests for financial institutions to freeze deposit accounts after determining whether the matters of consultations or reporting justify suspicions of crimes.

d. Approaches to related business operator

Police are encouraging related business operators offering a variety of services that are prone to be taken advantage of in *Furikome* frauds (extortion) to take necessary measures, including requests to financial institutions to be active in calling to customers who might be suffering from *Furikome* fraud (extortion) damage.

2) Measures taken after the creation of the Office against *Furikome* Frauds

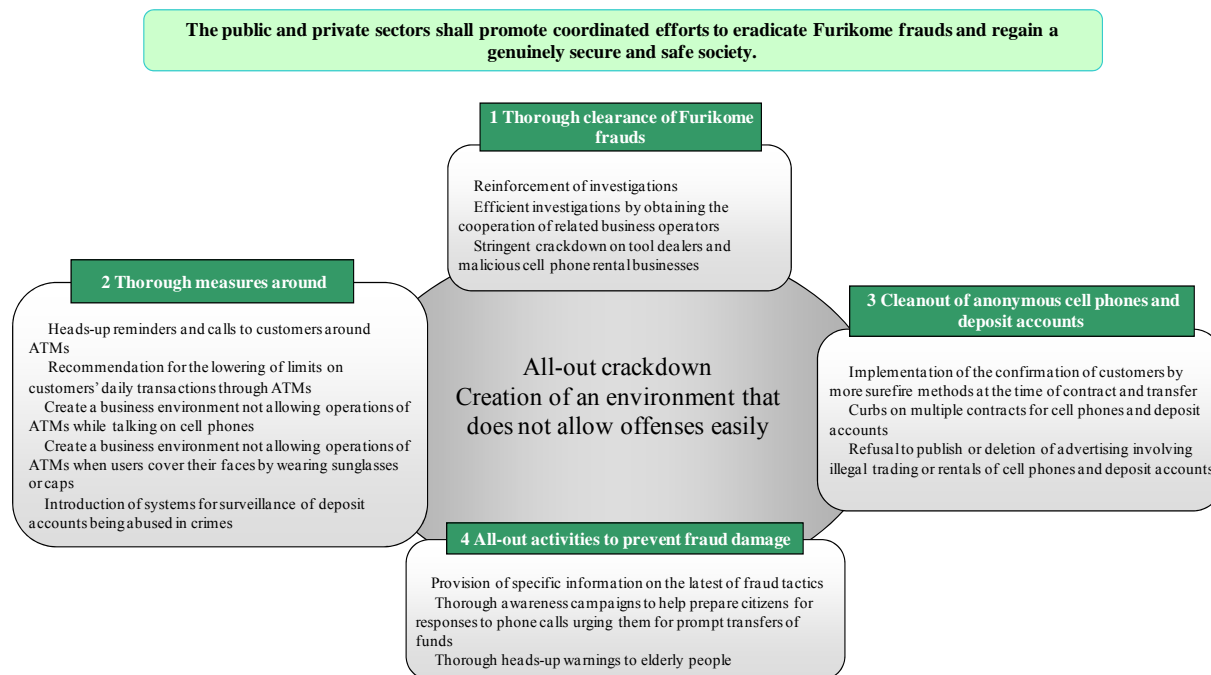
a. Creation of the Office against *Furikome* Frauds

After *Furikome* frauds (extortion) caused damage at the worst pace on record during the first half of 2008, the National Police Agency decided to step up agency-wide efforts to cope with *Furikome* frauds by establishing the Office against *Furikome* Frauds, headed by the Deputy Commissioner General, in June 2008. Prefectural Police also have assigned the role of “playmaker” to officers who supervise criminal investigation, community safety and other relevant divisions in order to enhance cooperation among relevant divisions and decided to promote comprehensive crackdown and prevention activities while obtaining the cooperation of related institutions and organizations.

b. Formulation and announcement of action plan for the eradication of *Furikome* frauds

Since it is necessary for the public and private sectors alike to take various society-wide measures, let alone enhanced crackdown activities, to eradicate *Furikome* frauds (extortion), and more than anything else, the people’s understanding and cooperation is essential, the National Police Agency and the Ministry of Justice in July 2008 worked out the basic approach and guidelines for measures to cope with *Furikome* frauds and announced them as “Action Plan for the Eradication of *Furikome* Frauds.”

Diagram 9 Outline of Action Plan for Eradication of *Furikome* Frauds



c. Implementation of the Enhanced Promotion Period for crackdown and prevention activities for the eradication of *Furikome* frauds

In order to help reduce the damage from *Furikome* frauds (extortion) substantially, police designated October 2008 as the “Enhanced Promotion Period for crackdown and prevention activities for the eradication of *Furikome* frauds” to promote concerted crackdown efforts to eradicate *Furikome* frauds and strove to create a social environment conducive to the eradication of *Furikome* frauds (extortion) by carrying out awareness activities and other prevention activities with the cooperation of related institutions and organizations.

As a consequence, the number of confirmed fraud cases declined by 36.5% and the total amount of damage plummeted by 46.6% from the monthly average for March-June 2008, which proved to be the peak of 2008.

Through these efforts and measures, the aggregate amount of damage in 2008 stopped short of surpassing the worst record registered in 2004.

Moreover, police again designated February 2009 as the “Enhanced Promotion Period,” and as a result of all-out crackdown activities by police and forceful promotion of coordinated prevention activities by the public and private sectors, the month saw the 50.0% plunge in the number of confirmed fraud cases and the

47.8% fall in the aggregate amount of damage from the October 2008 levels, with both the number and the amount less than one-third of the peak levels during 2008 to market the lowest since July 2004.

3) Promotion of all-out crackdown activities by police

a. Drives to arrest criminal groups

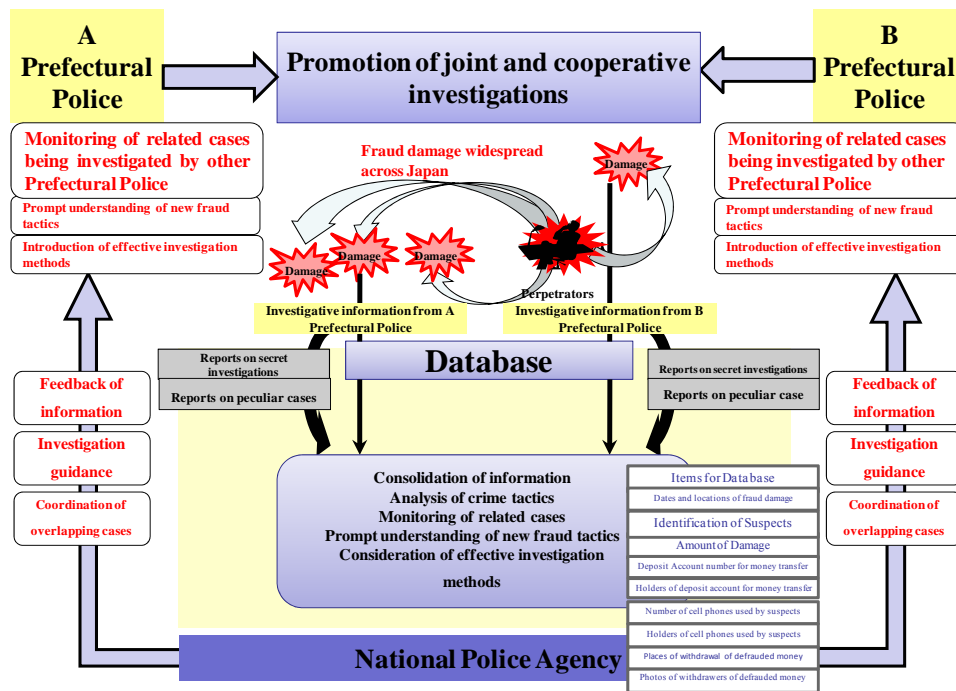
Prefectural Police are boosting their investigations by creating organizations dedicated to investigations into *Furikome* frauds, securing enough manpower and building up cross-divisional centralized crackdown systems.

The National Police Agency is also feeding back centralized information to Prefectural Police to promote strategic crackdown activities while proactively facilitating joint and cooperative investigations among Prefectural Police, thus making all-out efforts to arrest criminal groups.

As a consequence of these efforts, police arrested a total of 699 suspects of *Furikome* frauds (extortion), including core members¹ of criminal groups, in 2008.

Note 1: Leaders who supervise two or more group members, including ringleaders and field commanders

Diagram 10 Promotion of Joint and Cooperative Investigations at NPA Guidance and Cooperation and with Use of NPA Database



b. Intense crackdown on withdrawers of defrauded money and release of their images

The crackdown on those who withdraw defrauded money from deposit accounts is important not only in gaining investigative clues leading to core members of criminal groups but also in preventing defrauded money from being delivered to criminal groups and eventually causing criminal groups to lose incentives for continuing offenses. Therefore, police are stepping up the questioning of particularly those who deliberately hide their faces by wearing sunglasses or caps by the stakeout by plain-clothes policemen and surveillance activities by uniformed policemen at locations of ATMs highly likely to be used for defrauded money withdrawals and during hours when withdrawals are highly likely to be made.

Furthermore, police are striving to arrest perpetrators at an early date and prevent the damage from spreading further by, as required, releasing images of defrauded money withdrawers captured by security cameras installed at ATMs

c. Promotion of clearance of crimes that would facilitate *Furikome* frauds (extortion)

Since perpetrating tools such as cell phones and deposit accounts under fictitious or other people's names are used in *Furikome* frauds (extortion), police are cracking down on practices to facilitate *Furikome*

frauds (extortion) by cutting off the distribution of such tools and preventing them from being delivered to criminal groups by making full use of relevant laws, including the Penal Code, the Act on Prevention of Improper Use of Mobile Phones and the Act on Prevention of Transfer of Criminal Proceeds.

While arresting those who bought cell phones or opened deposit accounts by concealing their intentions to sell them to other people or those who used identification documents in fictitious or other people's names to illegally conclude cell phone purchase contracts or to open deposit accounts, police are also striving to expose tool dealers who provide perpetrating tools to criminal groups on a repetitive and continuous basis. As one of methods to crack down on tool dealers, police also conduct sting operations where police officers posing as customers contact and arrest those people who are attracting illicit buying and selling of cell phones and deposit accounts using the Internet.

d. Neutralization of phones and deposit accounts used in fraud crimes

Through active gathering and utilization of information on attempted frauds, police are striving to neutralize phones, deposit accounts and other perpetrating tools, with police officers making calls to phones used to deceive potential victims and give

warnings and asking financial institutions to freeze deposit accounts designed as accounts to receive money transfers.

Between February and March 2009, police issued a total of 48,758 warnings to 5,262 telephone circuits used in *Furikome* frauds (extortion). In 2008, police also filed a total of 31,079 requests with financial institutions to freeze deposit accounts used in *Furikome* frauds (extortion).

e. Thorough measures against bases of crimes

Police are making use of all aspects of police activities, including routine home visits by community police officers, to find out bases of crimes and also utilizing all pieces of information provided by citizens by consolidating them at investigation divisions for *Furikome* frauds (extortion) for use in investigations to arrest criminal groups.

f. Creation of an environment for efficient investigations

Quite different from crimes like homicides and larcenies, *Furikome* frauds (extortion) are crimes carried out with perpetrators lurking somewhere in society and not appearing on the scenes. As such, initial investigations do not usually produce any evidence, including eyewitness testimonies, fingerprints or other particles, that link perpetrators to offenses. In these difficult investigations, phones used to deceive victims and deposit accounts designated for fund transfers provide one of a few clues.

Images captured by security cameras installed at places where defrauded money was withdrawn, found through investigations into deposit accounts are very important in identifying perpetrators. However, in many cases, the lapse of the period of retaining these records while necessary investigations are under way, make it impossible to obtain materials needed for investigations.

In order to deal with such problems and ensure the arrests of perpetrators, police are trying to develop an environment to secure the traceability of crimes and make investigations more efficient by obtaining the understanding and cooperation of business corporations and financial institutions to broaden their contact points for police inquiries and realize prompt replies to allow early acquisitions of materials necessary for police investigations.

4) Promotion of coordinated public-private prevention activities

a. Direct prevention activities by police

In order to prevent damage from *Furikome* frauds (extortion), police are actively engaged in such activities as surveillance by community police officers dropping by at locations where ATMs are installed and making active calls to users of ATMs.

Police also grasp and analyze circumstances under which *Furikome* frauds (extortion) have caused damage, and make locations of ATM installations used often for offenses and hours during which fraud damage was done into map information, which community police officers use in their rounds of surveillance visits.

Furthermore, hot lines have been set up between police stations and financial institutions located in their jurisdictions. When employees of financial institutions find people who seem to be suffering from *Furikome* fraud (extortion) damage, police, in cooperation with financial institutions, dissuade them from making fund transfers.

b. Effective awareness activities

In order to prevent *Furikome* fraud (extortion) damage, it is important to secure people's understanding and cooperation. For this reason, police are conducting awareness activities geared toward the general public by making effective use of anti-crime meetings and various other events.

Given that many of *Furikome* fraud (extortion) victims made money transfers shortly after getting calls from crime groups without consulting third parties, police are calling upon citizens to actively make reports to and consult with police when they get calls suspected of *Furikome* fraud (extortion) attempts, let alone consultations with family members and other people close to them.

In addition to "Dial 110," police stay open to wide-ranging consultations from citizens by setting up a variety of "windows," including dedicated telephone lines for consultations (with the common nationwide phone number "# 9110") and telephone lines exclusively reserved for consultations about *Furikome* frauds.

In particular, considering the fact that many of victims of *Ore ore* frauds (extortion) and refund frauds are elderly people, police are striving to conduct awareness activities that resonate with them by individually and specifically explaining latest fraud tactics and precautions against fraud damage by making use of opportunities for police officers to meet

elderly people face to face, such as rounds of regular home visits and traffic safety education sessions.

Police are also making efforts to secure the effectiveness of measures against *Furikome* frauds by obtaining the understanding and cooperation of elderly people through explanations about ways to prevent damage in advance, such as the lowering of limits on amounts of money that can be handled via ATMs and urging them to take concrete action.

c. Prevention activities in cooperation with relevant business operators

Given that in *Furikome* frauds (extortion), the bulk of defrauded money is transferred to perpetrators through ATMs and over counters of financial institutions, it is important for employees of financial institutions or convenience stores to talk to potential victims or make reports to police in order to prevent damage. For this reason, police are urging financial institutions and convenience stores to encourage their employees to actively talk to potential victims of suspected *Furikome* fraud (extortion) cases and make reports to police.

Police are also seeking to strengthen cooperation for the promotion of measures against *Furikome* frauds by conducting exchanges of information and opinions on a continuous basis with related institutions and organizations.

Furthermore, in order to prevent damage from *Furikome* frauds (extortion) and also minimize the damage should fraud attempts succeed, police are urging financial institutions to introduce and improve systems for surveillance of deposit accounts being abused for *Furikome* frauds (extortion), facilitate the lowering of limits on money handled via ATMs, and introduce equipment that make it impossible to use cell phones at places where ATMs are installed.

Given the recent rise in fraud tactics where perpetrators have victims send cash to designated private mail boxes using EXPACK parcel delivery service, police are striving to prevent damage from *Furikome* frauds (extortion) in cooperation with postal service operators by asking them to provide information on private mail boxes used in crimes and give heads-up to senders of mail matter to such private mail boxes.

Since public-private coordinated efforts are essential, police present certificates of appreciation to related business operators that have greatly contributed to the development and administration of measures against *Furikome* frauds.

5) Cleanout of perpetrating tools

Since *Furikome* frauds (extortion) are crimes repeatedly carried out systematically by criminal groups using cell phones and deposit accounts under fictitious or other people's names, it is important to take steps to clean out these perpetrating tools with the understanding and cooperation of users at large and related business operators.

a. Stronger confirmation of customer identification

As for cell phones, service operators enhance the effectiveness of customer confirmation by limiting methods of payments for usage fees, in principle, to credit cards and automatic money transfers from customers' deposit accounts and confirming credit cards or cash cards presented by customers over their counters.

For deposit accounts, financial institutions enhance the effectiveness of customer confirmation by sending cash cards by way of recorded delivery to addresses written on identity verification documents submitted by customers when opening their accounts.

b. Prevention of multiple cell phone contracts and deposit accounts for individuals

Each cell phone service provider, in principle, limits to five the number of phone circuits that can be contracted by an individual, while each financial institution, in principle, restrict to two or three the number of deposit accounts that can be opened by an individual.

c. Sharing of information on unidentifiable parties to cell phone contracts and owners of frozen deposit accounts

As for cell phones, service providers share information on parties to cell phone contracts suspended because they refused to comply with identity confirmation requested by police, and are making use of the shared information in reinforcing the screening of customers at the time of contract.

As for bank deposit accounts, the National Police Agency has prepared a list of holders of deposit accounts frozen after being used for *Furikome* frauds (extortion) and provided the list to the Japanese Bankers Association and other relevant organizations so that related financial institutions can share the information. This is designed to prevent the opening of illicit accounts and facilitate the arrests of those involved, with financial institutions turning down requests for the opening of accounts when those on the list come to their counters to open new accounts and

making reports to police.

Between January 2009, when the system was put into place, and May 2009, the National Police Agency provided the list of 2,714 names to the Japanese Bankers Association and other relevant organizations.

d. Provision of information to police when forgery of driver's licenses are suspected

When a driver's license presented by a cell phone contract applicant to a cell phone service provider as part of identify confirmation documents at the time of contract is suspected of forgery, the service provider notifies that information to police, which in turn use the information in their investigations and try to arrest that perpetrator at an early date while preventing the distribution of cell phones involved in illicit contracts.

Between December 2008, when the information notification system was put into place, and March 2009, the provision of information to police by cell phone service providers led to the arrests of 39 people.

(2) Efforts to Deal with Fraudulent Commercial Practices

Police are taking a variety of measures to help prevent damage from fraudulent commercial practices in cooperation with related institutions and organizations.

1) Promotion of crackdown based on the Outline for the Promotion of Measures against Livelihood-Threatening Economic Offenses

Based on the "Outline for the Promotion of Measures against Livelihood-Threatening Economic Offenses," formulated in July 2008, police are promoting various measures, including the crackdown focusing on vicious offenses threatening the safety and security of citizens, early detection of offenses through stronger cooperation with relevant institutions, deprivation of criminal proceeds and stronger support for damage recovery.

2) Stronger cooperation with relevant institutions

The National Police Agency is seeking to share information on fraudulent commercial practices and promoting related measures in cooperation with relevant institutions through the "Liaison Conference on Fraudulent Commercial Practices among Relevant Ministries and Agencies," hosted by the Cabinet Office, and the "Liaison Council on Collective Investment Schemes (Funds)," sponsored by the Financial Services Agency.

3) Promotion of awareness activities for the prevention of damage

Police are promoting awareness activities for the prevention of damage in cooperation with relevant institutions and organizations, through, for example, the "Consumer Month," designated by the government for May each year.

(3) Efforts to Deal with Black-Market Finance Offenses

1) Promotion of measures based on the Program to Improve Multiple Debt Problems

In April 2007, the Headquarters for Measures for Multiple Debtors within the government, in line with a council of advisers' opinion, "About Measures for Solving the Multiple Debt Problem," adopted the "Program to Improve the Multiple Debt Problem." The Program mapped out concrete policy measures that should be addressed immediately, and called for their concerted implementation by relevant institutions and organizations as well as follow-ups on the progress of policy measures in each fiscal year.

Police are steadily promoting measures based on the Program.

2) Reinforced crackdown

In 2003, the intensive crackdown headquarters were established at Prefectural Police for reinforced crackdown on escalating black-market finance offenses. Police are continuing to push ahead with effective crackdown by maintaining the intensive crackdown headquarters, and also conduct "long-term practical training on investigations into livelihood-threatening economic offenses," designed to enhance the investigative capabilities of young investigators sent from Prefectural Police to the Metropolitan Police Department through investigations into black-market finance offenses in the metropolitan region.

3) Promotion of measures for damage prevention

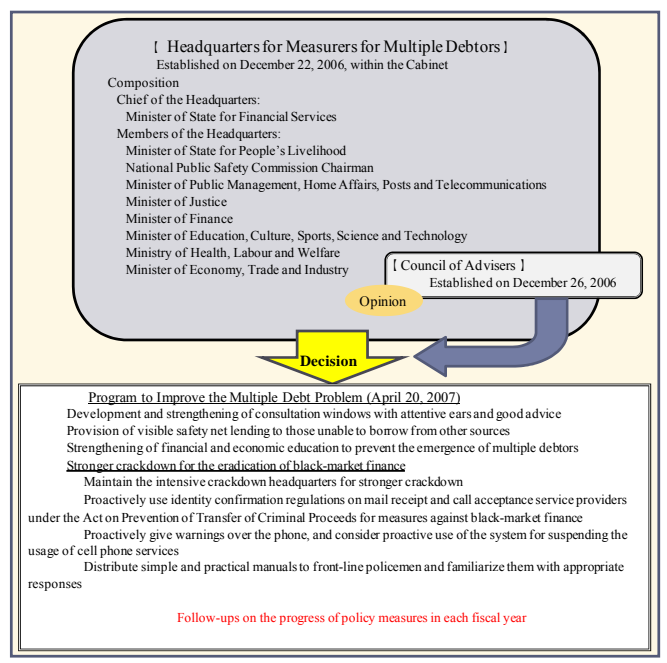
Police are taking steps to familiarize front-line policemen with the appropriate handling of black-market finance offenses by distributing easy-to-understand manuals. In offering counseling, police are listening sincerely to what people who come forward for consultation have to say while fully respecting their sentiments. In cases of vicious collection, police are proactively giving warnings over the phone to black-market finance operators.

Police are also proactively seeking the identity confirmation of parties to cell phone contracts based on the Act on Prevention of Improper Use of Mobile

Phones and making requests for the freezing of deposit accounts as they are instrumental in the prevention of damage.

In addition, since the cooperation with relevant institutions and organizations is essential to effectively promote measures for the multiple debt problem, police officers participate in liaison councils on measures to deal with multiple debtors established by prefectural governments for exchanges of opinions and information, and police are also striving to prevent damage from black-market finance offenses by undertaking joint campaigns and other awareness activities.

Diagram 11 Promotion of the Program to Improve the Multiple Debt Problem



(4) Efforts to Deal with Frauds Using the Internet

1) Stronger crackdown

Frauds using the Internet tend to spread the damage over wide areas, and in many cases, such frauds are carried out systematically by groups of individuals who have respective roles of illegally obtaining ID and passwords, procuring deposit accounts for use in crimes and executing actual fraud practices, etc. Police are strengthening the crackdown on wide-area and systematic crimes for conducting effective and efficient investigations, promoting joint and cooperative investigations as necessary.

2) Promotion of measures to prevent damage by business operators

Police are striving to prevent damage by

encouraging Internet auction operators to secure safe transactions through stronger identify confirmation of those putting merchandise on the block and simultaneous settlements of delivery of goods and payments for them, while urging banks offering Internet banking services to reinforce measures for stronger personal authentication through, for example, the introduction of one-time passwords¹.

Note 1: Passwords for authentication in Internet banking whose strings of characters change for each authentication. The introduction of one-time passwords should help prevent the abuse of passwords as one-time passwords, even when they are stolen, become invalid at the time of next authentication.

3) Promotion of awareness activities

Police are promoting awareness activities for the prevention of damage by explaining criminal tactics and damage-prevention measures via the website, pamphlets and training courses on cyber security.

2. Measures to Cope with Crimes that Threaten Citizens' Lives and Bodies

(1) Measures against Offenses That Threaten Safety and Security of Food and Manufactured Products

1) Stronger crackdown

Police are driving the crackdown on offenses that threaten the safety and security concerning food and manufactured products. For offenses affecting the safety of food, police are focusing on vicious cases for prompt and proactive crackdown. Regarding accidents caused by the use of manufactured products, police shed light on the causes of accidents and determine whether people involved are criminally responsible.

In cases where the damage is spread over wide areas, police are striving to shed light on the truth behind such cases by conducting joint and cooperative investigations by police forces of prefectures involved and holding meetings to discuss investigation policies. As necessary, police exchange information with security services of other countries.

2) Stronger cooperation with relevant institutions

When offenses that threaten the safety and security of food and manufactured products were committed, it becomes necessary to seek cooperation with relevant institutions to prevent the damage from widening. Police are striving to strengthen cooperation with relevant institutions, including an exchange of

information.

a. **Creation of the consumer safety information coordinator system**

In September 2008, the consumer safety information coordinator system was created by relevant institutions¹ as part of the government's concerted efforts to secure the safety of consumers, with which the government is reinforcing systems to gather and share information concerning damage that may be caused to consumers' lives and bodies and strengthening the rapid response system in emergencies. At the National Police Agency, the Director-General of the Criminal Investigation Bureau has been chosen as its consumer safety information coordinator.

b. **Establishment of the Liaison Council on Food Labeling**

In February 2008, relevant institutions² established the Liaison Council on Food Labeling, and prefectures have their own councils.

Relevant institutions are in the process of sharing relevant information to help facilitate responses of the Food Labeling Surveillance Council³

c. **Others**

In addition to the above, police are strengthening mutual cooperation with the Ministry of Agriculture, Forestry and Fisheries and the Ministry of Land, Infrastructure, Transport and Tourism, etc. through exchanges of views and information concerning offenses that threaten the safety and security of food

and manufactured products.

Note 1: The Cabinet Office; the National Police Agency; the Ministry of Public Management, Home Affairs, Posts and Telecommunications; the Ministry of Education, Culture, Sports, Science and Technology; the Ministry of Health, Labour and Welfare; the Ministry of Agriculture, Forestry and Fisheries; the Ministry of Economy, Trade and Industry; and the Ministry of Land, Infrastructure, Transport and Tourism.

2: The Cabinet Office; the Fair Trade Commission; the National Police Agency; the Ministry of Health, Labour and Welfare; and the Ministry of Agriculture, Forestry and Fisheries.

3: Established by relevant prefectural institutions, including police, and outpost agencies of the national government to strengthen surveillance over food mislabeling. When information in food mislabeling is forwarded, the Council shares the information and exchanges opinions, as needed, and makes necessary responses promptly, including action against offending business operators.

(2) Measures to Cope with Health-Related Offenses

Police are actively cracking down on health-related offenses. Police are making efforts to prevent recurrence of similar cases by publicizing tactics of offenders in a timely and appropriate manner, and if offenses are committed by authorized business operators, police notify relevant institutions of offenses and encourage them to impose administrative penalties against them.

Section 3. Future Outlook

While the number of confirmed Penal Code offenses continues to decline from the peak level of 2002, the people's sense of unease over public safety has yet to be dispelled. Near-at-hand crimes that are highly likely to get citizens into trouble in their everyday life even without their knowing it, such as the following crimes addressed in this feature article, are all serious enough to undermine the confidence placed in other people:

- *Furikome* frauds (extortion) that take advantage of the affections between close relatives;
- Fraudulent commercial practices that cash in on the gaps in knowledge about
- Black-market finance offenses that take advantage of people in strained circumstances;
- Frauds using the Internet that take advantage of blind spots of the convenience of the modern society;
- Offenses that threaten the safety and security of food and manufactured products easily accessible in everyday life; and
- Health-related offenses that take advantage of people's strong health-consciousness and desire for beauty.

The decline in confidence in other people erodes the sense of security in everyday life, this is one of factors that keep people from becoming free of concerns over public safety.

These crimes have become social problems because of the change in social conditions. More specifically, the concentration of the population in urban areas, the increasing number of single-person households and the collapse of the lifelong employment system in recent years have weakened a sense of solidarity and a sense of belonging and at the same time fueled the indifference toward other people and the trend of mutual noninterference. Amid these changes, concerns are growing over the decline in society's crime deterrent function and people's normative consciousness¹. On the other hand, the advances in information and communications technology have made it easier to share information on crime tactics, procure perpetrating tools such as cell phones and deposit accounts and band together to form criminal groups, leading to frequent occurrences of crimes that are carried out by perpetrators lurking in the anonymous society and take advantage of blind spots in the modern society. While police are making all-out efforts to promote crackdown and crime-prevention activities, not only police efforts and efforts by relevant institutions and organizations but also the

understanding and cooperation of each citizen are essential to eradicate crimes that threaten everyday life and transform themselves in accordance with changes in social conditions.

Note 1: Besides, there are views that the shift from administration with prior regulations to administration with ex post facto sanctions has had no small impact on public safety by, for instance, making it easier for antisocial forces to participate in socioeconomic activities.

1. Cooperation with relevant institutions and organizations

Police have been taking a variety of measures, in cooperation with relevant institutions and organizations and also obtaining cooperation of business operators, with certain results achieved. In order to eradicate crimes that threaten everyday life, however, it is deemed necessary to further promote the following measures:

(1) Cleanout of perpetrating tools

Clean out perpetrating tools by supporting measures such as restrictions on the number of contracts that can be concluded by the same person for cell phone services or opening new bank accounts, thorough identity confirmation of customers using registered mail and the early deletion by providers of illegal information and harmful information posted on the Internet that could induce buying and selling of cell phones and bank deposit accounts.

In addition, in order to prevent the anonymous use or use with forged identification papers of facilities and communication and distribution means from making it easier to commit crimes or receive criminal proceeds, further identify confirmation in various transactions and require strict identify confirmation when public offices issue a variety of certificates.

Consider the introduction of hard-to-forge identification cards with the biometric authentication function, and the introduction and sophistication of equipment to detect the forgery and alteration of identification cards.

In addition, as a variety of new services that are likely to be generated going forward in response to changes in social conditions and to contribute the convenience of living may also be used in crime, police are to promote a variety of measures, together

with relevant institutions and organizations, to prevent newly generated services from serving as new perpetrating tools.

(2) Securing crime traceability

Secure the cooperation of telecommunication service providers, financial institutions and other business operators with police investigations by seeking their deeper understanding for such measures as the lengthening of the period of retention for images captured by security cameras installed at ATMs and convenience stores and the recording and display of phone numbers to which calls are placed via fixed-line telephones, in order to unfailingly record traces of crimes.

In addition, encourage prompt and accurate responses to police inquiries in the course of investigations to enable the prompt and accurate collection of information essential in investigations.

(3) Reinforcement of information sharing

Since responses to crimes that threaten people's everyday life involve many administration agencies and other organizations, seek to share information between police and relevant institutions and organizations, reinforce consultation services, and promote awareness activities for prompt and effective preventions of damage from crimes.

Moreover, competent administrative organizations should boost guidance and supervision of business operators, gather reports and make on-the-spot inspections in a timely and appropriate manner, and adequately exercise their administrative powers against violations of law.

2. For the Creation of Society That Makes Crimes Threatening Everyday Life Less Likely

A variety of measures police are taking in cooperation with relevant institutions and

organizations cannot steadily produce intended results without the understanding and cooperation of individual citizens. Revitalization of the diluted community solidarity and weakened family bonds and standing up against crimes as society as a whole would protect individuals in weak positions particularly vulnerable to damage from crimes and also serve as effective steps to prevent crimes from within isolated individuals.

In order to create a society that makes crimes threatening everyday life of citizens less likely, it is necessary to have a mechanism for mutual heads-up to avoid damage take firm root in society and enhance the "resisting power"¹ of citizens against crimes. Going forward, police will continue to promote the crackdown on crimes that threaten everyday life and strive for awareness activities that resonate with citizens, driving forward with measures that encourage the whole society to be intent on eradicating crimes that threaten everyday life of citizens.

Hoping that crimes threatening everyday life will be eradicated when we create a society that allows citizens to place confidence in other citizens instead of building a society with mutual surveillance among citizens, police will continue to discharge responsibilities to protect the lives, bodies and properties of individuals and maintain public safety and order.

Note 1: The power to shut crimes out of society with citizens themselves proactively participating in efforts to prevent crime damage, aside from the degree of awareness of crimes among citizens and attentiveness to escape damage. The "operation to play victim" in measures to cope with Furikome frauds is symbolic of efforts to enhance the "resisting power."

Topic I. Formulating the “Action Plan for the Realization of a Society Resistant to Crime 2008”

The initiatives of the police alone are not enough for the restoration of public safety. The police are promoting close cooperation with concerned organizations and groups and working with the public with the aim of once again making Japan “the safest country in the world.”

In order to stop the increase of crimes and to eliminate the concerns of the citizens, the NPA formulated and announced the “Program for Emergency Public Safety Control” in August 2003.¹ In order to complete and accelerate this program and assure that Japan is on track toward the restoration of public safety, the NPA formulated and announced “Seven Important Points for the Recovery of Public Safety” in August 2006.²

The initiatives of the police alone are not enough to once again make Japan the safest country in the world – public linkages in the field of administration are essential. In December 2008, the government established the “Action Plan for the Realization of a Society Resistant to Crime 2008” (Hereafter “the new action plan”), a comprehensive, sustainable and wide-reaching policy management to prevent crime.

The NPA is promoting many effective initiative based on the new action plan in order to achieve the true realization of an orderly society.

Note 1: In July 2007, the NPA compiled a comprehensive evaluation report on measures described in the program clarifying some results of the measures from various angles.

Note 2: In April 2008, the police verified that implemented policies were proceeding as planned.

(1) Efforts of the Ministerial Meeting concerning Measures against Crimes

1) Holding Ministerial Meeting Concerning Measures against Crime and its Philosophy

Since the situation of public safety had become dangerous, and the people got seriously alarmed, government as a whole has realized the importance of promoting countermeasures for the crimes. In September 2003 the government held the First Ministerial Meeting Concerning Measures Against Crime, led by the Prime Minister. This was the first time that a comprehensive and cross-ministerial framework had been established to broadly handle

general crime policy.

The “Three Viewpoints for the Restoration of Public Safety” that were given at the meeting not only provide viewpoints for proposing, implementing, and evaluating individual policies, but also serve as a philosophy for realizing comprehensive and broad-ranging countermeasures for crime.

Diagram I-1 Three Viewpoints for the Restoration of Public Safety



2) Efforts based on the “Action Plan for the Realization of a Society Resistant to Crime”

With the provision of these three points of view, the 2nd Ministerial Meeting Concerning Measures against Crime in December 2003 established the “Action Plan for the Realization of a Society Resistant to Crime” (hereafter “the old action plan”). The objective for the Government over the five years following the enactment of the Action Plan is to eliminate public unease about safety, halt the increase in crime, and emerge from the current public safety crisis. To this end, the Government will steadily implement various policies.

Tailored to the old action plan above, the Government has steadily implemented crackdowns on crime, a strengthening of border control measures in cooperation with related organizations, the revision of various laws related to public safety, including the Penal Code, and a significant increase in community police officers, Immigration Bureau personnel, Customs personnel, and others. Efforts in accordance

with such measures are also being proactively carried out among local public entities, community residents, professionals in related fields, and others.

The initiatives of the police alone are not enough for the restoration of public safety. The police are promoting close cooperation with concerned organizations and groups and working with the public with the aim of once again making Japan “the safest country in the world.”

(2) “Action Plan for the Realization of a Society Resistant to Crime 2008”

1) Background of the Formulation of the plan

In June 2008, the 11th Ministerial Meeting Concerning Measures against Crime recognized that although in 2002 there had been approximately 2,850,000 incidents of crime in Japan, the worst of any year since the World War Two, this number had dropped to approximately 1,910,000 criminal offenses in 2007, the first time in 10 years that the number of offenses had dropped below 2 million. The arrest rate in 2007 had also recovered, to 31.7%. It was five years after the establishment of the old action plan, and that plan was showing definite results.

On the other hand, regarding the situation of public safety in the countryside, it is reported that there has been almost no decrease in the amount of money stolen through *furikome* fraud in the past four years and that there continue to occur vile acts one after another in each region. It is also reported that public opinion surveys show that the people continue to be anxious regarding crime.

In light of this situation, the Prime Minister instructed the Cabinet to establish a new action plan to replace the old action plan. Having received such instruction, each Ministry and Agency began discussion on the steps needed for the new action plan and carried out expert hearings 10 times. In order to understand the wide-ranging opinions of the people, procedures were also begun to call for opinions.

The new action plan was established at the 12th Ministerial Meeting Concerning Measures against Crime in December 2008.

2) The Content of the New Action Plan

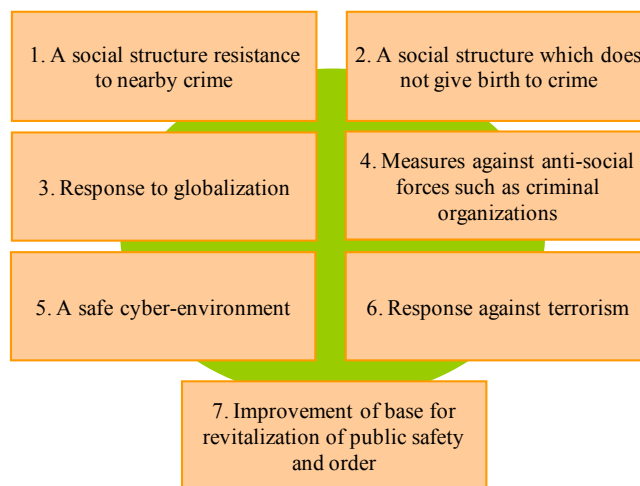
The “Three Viewpoints for the Restoration of Public Safety” established in 2003 are thought to be vital for the further promotion of initiatives to restore public safety through the new action plan, and so have been upheld as anti-crime measures able to effectively respond to the changing nature of society. The foreword of the new action plan expresses the

fundamental opinion of the government regarding the promotion of anti-crime measures, and identifies a total of 172 points (including overlapping points) within seven main topics which represent the special nature of the current situation of crime. The foreword states that it is not enough for public safety organizations to control crime, the comprehensive and sustainable implementation of wide-scale policy borne out of an understanding the social backgrounds and causes of crime would also contribute to an improvement in the mid-term improvement of public safety. Furthermore, the foreword states that by aiming to build mutual confidence in society, this kind of policy could also greatly improve the safety and peace of mind of the public.

The five-year goals of the new action plan are set as the achievement of a further decrease in crime, the alleviation of public anxiety regarding public safety and the true restoration of public order.

The police are promoting close cooperation with concerned organizations and groups and working with the public to promote initiatives based on the new action plan.

Diagram I-2 Seven Priority Issues of the “Action Plan for the Restoration of a Society Resistant to Crime 2008”



Topic II. Policies through which the police conduct interrogation

The police are steadily implementing various policies regarding interrogation, expending every effort in order to effectively gain the trust of the people.

Due to the string of judicial system reforms, various systems such as pretrial conference procedures, expedited trial procedures and state-appointed defense council system for suspects were gradually put into place as measures to improve and accelerate criminal trials. On May 21 2009, the law regarding juror participation in criminal trials went into full effect. Under this law, citizens participate as jurors in criminal trials, and decide along with a judge whether or not a suspect is guilty, and if guilty, decide on the criminal's punishment.

The police are working diligently to collect objective evidence about crimes to make it possible for jurors, who are not specialists, to form accurate impressions. The police are also compiling documents in clear and simple ways to make them easy-to-understand for jurors, and are promoting policies such as the following regarding interrogations.

(1) Trial sound/video recordings of interrogations by the police

In order to facilitate discussion on effective and efficient proof policy of voluntary confession within the trial-by-jury system, from September 2008 the NPA and the prefectural police organizations of Saitama, Chiba, Kanagawa and Osaka began trial audio/video recordings of interrogations. The trial lasted for half a year, until February 2009, and recorded 66 interrogations.

The results of this trial as examined in the NPA were:

- The DVDs of recorded audio/video produced from the trial can be thought of as an effective and efficient measure to prove voluntary freedom of confession.
- There have been instances in which suspects have denied audio/video recording or changed the content of their statements and the way they act due to recording. It is obvious that there are times when recording has an influence on true inquisitive nature of interrogations, and thus it was realized that adequate consideration must be made before carrying out an audio/video recording.

The police have gathered examples of how DVDs were used and examined the usage situation of DVDs

in trials by each prefectural police organization. Since April 2009, the police have been carrying out multi-faceted discussion on how to make policy even more effective in order to contribute to the gathering of effective and efficient voluntarily free proof for jury trials.

(2) Propriety in Interrogation Practices

In criminal procedures in Japan, the interrogation of suspects plays an extremely important part in the investigation of a case. However, recently there have been a series of acquittals which put into question the function of interrogation practices. The trust of the people in police investigations, including interrogations, has been greatly shaken.¹

Note 1: In March 2007, a suspect accused of breaking public election law regarding the Kagoshima Prefecture Parliamentary Elections in 2003 was found not guilty. In October 2009, a suspect accused of rape and attempted rape for incidents which occurred in Toyama Prefecture in 2002 was found not guilty. Furthermore, in June 2009 a reexamination using DNA evidence in Tokyo High Court of the murder of a young girl in Tochigi Prefecture in 1990 put a stop to the death sentence of the man convicted for the crime and set him free. In relation to this incident, moving forward, the police will look into problem points regarding investigation.

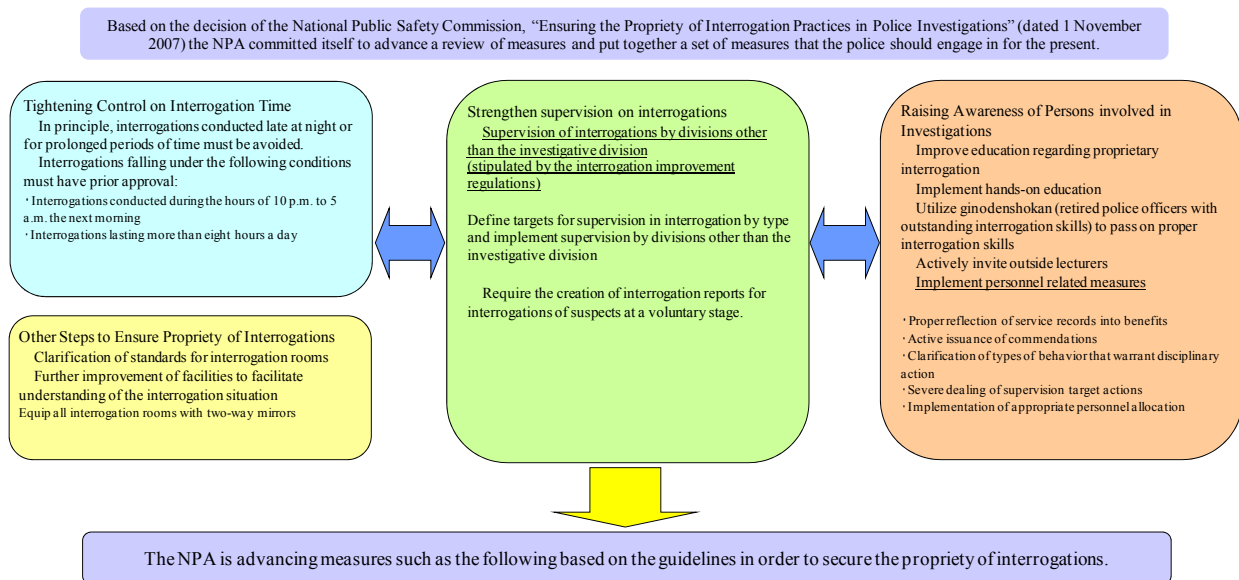
Under the trial-by-jury system, the results of investigation fall directly under the eyes of the people. Accordingly, from the perspective of making a contribution to the formation of impressions by jurors, many are calling for the police to discuss the establishment of an even more appropriate system for investigation procedures, especially interrogation methods to the suspects.

Against this backdrop, the National Public Safety Committee had recognized the urgency of ensuring propriety of interrogation practices in police investigations and announced its decision "Ensuring the Propriety of Interrogation Practices in Police Investigations" in November 2007. Based on this decision, the NPA considered measures and, taking into account the opinion of experts in the advisory council on ensuring the propriety of interrogation procedures in police investigations, formulated the "Guidelines for Ensuring the Propriety of Interrogation Procedures in Police Investigations (hereafter referred

to as the “guidelines”)” in January 2008. These guidelines show the four pillars of policies that the police should engage in for the moment: strengthening of supervision regarding interrogation, tightening control on interrogation time, strengthening of other measures to secure the propriety of interrogation

procedures and raising awareness among those involved in investigations.

Diagram II-1 Outline of the Guidelines for Ensuring the Propriety of Interrogation Procedures in Police Investigations



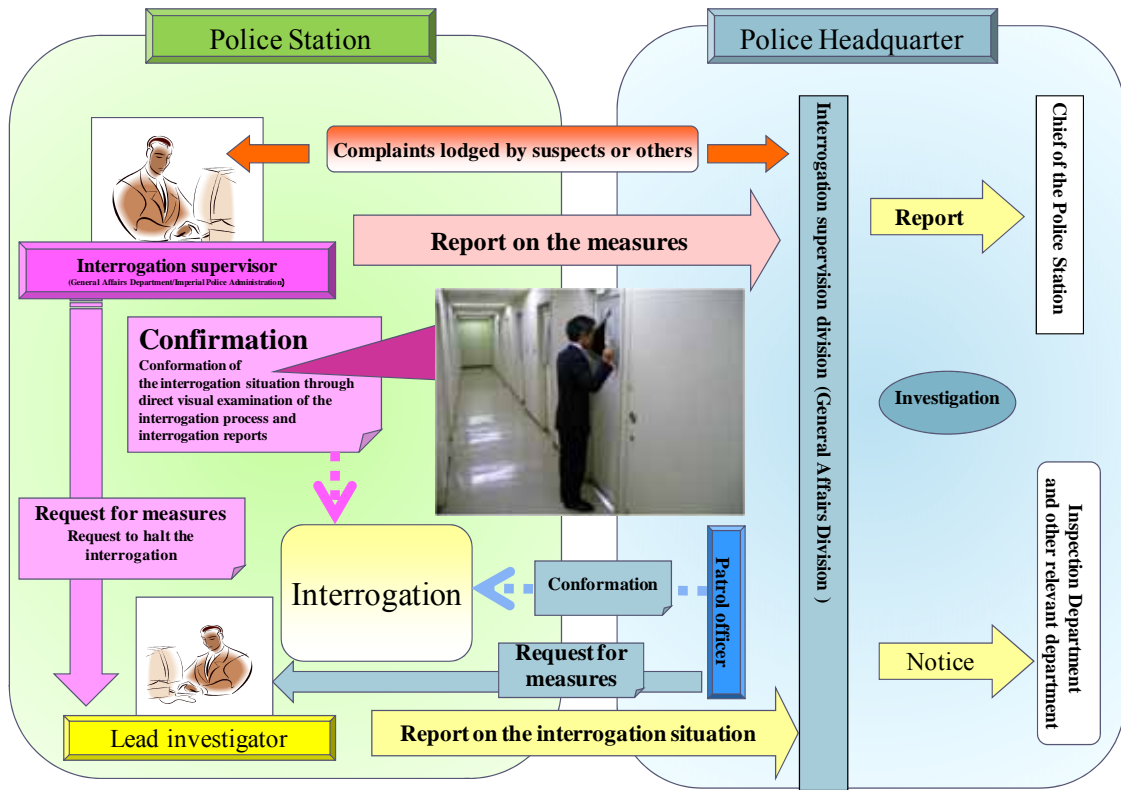
The biggest objective of the guidelines is the strengthening of supervision for interrogations. In other words, supervision by other departments aside from the one carrying out an interrogation. In April 2009, regulations regarding supervision to improve the interrogation of suspects (hereafter “interrogation improvement regulations”) were implemented.

Based on interrogation improvement regulations, supervision of suspect interrogation is positioned as a method aiming to prevent inappropriate interrogation practices before they occur by first verifying whether an act is one subject to supervision as it may lead to appropriate interrogation practices and then putting into place a supervisor who can put a stop to

interrogation should he/she recognize anything wrong over the course of interrogation.

An Interrogation Supervision Guidance Division has been established within the Commissioner-General’s Secretariat of the NPA, and personnel have been assigned to interrogation supervision within the Personnel and Training Bureaus and Administration Bureaus of the NPA and each prefectural police organization. By carrying out important infrastructure creation measures such as these, the police are planning for the operation of an appropriate system.

Diagram II-2 Flow of Interrogation Supervision at the Police Station



Topic III. The strengthening of digital forensics

The police aim to thoroughly collect objective evidence by following appropriate procedures, and are thus strengthening digital forensics (electronic record analysis technology aimed at recovering evidence, and the procedures related to such technology), a field which plays an important role in gathering the evidence of crime.

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

Additionally, with the trial-by-jury system, there is a need to thoroughly gather objective evidence which can help jurors, who are not specialists on the law or technology, form accurate impressions.

The NPA is strengthening their efforts toward digital forensics (technology for or process of analyzing digital data to use as criminal evidence) to analyze digital data that can be easily deleted or altered and so on.

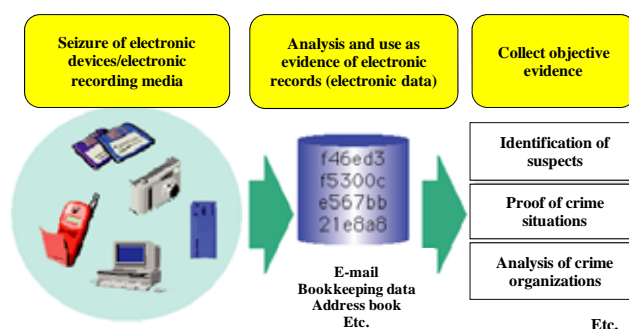
(1) The importance of digital forensics

In order to turn important information related to crime investigations which is saved within electronic devices into evidence, it is necessary to export that information from the electronic machines and turn that information into a format which allows for the people recorded in the data's words and images to be recognized. Electronic record analysis is indispensable for this.

High technology is needed in order to export/analyze information stored in damaged electronic devices and export/analyze information hidden with passwords and other security measures.

The remarkable progress of electronic devices and constant introduction of new machines means that there is a need to constantly be collecting and analyzing the latest information.

Diagram III-1 Digital Forensics



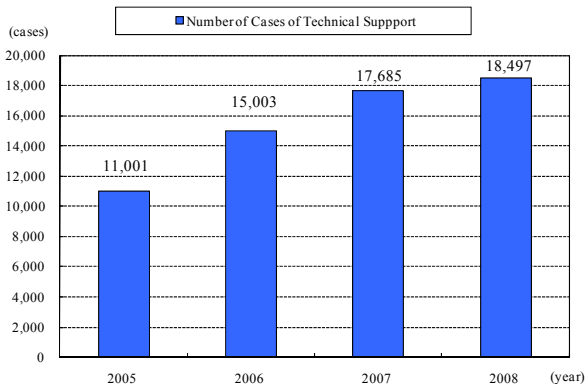
(2) The initiatives of the police regarding digital forensics

1) The improvement of infrastructure

Information Technology Analysis Divisions have been set up in the Info-Communications Bureau of the NPA, the Info-Communications Departments of Regional Police Bureaus and the Info-Communications Departments of each Prefectural (Area) Info-Communications Department and for criminal investigations carried out by prefectural police organizations, technology support systems utilizing digital forensics have been established to give police technical instruction on how to seize computers and electronic recording media from locations where a search and seizure is being carried out, and to help police analyze the information exported from computers and mobile phones. As seen in Diagram III-2, the number of cases in which technical support was carried out by an Information Technology Analysis Division of Prefectural (Area) Info-Communications Departments is on the rise.

The police aim to thoroughly collect objective evidence by following appropriate procedures, and are thus strengthening digital forensics (electronic record analysis technology aimed at recovering evidence, and the procedures related to such technology), a field which plays an important role in gathering the evidence of crime.

Diagram III-2 Number of Cases of Technical Support



2) Improving the analytical ability of the police

The NPA Technology Center¹ is carrying out extraction and analysis for information stored using passwords and security measures that Prefectural (Area) Info-Communications Departments find difficult to deal with and for information contained on damaged hard drives. The Center also investigates new methods of analysis.

In order to respond to the introduction of new electronic devices and criminals which use high-technology to do such things as create malicious programs such as computer viruses, the High-Tech Crime Technology Division of the Info-Communications Bureau of the NPA conducts research through which it plans for the improvement of the analytical ability of the police by promoting the collection and systemization of knowledge relating to the analysis of electronic records done by the Police Info-Communications Research Center.

Furthermore, the police are working to foster personnel that can appropriately utilize technology in Regional Police Bureau Info-Communications Departments and Prefectural (Area)

Info-Communications Departments by holding training courses at the National Police Academy.

3) Strengthening linkages with relevant organizations

The police are working to strengthen linkages with relevant organizations. In order to gain needed technical information regarding electronic records, the police are proceeding with technical cooperation measures with relevant enterprises such as those in the electronic device manufacturing industry. Additionally, with the aim of sharing information, the police are dispatching personnel to the Digital Forensics Conference, a meeting featuring the participation of domestic investigation organizations, meetings of the Cybercrime Technology Information Network System, and to the world-leader in digital forensics, the NFI.²

Note 1: When the Technology Countermeasures Division (Contemporary Information Technology Analysis Division) was established within the Info-Communications Bureau of the NPA as an organization to give technical instructions to prefectural police organizations regarding cyber-crime countermeasures in April 1999, because a central technology organization was established within that same Division, it was able to attract those possessing particularly high-level knowledge and technical abilities, making it a highly functional analytical institution.

2: Netherlands Forensic Institute

Topic IV. Police Initiatives for Large-scale Disasters

The Police improved the structure to promptly and adequately respond to any disasters and protect people's safety and security by gathering all the Police force

In addition to the Iwate-Miyagi Nairiku Earthquake in June 2008 and the Iwate Coast Earthquake in July that same year, much damage was done to each region of the country by such disasters as localized and short-term heavy rainfall.

The police are in a state of readiness against natural disaster 24 hours-a-day. A Disaster Security Headquarters is quickly established during times of large-scale disasters¹ to organize Interprefectural Emergency Rescue Units as needed and coordinate the actions of prefectural police organizations to carry out a wide-range of activities such as victim rescue operations, transportation measures, crime-prevention measures, and disaster relief.

The police request the understanding and cooperation of the people in order to carry out activities smoothly.

(1) Interprefectural Emergency Rescue Units

Building on the lessons learned from the Great Hanshin Awaji Earthquake in January 1995, Interprefectural Emergency Rescue Units were established in the prefectural police offices of each region in June of the same year in order to carry out interprefectural and expeditious support through effective police action at the time of large-scale disasters.

The Units are comprised of:

- Security Bureau forces which carry out victim rescue operations
- Traffic Bureau forces which secure the transportation situation
- Criminal Investigation Bureau forces which carry out autopsies and notify bereaved families of the news.

Approximately 4,700 police officers are assigned to the Units. These officers undergo strict training at each prefectural police organization and every year participate in training meets at each Regional Police Bureau in an effort to raise the ability of the police regarding rescue operations. In April 2005, Police Team of Rescue Experts (P-REX)², teams which possess extremely high disaster relief capabilities, were established within the Interprefectural Emergency Rescue Units of 12 prefectural police organizations.³

Additionally, the police work regularly to strengthen the disaster relief system by preparing and maintaining equipment.

(2) Police activities at times of large-scale disasters

For the police, it is considered common sense that in order to rescue as many victims of disaster as possible cooperation with local civilian groups and firefighters should be pursued. This does not just apply to rescue operations, for transportation countermeasures, anti-crime activities, and emergency support measures as well the police utilize their powers of mobility and sustainability to work to protect the safety and peace of mind of the people no matter the change in situation through long-term activities. In addition, the police carry out international emergency support activities when there is a large-scale disaster overseas (see page 185).

Note 1: Earthquakes of shindo weak 6 or above (shindo strong 5 and above in the 23 wards of Tokyo) or other large-scale disasters

2: Police Team of Rescue Experts

3: Hokkaido, Miyagi, the NPA, Saitama, Kanagawa, Shizuoka, Aichi, Osaka, Hyogo, Hiroshima, Kagawa and Fukuoka

1) The establishment of a disaster preparedness system

A Disaster Security Headquarters is established in the NPA, the prefectural police organizations that have jurisdiction over disaster areas and Regional Police Bureaus during times of large-scale disasters to quickly collect information and establish a contact system corresponding to the scope of the disaster. The NPA coordinates communication between relevant organizations and disaster information collection as well as the dispatch of Interprefectural Emergency Rescue Units and helicopters in order to carry out interprefectural support.

For the Iwate-Miyagi Nairiku Earthquake approximately 1,430 Interprefectural Emergency Rescue Unit personnel from 17 prefectural police organizations were dispatched over 8 days, and in approximately 60 helicopters were dispatched over 17 days.

2) Disaster victim rescue operations

The greatest duty of the police directly after a disaster strikes is the rescue of victims.

During the Iwate-Miyagi Nairiku Earthquake there was a high risk of the occurrence of secondary disasters. When a bridge over a national highway collapsed during a rescue operation, leaving homeless approximately 40 residents of Ichinoseki City in Iwate Prefecture, the Interprefectural Emergency Rescue Unit Police Team of Rescue Experts was quick to dispatch a helicopter and cooperate with relevant organizations to save all 40 people.

Rescue operations are often carried out by the community police officers of *koban* and *chuzai*sho, people who are closer to the residents of the regions they serve than other members of the force. In The Niigata Prefecture Chuetsu-oki Earthquake in July 2007 a police officer of a *chuzai*sho rescued a man from the rubble of a collapsed building.

Outside of natural disasters as well, the police view it as common sense that they must work to save victims from such events as when a JR West Fukuchiyama line train crashed in April 2005, causing a pile-up of motor vehicles which pushed up against an apartment complex. At that time the Interprefectural Emergency Rescue Unit Police Team of Rescue Experts acted to remove cars while preventing the collapse of the apartment complex.

3) Transportation countermeasures / crime-prevention activities

The police work to comprehend the situation of roads and place roadblocks on dangerous roads and those that cannot be traversed. Additionally, the police secure evacuation routes and emergency transportation routes for disaster area residents and conduct traffic control as needed. Furthermore, in order to prevent the pillaging of abandoned houses and shopping districts after a disaster, the police bolster patrols of disaster-stricken areas and periodically make their way around evacuation zones.

In the month and a half immediately following the Iwate-Miyagi Nairiku Earthquake the police expended every effort to secure the safety and peace of mind of disaster area residents by implementing transportation countermeasures and crime-prevention activities.

4) Disaster Victim Support

In order to expend every effort to support as much as possible the victims of disaster who have fled from their homes, the police organize disaster victim support teams around female lieutenants to establish contact points where victims can consult about evacuation

zones.

Building on the activities of the Chrysanthemum Patrol Unit during the Great Hanshin Awaji Earthquake, during the Iwate-Miyagi Nairiku Earthquake the Miyagi Prefectural Police formed the Kurikoma Rhododendron Unit and the Iwate Prefecture Police formed the Ihatov Unit to support disaster victims in evacuation zones.

5) Communication measures

It is vital that channels of communication be established between the Chief of Police Headquarters and local police officials during times of large-scale disasters in order to comprehend the situation on the ground and effectively implement commands, orders, and reports. A mobile police info-communications unit¹ has been established in each prefectural info-communications department to implement necessary communications measures quickly during times of disaster. The units do such things as set up wireless internet facilities and send out broadcasts of the footage of the disaster-stricken area using satellite communications vehicles.

During the Iwate-Miyagi Nairiku Earthquake, starting from the prefectures the earthquake directly affected, neighboring prefectures and the regional police bureaus of Tohoku and Kanto sent out mobile police info-communications units which secured wireless connections in mountainous regions and broadcast the situation in the affected areas in real-time to the Chief of Police Headquarters, the NPA, the Prime Minister and the Cabinet.

Note 1: Regional Police Bureau Info-Communications Department, Tokyo Metropolitan Police Info-Communications Department, Hokkaido Police Info-Communications Department, Prefectural (Area) Info-Communications Department, and Miyagi Prefecture Wakayanagi Community Policy Affairs Division

(3) Preparing for disaster

We never know where and when a disaster may strike, and furthermore, the type, scale, time and location of the disaster greatly affects the amount of damage it causes. The police are learning from the lessons of the past to respond even quicker and more assuredly to any type of disaster in the future. Disaster prevention plans have been established and the police are carrying out session after session of field exercises which utilize a multitude of scenarios. The police are building a system of preparedness against disasters.

Furthermore, through everyday police activities the

police work to thoroughly inform area residents about the locations of evacuation zones during times of disaster and the things to remember about the zones. The police also talk with the managers of locations where many people gather, such as department stores and theaters, telling them about points of concern

during disasters and requesting that the managers secure lighting and power sources for such time. Finally, the police are working together with relevant organizations and groups to promote disaster prevention among the people.

Chapter I.

Securing Safety in Daily Life and Criminal Investigation Activities

Section 1. The Crime Situation and Countermeasures

1. Penal Code Offenses

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

The number of confirmed Penal Code offenses has maintained the highest record since the war for seven consecutive years from 1996 to 2002, and in 2002 it exceeded the 2.85 million mark. It began to decline from 2003 and in 2008 it reduced by 90,813 cases (4.8%) compared to the previous year to reach 1,818,023. However, despite the decline, the figure has remained at a level that far outstrips that of the roughly 1.2 million offenses per year seen from the mid-1960s to the mid-1970s, and the situation remains serious.

The number of Penal Code offenses cleared has remained at the 600,000 level from 2003 to 2007 but marked 573,392 cases in 2008, a decrease of 31,966 cases (5.3%) compared to the previous year.

The number of arrests of Penal Code offenders has lingered around the 300,000 mark since 1997. Between 2001 and 2004, it continued to increase every year before it began to reduce in 2005. In 2008 it reached 339,752 persons, a decrease of 25,825 persons (7.1%) compared to the previous year.

The clearance rate for Penal Code offenses during the Showa period (25 December 1926 – 7 January 1989) was roughly at the level of 60%, but it rapidly decreased from the Heisei period (8 January 1989) and in 2001 it was 19.8%, the lowest rate since the end of the war. However, from 2002 it continued to increase up until 2006. However in 2008 it decreased to 31.5% (an increase of 0.2 points from the previous year).

Diagram 1-1 Trends in the Number of Confirmed/Cleared Penal Code Offenses (1946 – 2008)

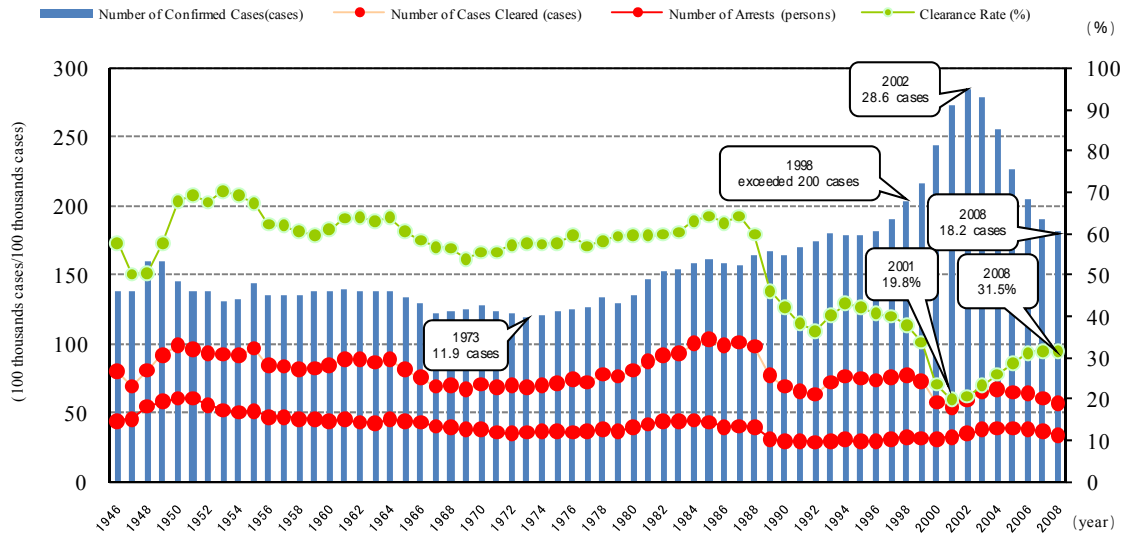


Table 1-1 Trends in the Number of Confirmed/Cleared Penal Code Offenses (1998 – 2007)

Category \ Year	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Number of confirmed cases (cases)	2,165,626	2,443,470	2,735,612	2,853,739	2,790,136	2,562,767	2,269,293	2,050,850	1,908,836	1,818,023
Number of arrests (cases)	731,284	576,771	542,115	592,359	648,319	667,620	649,503	640,657	605,358	573,392
Number of clearances (persons)	315,355	309,649	325,292	347,558	379,602	389,027	386,955	384,250	365,577	339,752
Clearance rate (%)	33.8	23.6	19.8	20.8	23.2	26.1	28.6	31.2	31.7	31.5

(2) Victims of Penal Code Offenses

The number of persons who died or received bodily injury due to Penal Code offenses was 36,153 in 2008, which was a reduction of 2,869 persons (7.4%) from the previous year. However, the number of deaths was 1,211, an increase of 77 persons (6.8%) compared to the previous year.

The amount of loss¹ resulting from offenses against property was 224.662 billion yen in 2008, a reduction of 3.932 billion yen (1.7%) from the previous year.

Note 1: Refers to the amount of loss due to robbery, extortion, larceny, fraud, embezzlement and stealing of lost property.

Diagram 1-2 Trends in the Number of Persons who Died or Received Bodily Injury due to Penal Code Offenses (1989-2008)

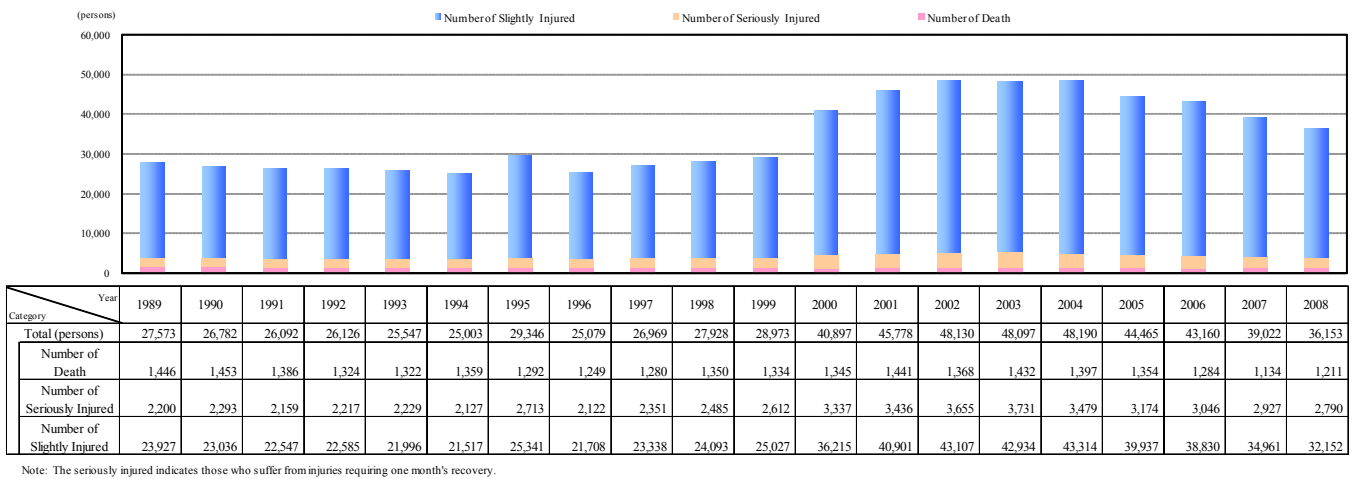
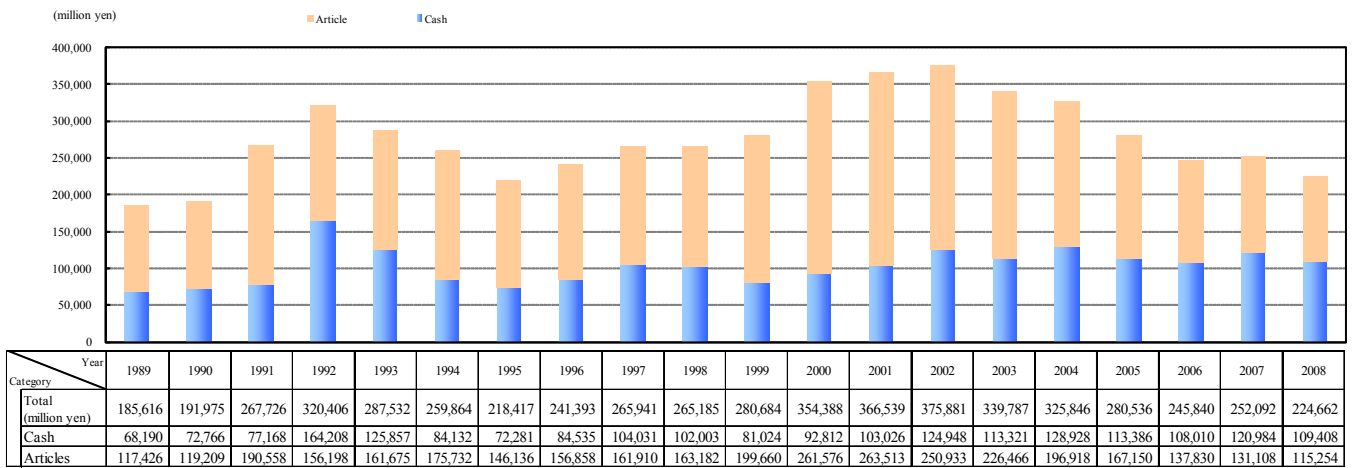


Diagram1-3 Trends in the Amount of Loss resulting from Offenses against Property (1989-2008)



(3) Confirmed Serious Crimes and Number of Offenses Cleared

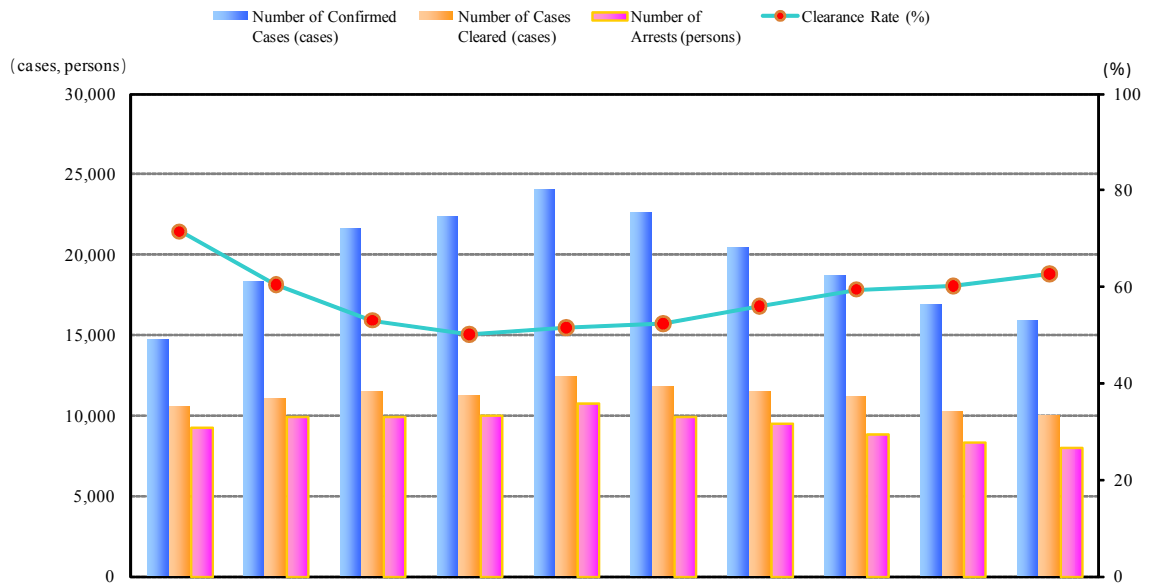
The number of confirmed serious crimes¹ rapidly increased from 1999 to 2003 mainly due to the increase in robberies and indecent assaults. Since 2004 the figure has been decreasing and declined further in 2008 from the previous year by 1,075 cases (6.4%).

The number of offenses cleared and arrests was on an increasing trend. However, it began to decrease in

2004 and in and in 2008 the number of clearances and arrests fell further compared to the previous year. The clearance rate declined rapidly from 1999 to 2002 but began to increase from 2003, and reached 62.6% in 2008.

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

Diagram 1-4 Trends in the Situation of Confirmed/Cleared Serious Crimes (1999-2008)



Category \ Year	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Number of Confirmed Cases (cases)	14,682	18,281	21,530	22,294	23,971	22,568	20,388	18,649	16,922	15,847
Number of Cases Cleared (cases)	10,491	11,049	11,418	11,186	12,362	11,812	11,419	11,084	10,181	9,925
Number of Arrests (persons)	9,307	9,954	9,905	10,029	10,786	9,931	9,509	8,880	8,315	7,982
Clearance Rate (%)	71.5	60.4	53.0	50.2	51.6	52.3	56.0	59.4	60.2	62.6

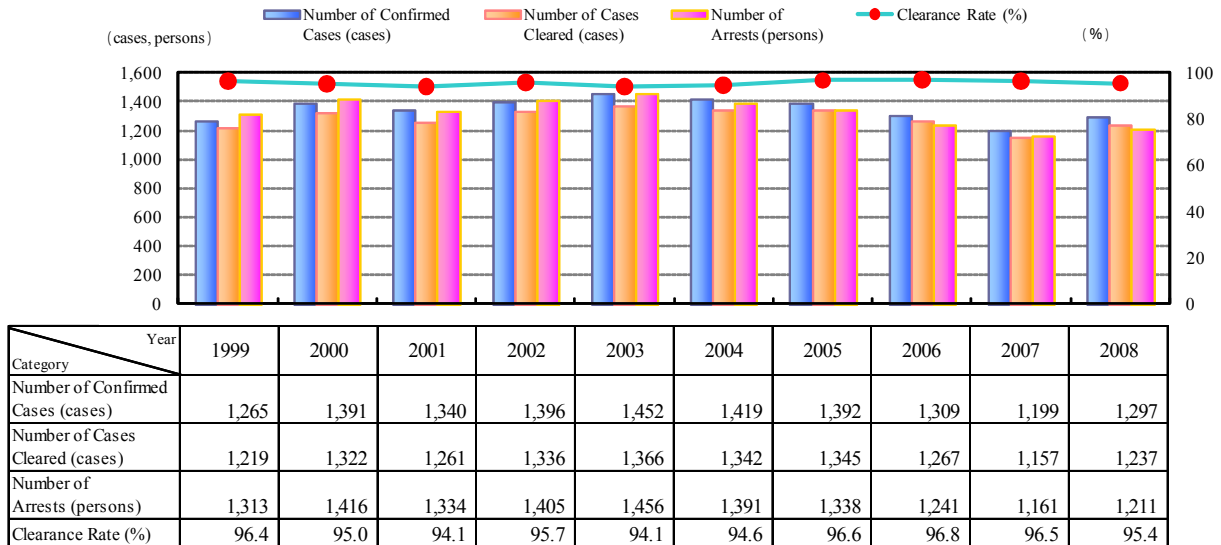
1) Homicide

The number of confirmed homicides continued to decrease since 2004 and reached its lowest post-war level in 2007. However, in 2008 the number of confirmed homicides was 1,297, an increase of 98 cases (8.2%) compared to the previous year. Both the number of clearances and persons arrested increased in

2008 as well.

In 2008 the clearance rate was 95.4%, a 1.1 point decrease compared to the previous year, but nonetheless it is being maintained at a high level compared to other types of serious crimes.

Diagram 1-5 Trends in the Situation of Confirmed/Cleared Homicide Offenses (1999 – 2008)

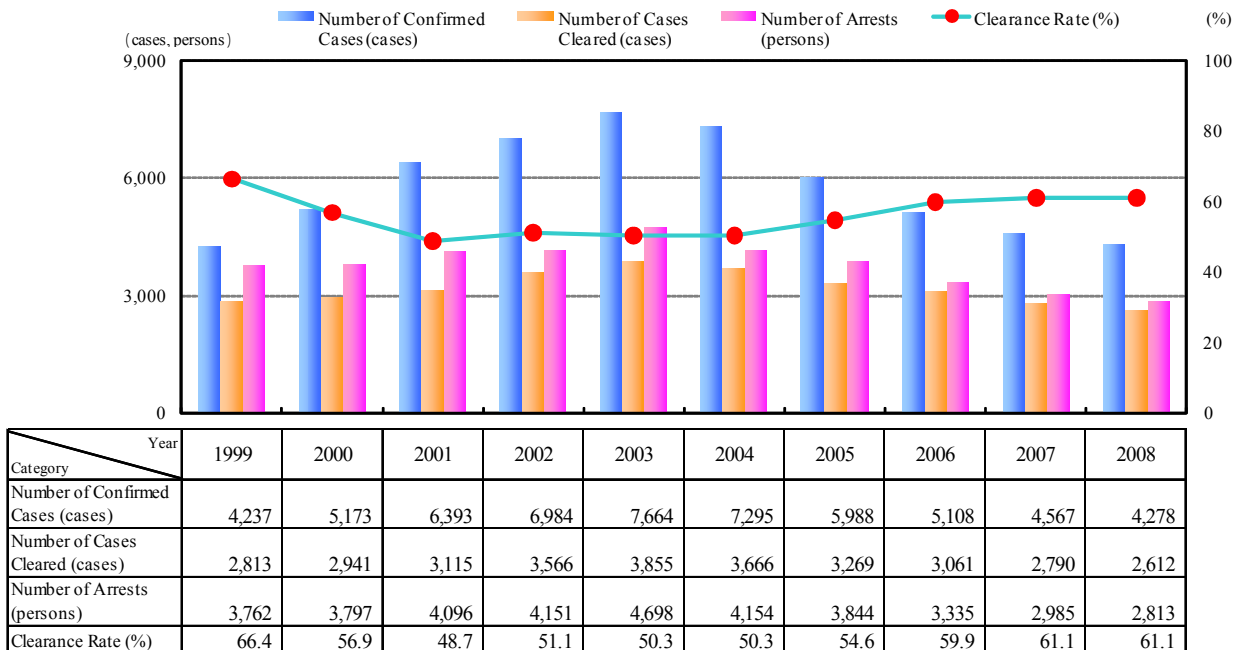


2) Confirmed/Cleared Robbery Offenses

61.1%, the same rate as the previous year.

The numbers of confirmed robberies, clearances, and arrests increased from 1996 to 2003, but started to decline from 2004. All figures in 2008 were lower than the previous year. In 2008 the clearance rate was

Diagram 1-6 Trends in the Situation of Confirmed/Cleared Robbery Offenses (1999-2008)

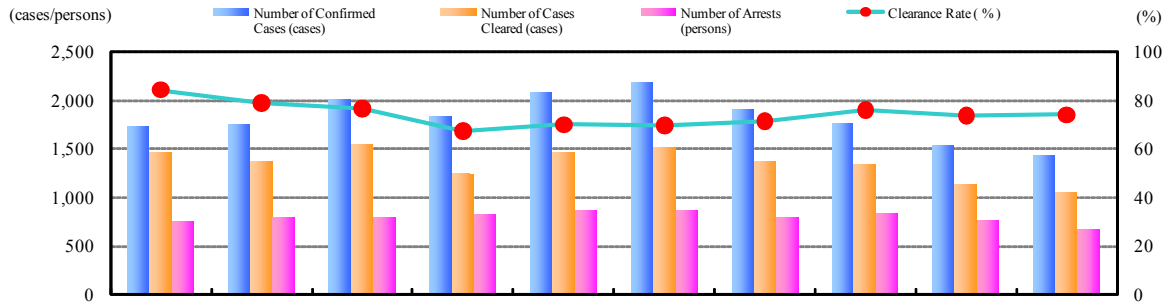


3) Arson

compared to the previous year.

In 2008 the number of confirmed cases of arson, clearances and arrests all decreased from last year. The clearance rate in 2008 was 74.0%, a 0.3 point increase

Diagram 1-7 Trends in the Situation of Confirmed/Cleared Arson Offenses



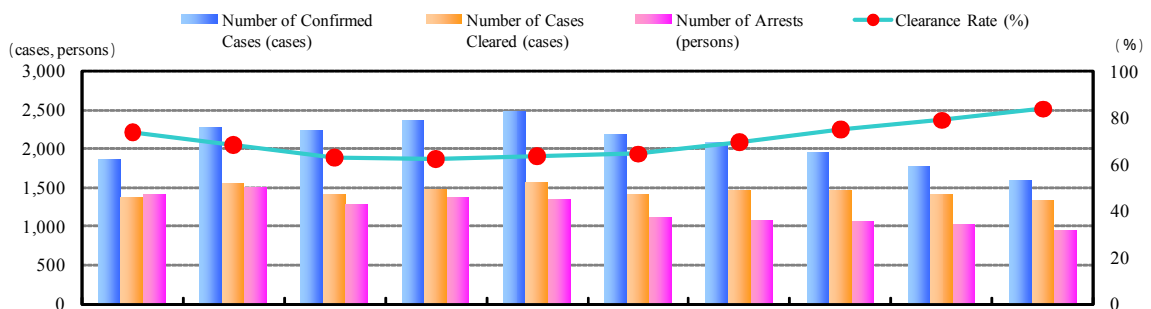
Category \ Year	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Number of Confirmed Cases (cases)	1,728	1,743	2,006	1,830	2,070	2,174	1,904	1,759	1,519	1,424
Number of Cases Cleared (cases)	1,458	1,372	1,540	1,234	1,448	1,513	1,361	1,337	1,120	1,054
Number of Arrests (persons)	750	789	783	815	866	867	791	825	764	659
Clearance Rate (%)	84.4	78.7	76.8	67.4	70.0	69.6	71.5	76.0	73.7	74.0

4) Confirmed/Cleared Rape Offenses

The number of confirmed cases of rape increased between 1997 and 2003, but began to fall in 2004 and in 2008 as well the figure was lower than the previous year. Also, in 2008, both the number of clearances and arrests decreased. The clearance rate has continued to

increase since 2003, and in 2008 the figure was 83.8%, an increase of 4.9 points from the previous year.

Diagram 1-8 Trends in the Situation of Confirmed/Cleared Rape Offenses (1998 – 2007)



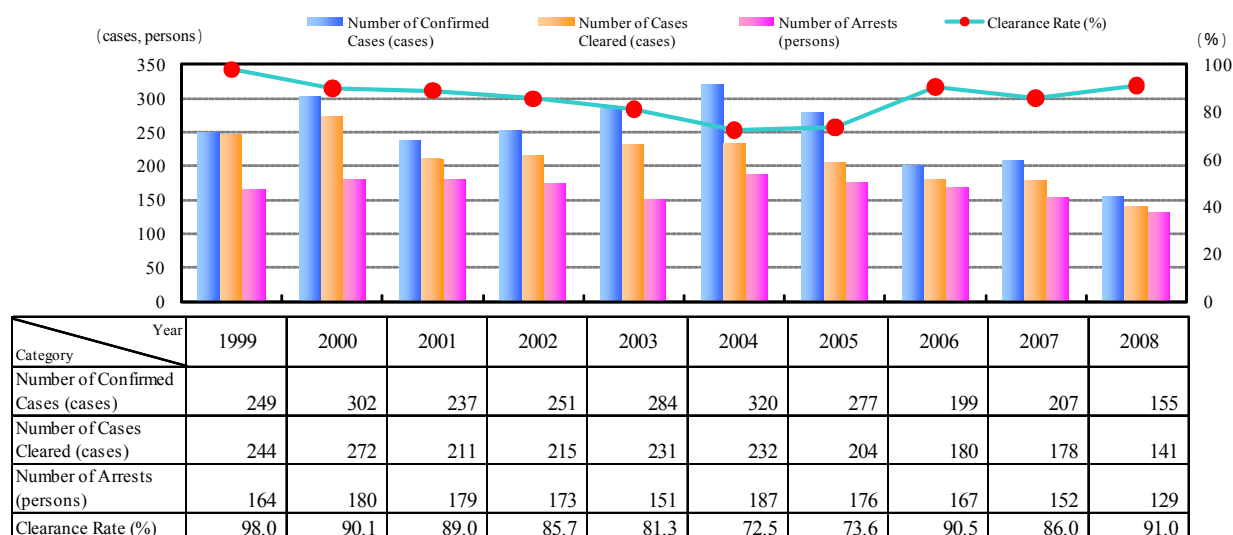
Category \ Year	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Number of Confirmed Cases (cases)	1,857	2,260	2,228	2,357	2,472	2,176	2,076	1,948	1,766	1,582
Number of Cases Cleared (cases)	1,369	1,540	1,404	1,468	1,569	1,403	1,443	1,460	1,394	1,326
Number of Arrests (persons)	1,392	1,486	1,277	1,355	1,342	1,107	1,074	1,058	1,013	951
Clearance Rate (%)	73.7	68.1	63.0	62.3	63.5	64.5	69.5	74.9	78.9	83.8

5) Confirmed/Cleared Kidnapping Offenses, and Human Trafficking Offenses

In 2008 the number of confirmed cases of kidnapping and human trafficking increased from the

previous year. The clearance rate in 2008 was 91.0%, a 5.0 point increase compared to the previous year.

Diagram 1-9 Trends in the Number of Confirmed/Cleared Kidnapping Offenses (1998 – 2007)

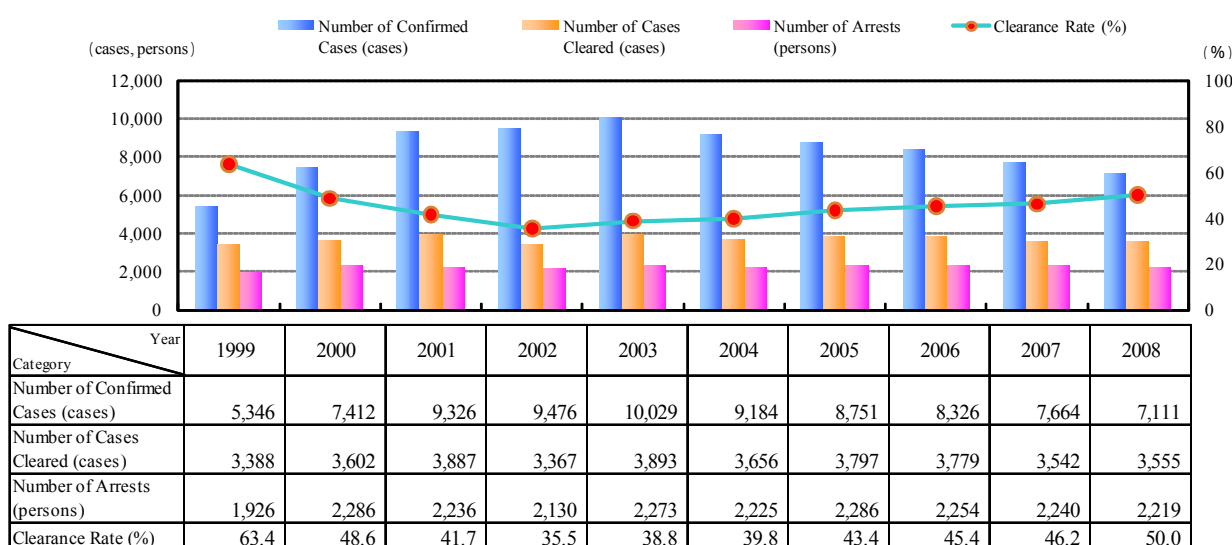


6) Confirmed/Cleared Indecent Assault Offenses

The number of confirmed cases of indecent assault increased between 1999 and 2004 but started to decrease in 2004. In 2008 the figure also decreased compared to the previous year. Also, in 2008 the number of clearances increased from the previous year

while the number of arrests decreased. The clearance rate in 2008 was 50.0%, an increase of 3.8 points from the previous year.

Diagram 1-10 Trends in the Number of Confirmed/Cleared Indecent Assault Offenses (1999-2008)



2. Street Crimes and Break-in Crimes

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

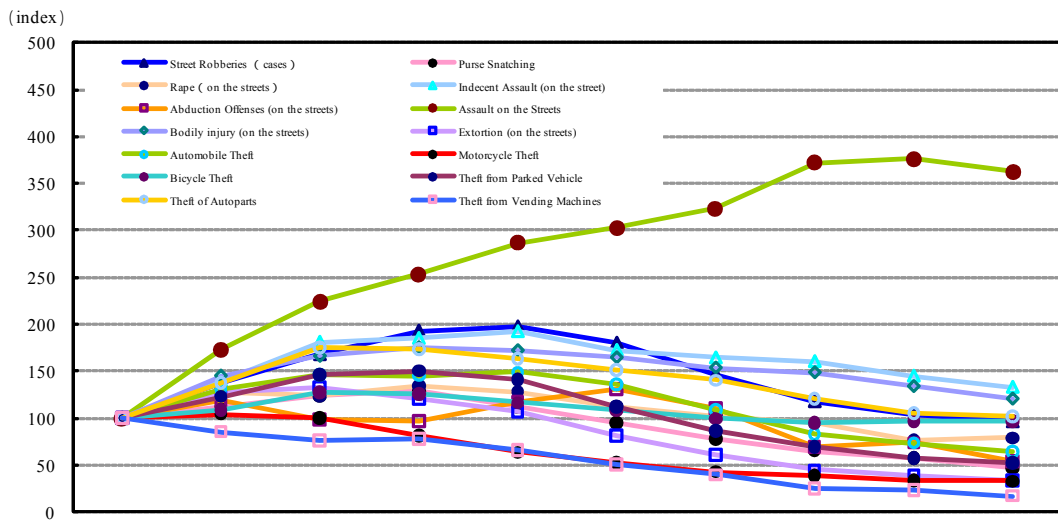
In 2008, the number of major offenses confirmed by the police was 831,410 for street crimes and 181,501 for break-in crimes, a decrease from the previous year of 44,936 cases (5.1%) and 23,310 cases (11.4%) respectively.

Among these, number of confirmed cases of purse

snatching, kidnapping on street, street extortion, automobile theft, theft from vending machines, and theft from parked vehicles has decreased sharply.

However, while the number of incidents has decreased, the number of street crimes and street break-in crimes remain high. In the past 10 years, indecent assault on the streets has increased 1.3 times; violence on the streets, 3.6 times; and breaking-and-entering, 1.7 times respectively.

Diagram 1-11 Trends in the Number of Street Offenses Confirmed (1999-2008)

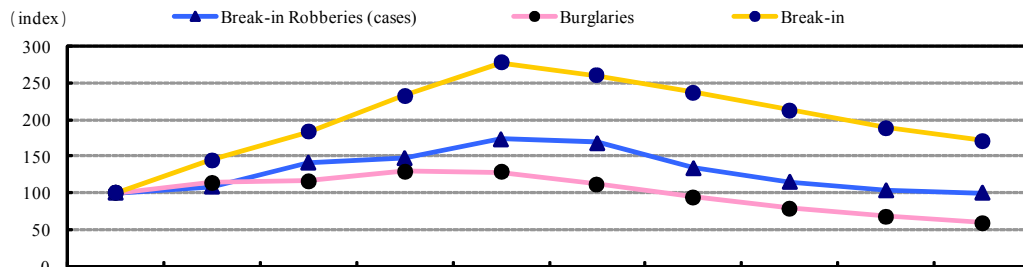


Category \ Year	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Street Robberies (cases)	1,495	2,070	2,509	2,888	2,955	2,695	2,192	1,759	1,537	1,437
Purse Snatching	41,173	46,064	50,838	52,919	46,354	39,399	32,017	26,828	23,687	19,145
Rape (on the streets)	648	825	806	869	832	732	663	612	495	513
Indecent Assault (on the street)	3,196	4,475	5,786	5,915	6,145	5,510	5,254	5,131	4,640	4,261
Abduction Offenses (on the streets)	181	216	179	175	213	237	199	126	134	97
Assault on the Streets	5,051	8,734	11,352	12,814	14,477	15,319	16,332	18,816	18,993	18,306
Bodily injury (on the streets)	11,687	16,965	19,400	20,465	20,098	19,218	17,961	17,373	15,665	14,118
Extortion (on the streets)	10,419	13,230	13,856	12,514	11,089	8,534	6,346	4,690	4,042	3,466
Automobile Theft	43,092	56,205	63,275	62,673	64,223	58,737	46,728	36,058	31,790	27,515
Motorcycle Theft	242,977	253,433	242,517	198,642	154,979	126,717	104,155	93,294	83,028	80,354
Bicycle Theft	408,306	445,301	521,801	514,120	476,589	444,268	406,104	388,463	395,344	393,462
Theft from Parked Vehicle	294,635	362,762	432,140	443,298	414,819	328,921	256,594	205,744	168,129	154,836
Theft of Autoparts	73,824	101,338	129,380	128,539	120,726	112,161	103,772	88,739	78,016	75,423
Theft from Vending Machines	222,328	190,490	170,470	174,718	147,878	112,965	88,180	55,981	50,846	38,477

Note 1: A value of 100 was set for 1999 in the Index.

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

Diagram 1-12 Trends in the Number of Major Break-in Offenses Confirmed (1998-2008)



Category \ Year	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Break-in Robberies (cases)	1,649	1,786	2,335	2,436	2,865	2,776	2,205	1,896	1,700	1,647
Burglaries	260,981	296,486	303,698	338,294	333,233	290,595	244,776	205,463	175,728	155,047
Break-in	14,549	20,976	26,686	33,872	40,348	37,857	34,518	31,030	27,383	24,807

Note : The standard Index is set as 1999 figure as 100 standard point.

(2) The Situation of Confirmed/Cleared Street Crimes

1) Street Robbery

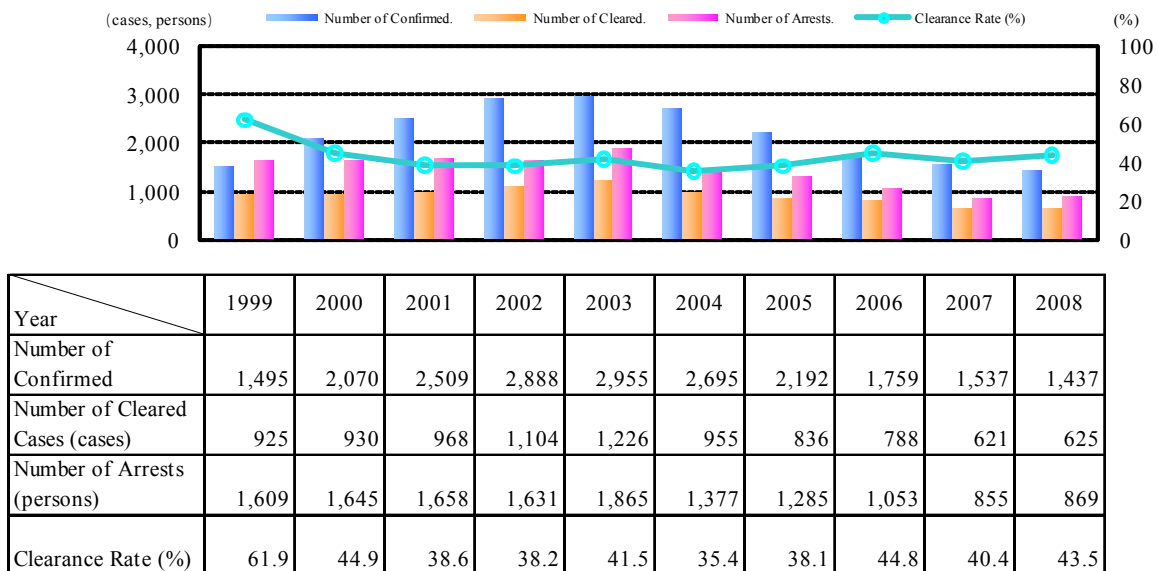
The number of confirmed street robbery offenses

has been increasing since 1996, reaching 4.8 times the 1995 level in 2003. The numbers started to drop in 2004, however, and in 2008 there were 1,437 offenses confirmed, a decrease of 100 cases (6.5%) from the

previous year. The number of offenses cleared and persons arrested were also increasing until 1996, but started to decrease from 2004. In 2008, there were 625 offenses cleared and 869 persons arrested, an increase of 4 (0.6%) and 14 (1.6%) respectively from the previous year. 48.9% of the persons arrested for street

robbery were juveniles.

Diagram 1-13 Trends in the Situation of Confirmed/Cleared Street Robbery (1999-2008)

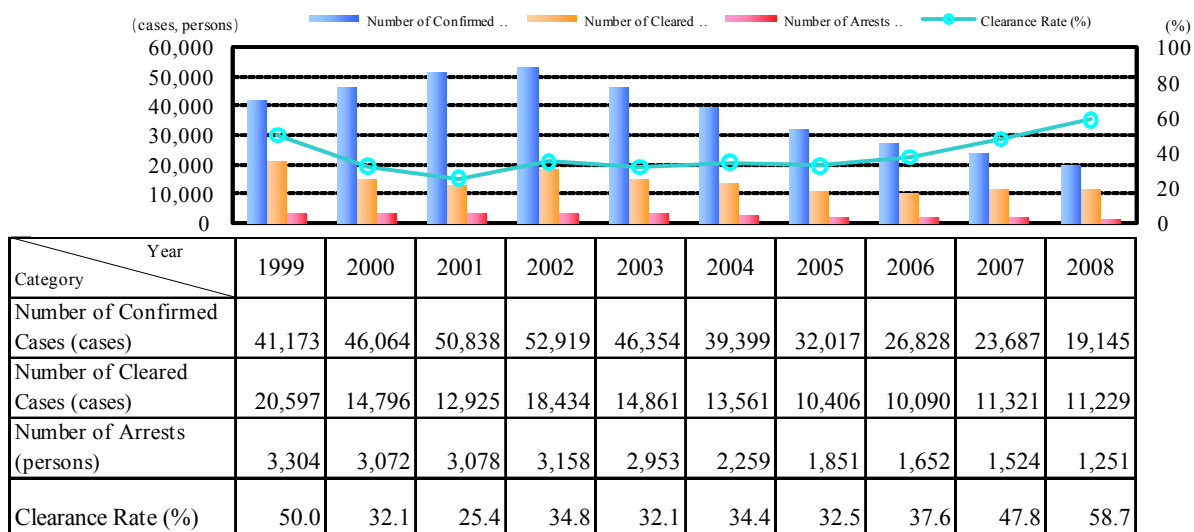


2) Purse Snatching

Although the number of confirmed purse snatching offenses had been increasing every year from 1991 to 2002, the numbers started to drop in 2003, and in 2008 there were 19,145 cases, a decrease of 4,542 cases (19.2%) from the previous year. In 2008, the number

of offenses cleared was 11,229 and the number of persons arrested was 1,251, a decrease of 92 cases (0.8%) and 273 persons (17.9%) respectively from the previous year. 51.2% of the persons arrested for purse snatching were juveniles.

Diagram 1-14 Trends in the Situation of Confirmed/Cleared Purse Snatching Offenses (1999-2008)



3) Vehicle Theft

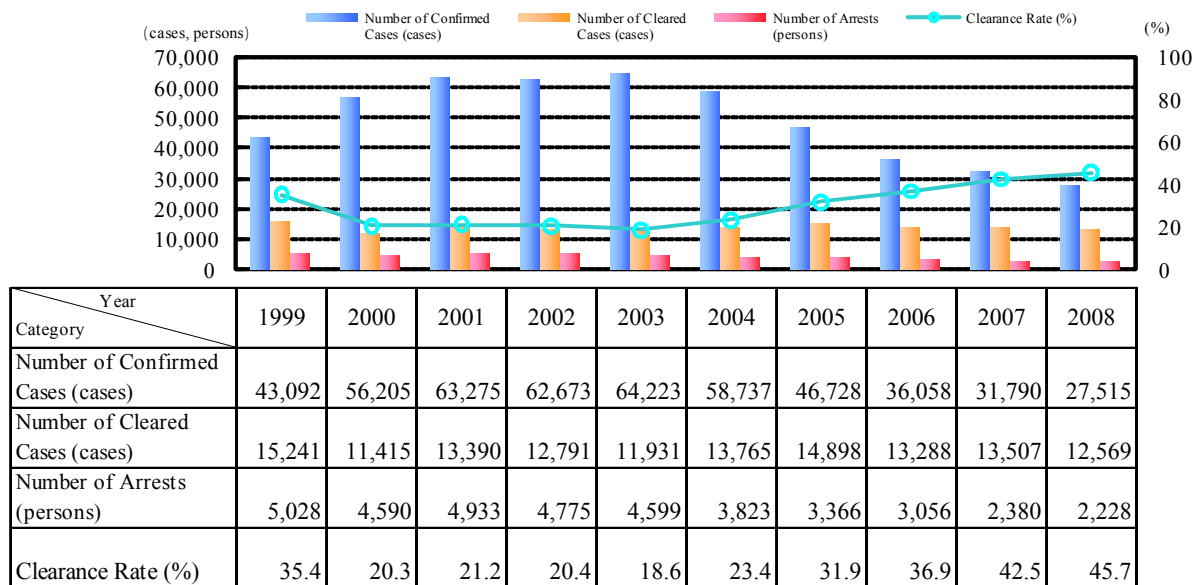
The number of confirmed vehicle thefts had

considerably increased from 1999 to 2001 and has been leveling out since then. However, the numbers

started to decrease in 2004, and in 2008 there were 27,515 offenses, marking a decrease of 4,275 cases (13.4%) from the previous year. Additionally in 2008, there were 12,569 offenses cleared and 2,228 persons arrested, a decrease of 938 cases (6.9%) and 152

persons (6.4%) respectively from the previous year.

Diagram 1-15 Trends in the Situation of Confirmed/Cleared Vehicle Theft Offenses (1999-2008)



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

1) Break-in Robbery

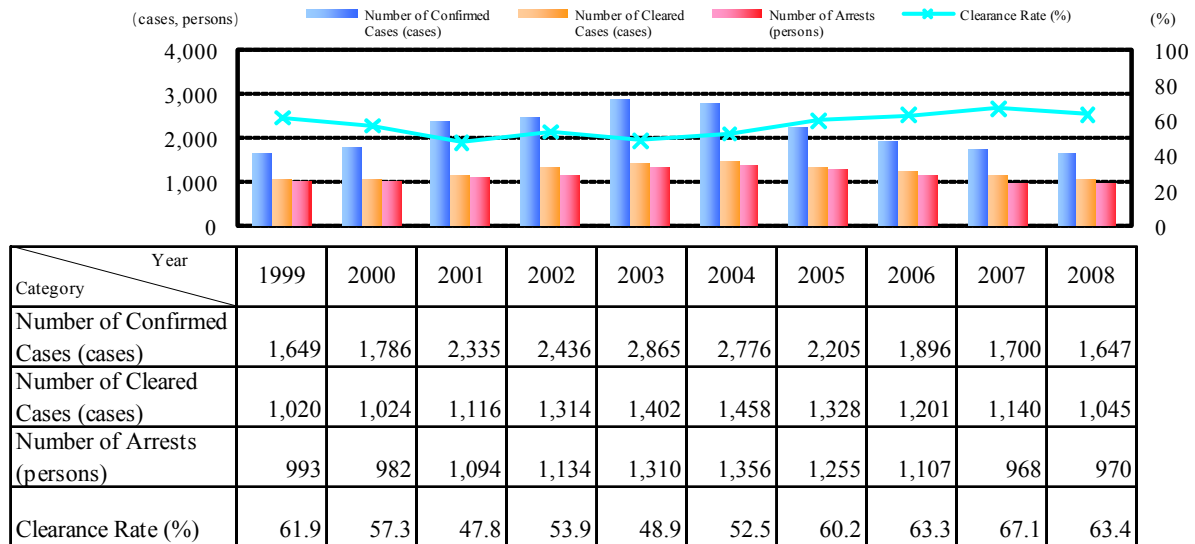
Although the number of confirmed break-in robberies had increased considerably since 1998, it started dropping from 2004 and in 2008 there were 1,647 confirmed offenses, a decrease of 53 cases (3.1%) from the previous year. The number of break-in robberies cleared and the number of persons arrested for break-in robberies had been increasing since 1997. However, the number of incidents started to drop from 2005 and in 2008 there were 1,045 offenses cleared and 970 persons arrested, an increase of 95 cases

(8.3%) and 2 persons (0.2%) from the previous year.

Of these, the number of confirmed break-in robberies that took place in homes was 410 in 2008, a decrease of 29 (6.6%) cases from the previous year. In addition, in 2008, the number of confirmed break-in robberies targeting convenience stores and supermarkets late at night¹ was 514, an increase of 57 cases (12.5%) from the previous year.

Note 1: Robberies targeting sales proceeds of convenience stores and supermarkets open during the hours between 10:00 p.m. and 7:00 a.m.

Diagram 1-16 Trends in the Situation of Confirmed/Cleared Break-in Robbery Offenses (1999-2008)

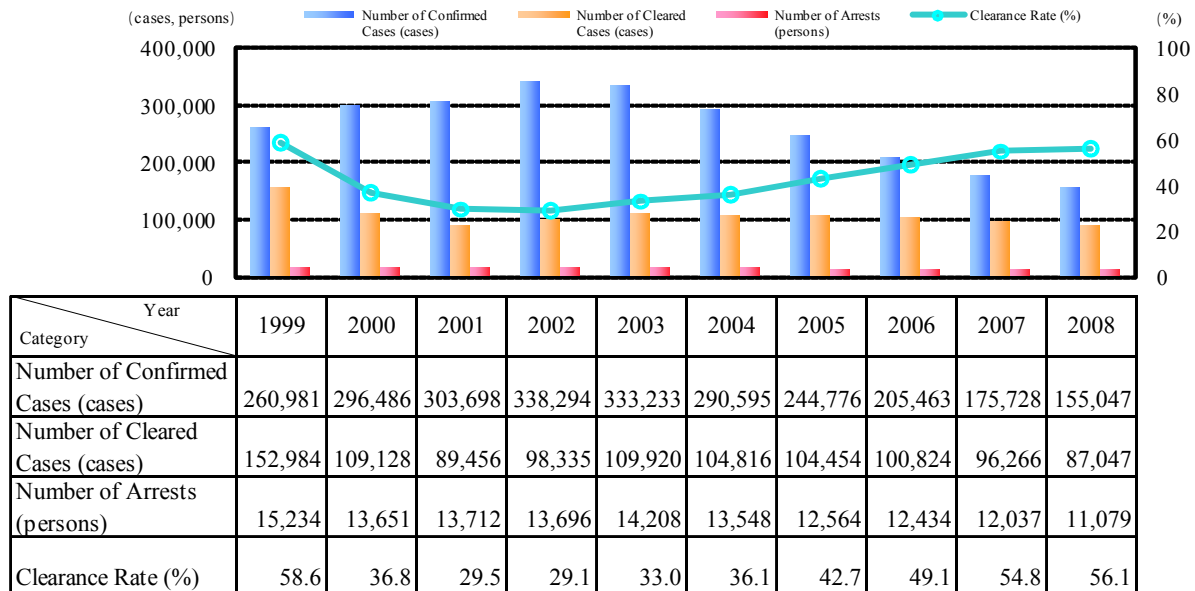


2) Break-in Burglary

Although the number of confirmed break-in burglaries had been increasing between 1998 and 2002, the number of incidents started to drop from 2003 and in 2008 there were 155,047 confirmed cases, a decrease of 20,681 cases (11.8%) from the previous year. Both the number of offenses cleared and the number of arrests have been decreasing since 2004. In

2008, the number of break-in burglaries cleared was 87,047 and the number of persons arrested was 11,079, a decrease of 9,219 cases (9.6%) and 958 persons (8.0%) from the previous year.

Diagram 1-17 Trends in the Situation of Confirmed/Cleared Break-in Burglary Offenses (1999-2008)



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

The number of confirmed Penal Code offenses has been rising considerably since 1996. Particularly notable increases have been seen in street crimes such

as robbery and purse snatching, as well as robberies, burglaries, and other crimes involving breaking-and-entering. Since these street crimes and break-in crimes are mostly committed in the midst of what should otherwise be peaceful daily life, the increase has caused much unease among the people.

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

1) Building and Application of Criminal Information Analytical Systems

The police use original criminal information analysis systems for the efficient deterrence of crimes and for prompt and accurate criminal investigations, combined with the use of an information analysis support system (see page 62) for a multi-faceted analysis of the status of crime occurrence

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

2) Enhancing Street Activities

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

3) Providing Instructions and Tightening Regulations against Unlawful Activity

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

Table 1-2 Trends in the Number of Unlawful Activities Confirmed (2004-2008)

Type of Crimes	2004		2005		2006		2007		2008	
	Cases (Cases)	Persons (Persons)	Cases (Cases)	Persons (Persons)	Cases (Cases)	Persons (Persons)	Cases (Cases)	Persons (Persons)	Cases (Cases)	Persons (Persons)
Act on Prohibition of Possession of Special Picking Devices	505	319	556	309	612	362	575	323	520	305
Minor Offense Act	11,595	11,610	11,181	11,290	15,617	15,838	18,478	18,920	17,851	18,477
Possession of Sharp Weapons (Item 2)	6,266	6,147	5,816	5,656	9,004	8,836	10,322	10,137	8,803	8,663
Possession of Break-in Devices (Item 3)	297	235	237	193	324	263	286	239	240	209
Peeping (Item 23)	464	427	486	437	440	394	435	401	449	388
Pestering (Item 28)	320	293	359	344	450	434	432	413	382	377
Trespassing into Fields (Item 32)	1,035	1,191	1,077	1,284	1,584	1,893	3,391	3,771	4,527	5,019
Poster/Label Removal (Item 33)	2,477	2,558	2,160	2,212	2,447	2,483	2,005	2,115	1,530	1,627
Firearms and Swords Control Act (Article 22 and Article 22.4)	4,198	3,146	4,449	3,347	4,923	3,795	4,981	4,020	5,141	4,195
Ordinance against Disturbing the Peace	7,269	7,048	8,018	7,736	7,835	7,541	7,699	7,373	7,380	7,127

Diagram 1-18 Strengthening of Street Activities

- Strengthening street patrols by Community Police Officers at *Koban/Chuzai*sho
- Intensively assigning motor patrol units, riot police, and traffic riot police from the Police Headquarters at important areas and times
- Strengthening the Structure by drawing up special vigilance units assigning special investigative units composed of police officers from various divisions, and those who usually work in the office

Team” for the prevention of automobile theft and similar crimes, which consists of the NPA; the Ministry of Finance; the Ministry of Economy, Trade and Industry; the Ministry of Land, Infrastructure, Transport and Tourism and 17 private entities; formulated the “Action Plan for Prevention of Automobile Theft” (formulated in January 2002 and revised in December 2006). Based on this plan, they promote the dissemination of burglar-proof automobiles equipped with devices such as immobilizers, encourage crime prevention counseling and advance measures to prevent the illegal export of stolen automobiles. For motorcycles as well, the police provide information concerning automobile theft and similar crimes to manufacturers, to prevent of the destruction of the main switch (key board) and

4) Automobile Theft Countermeasures

The “Joint Automobile Theft Prevention Project

promote the spread of motorcycles with theft prevention devices such as immobilizers, as part of the anti-theft measures.

5) Purse Snatching Countermeasures

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

6) Break-in Crime Countermeasures

In order to deter the occurrence of break-in crimes, the police strengthened the regulations against the possession of special break-in devices and special picking devices without legitimate reasons based on the Act on Prohibition of Possession of Special Unlocking Devices, enacted in September 2003. (Refer to Table 1-2). Moreover, the “Joint Session on the Development and Popularization of Building Components with High Performance in Crime Prevention”, which consists of the NPA; the Ministry of Economy, Trade and Industry; the Ministry of Land, Infrastructure and Transport and private entities concerned with building components, have been working to spread the use of building components with high performance in crime prevention since April 2004 by announcing the “Registry of Building Components for Crime Prevention”, which lists products that have been assessed as having a certain degree of performance in crime prevention, such as products that take five minutes or more to break into. As of the end of May 2009, 17 varieties of components and 3,921 items have been listed in the registry on the website. The NPA also established an NPA website “Smile Crime Prevention #110” (<http://www.npa.go.jp/safetylife/seianki26/index.html>) to promote comprehensive countermeasures for break-in crimes.

7) Countermeasures for Robberies Targeting Stores and Branch Offices

The occurrence of robbery cases targeting financial institutions remains at a high level. Owing to this, the police are providing crime prevention instructions to concerned institutions and organizations and establishing standards such as those for the security systems of financial institutions, store layout, and security equipment. In addition, police conduct crime prevention trainings and patrols by police officers. With the number of convenience stores and other stores open 24 hours increasing, late night robbery cases have been increasing drastically, primarily in urban areas. As a result, the police have formulated “Crime Prevention Standards” which provides stipulations on crime prevention systems, cash management methods, store layout, and other matters. Based on these standards, the police are providing crime prevention instructions.

3. Structural Crimes

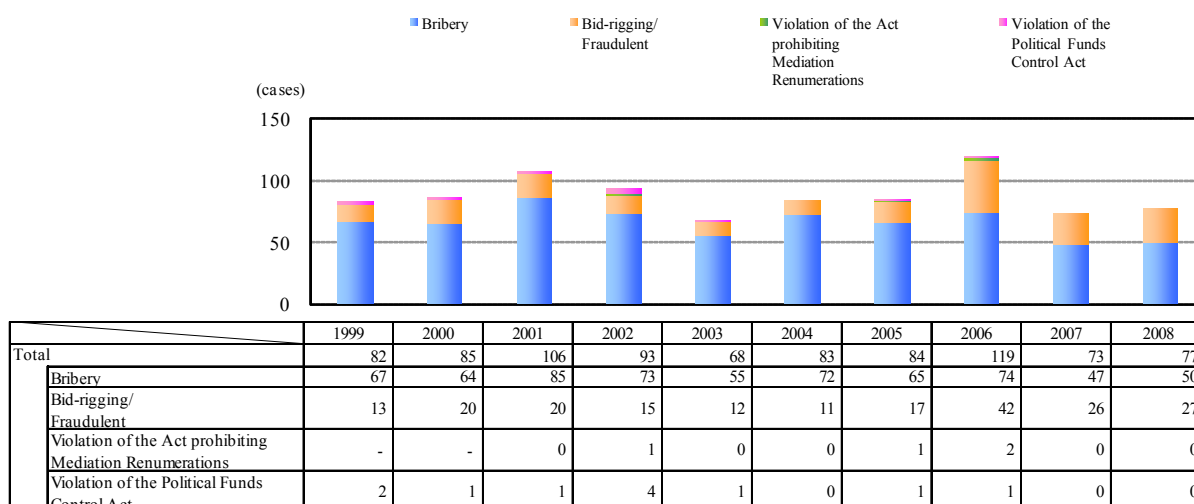
(1) Cases of Corruption in Politics and Administration

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

The police are conducting investigation into these cases, applying various penal regulations depending on the situation of corruption. In 2008, the number of corruption cases in politics and administration cleared¹ was 77, an increase of 4 cases (5.5%) compared to the previous year.

Note 1: Multiple violations of the same kind carried out by the same suspect are counted as one case.

Diagram 1-19 Trends in the Number of Cases of Corruption in Politics and Administration Cleared (1999-2008)



Note: Excludes Public Offices Election Act violations

(2) Financial and Bad Loan-related Offenses

The number of financial and bad loan-related offenses cleared in 2008 is 72 cases which is a decrease of 7 cases (8.9%) from the previous year. Additionally, in terms of other economy related offenses, the following cases which had major social impact were cleared.

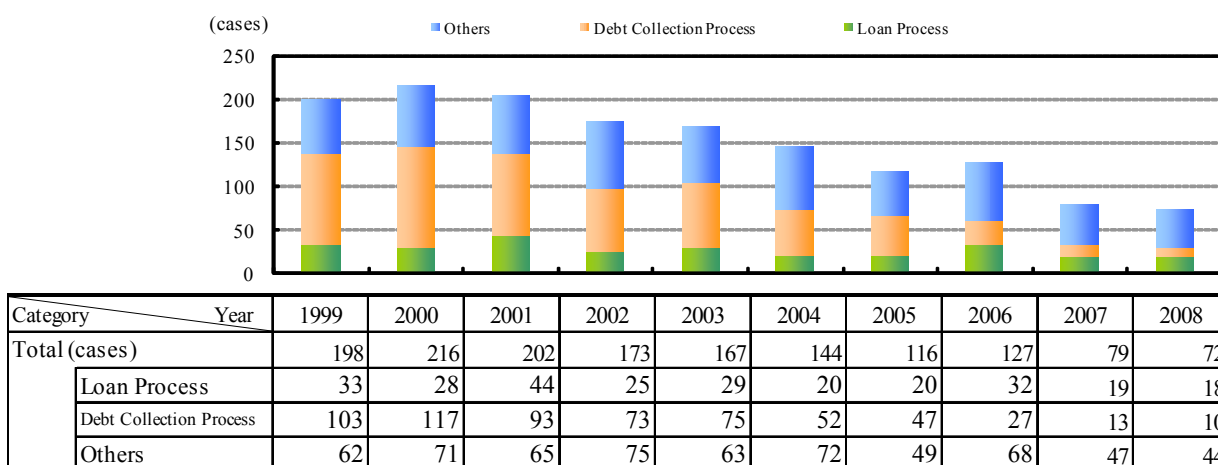
(3) Developing a System for Financial Investigation

In investigating crimes related to corporate business activities, it is essential to understand a corporation's financial status based on objective information such as vouchers and account ledgers, in order to clarify their background, motives, actions, and so forth. For this

reason, the Research and Training Center for Financial Crime Investigation, established within the National Police Academy conducts research on financial crime investigation methods based on the most recent financial accounting systems, as well as provides training on efficient financial crime investigation methods, bookkeeping, and other necessary knowledge for financial crime investigations for police investigators nationwide.

Additionally, Prefectural Police forces are striving to recruit persons with qualifications as accountants or with experience in accounting for the private sector as financial crime investigators.

Diagram 1-20 Trends in the Number of Clearances of Financial and Bad Loan-related Offenses (1999-2008)



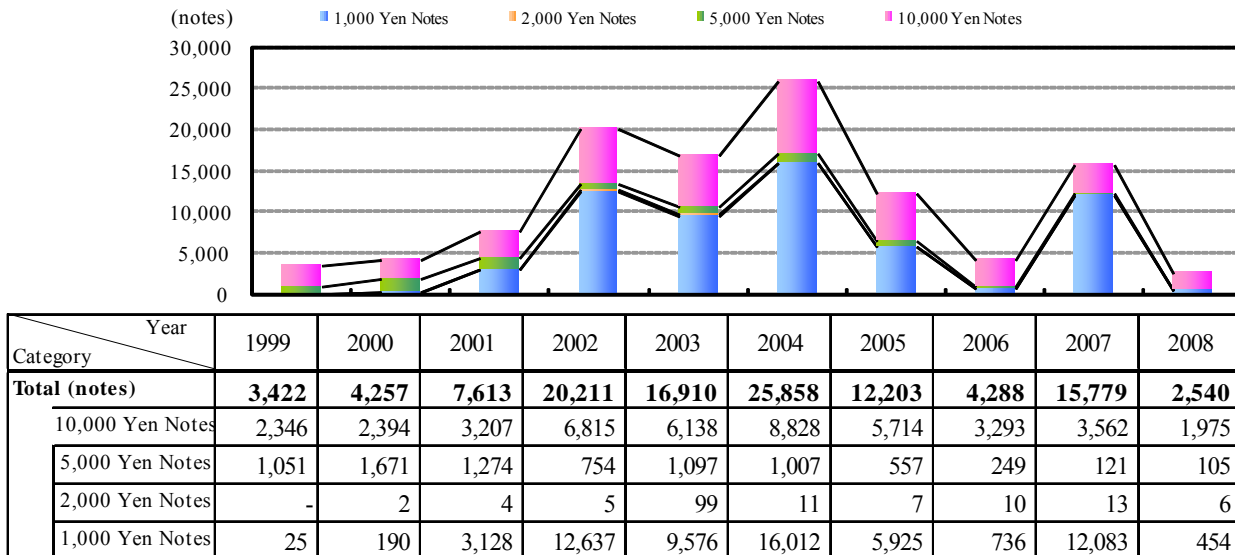
4. Currency Counterfeiting Crimes

(1) Situation Regarding Detection

The number of counterfeit banknotes uncovered in the past 10 years¹ is as shown below. The number of uncovered counterfeit banknotes in 2008 decreased notably from the previous year.

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

Diagram 1-21 Trends in the Number of Counterfeited Banknotes of Bank of Japan Uncovered (1999-2008)



(2) Characteristic Trends and Countermeasures

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

With the cooperation of ministries and organizations such as the Ministry of Finance and the Bank of Japan, the NPA is calling attention to the public through efforts such as disclosing cases in which counterfeit Japanese banknotes were used, through posters and websites, as well as introducing methods of identifying counterfeit currency. The NPA also provides information to vending machines and computer-related

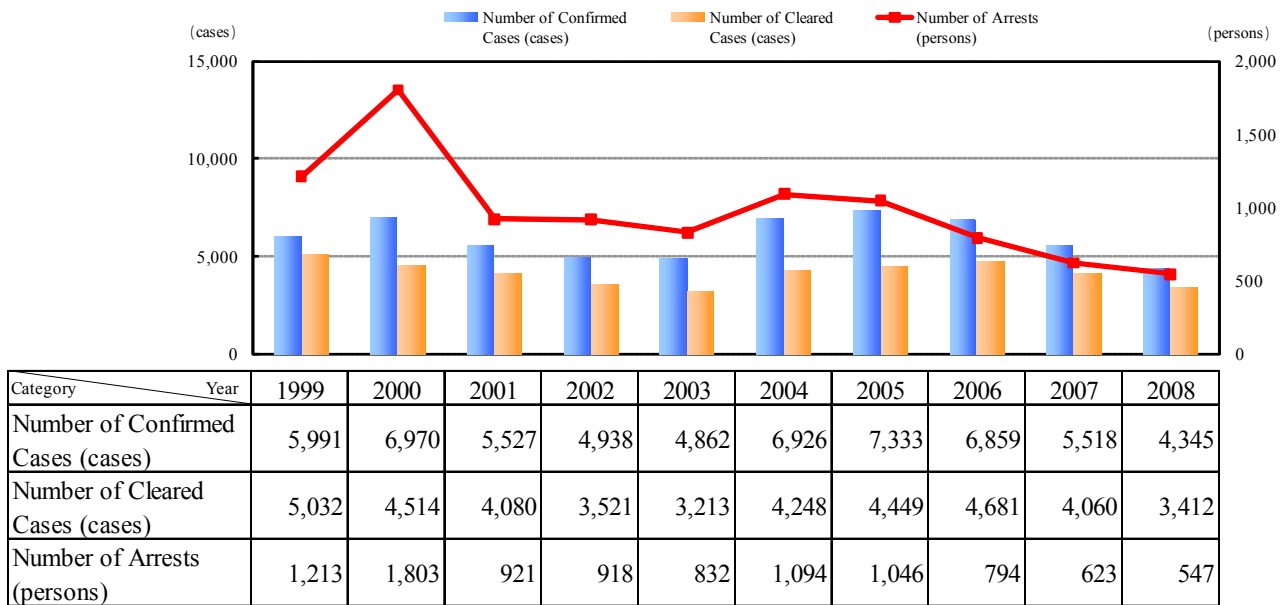
equipment manufacturing organizations, as well as calls for the strengthening countermeasures for counterfeit currency such as the development of a system to prevent currency counterfeiting and the use of counterfeit currency.

5. Debit/Credit Card Crimes

(1) Confirmed and Cleared Situation of Card Crimes

The trend in the confirmed/cleared card crime offenses in the past 10 years¹ is as follows. The number of card crime offenses confirmed and cleared as well as the number of persons arrested in 2008 decreased from the previous year.

Diagram 1-22 Trends in the Situation of Confirmed/Cleared Debit/Credit Card Crimes (1999-2008)



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

The majority of card crimes are comprised of larceny cases involving illegal withdrawal of deposits and savings from ATMs using stolen, lost or counterfeited cash cards, or fraud cases involving the illegal purchasing of goods with counterfeited credit cards.

The tactics used to commit these crimes are growing more and more sophisticated. These methods include stealing PINs needed to withdraw cash from ATMs by setting up hidden video cameras, and skimming² cards illicitly obtained from safes at golf course club houses, and other venues.

The police are taking measures to prevent damage from spreading, such as by encouraging people who report stolen or lost cards to the police to cancel the cards. Additionally, the “Act on Protection, etc. of Depositors and Postal Saving Holders from Unauthorized Automated Withdrawal, etc. using Counterfeit Cards, etc. and Stolen Cards, etc.” stipulates the need to report to the investigative authorities in order to request to a financial institution, compensation of an equal amount to the amount that had been illicitly withdrawn from one’s account. Because of this, the police are making efforts for smooth cooperation when financial institutions place inquiries to the police on whether reports have been registered.

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

2: A method to read the data of authentic cards using a

skimmer (magnetic information reading equipment)

6. Intellectual Property Rights Violations, Environmental Offenses and Others

(1) Intellectual Property Rights Violations

The number of violation of intellectual property rights cleared in 2008 was 1,135 and the number of persons arrested was 687. The numbers have been increasing steadily since 2004.

In the offenses involving counterfeit brands goods (Trademark Act violation), 63.3% of seized articles were smuggled in from abroad. The majority of these come from China where counterfeit brands goods have been increasing in recent years. As for methods of smuggling, 58.4% were smuggled into the country via international mail and 30.3% by marine cargo. Regarding selling methods of the smuggled merchandise, about 42.3% via Internet auctions and 38.2% was sold in stores.

Regarding the offenses involving pirated copies (Copyright Act), the majority of seized pirated copies were copied in Japan. 58.3% of sold pirated copies were distributed via Internet and 20.0% were sold in stores.

Giving the situation in which large volumes of counterfeit merchandise are being smuggled from the Republic of Korea and China to Japan, and violations of Japanese corporate intellectual property rights are increasing in both countries, the NPA requested the investigative authorities of both countries to enforce tighter domestic control, and aims to strengthen partnership with them through the exchange of information and other activities. Furthermore,

beginning with activities by the Anti Counterfeit Association¹, the police are promoting public awareness activities, encouraging intellectual property right holders to protect intellectual property and calling for the elimination of counterfeit products.

property. Through cooperation with related agencies such as the NPA, activities such as public education activities, research on the sales of illegal goods overseas, and appeals to overseas investigative agencies and customhouses are conducted through symposiums and participation in various events.

Note 1: A voluntary association established in 1986 by various economic organizations concerned about the intellectual property rights infringement, for the purpose of eliminating illegal goods and protecting intellectual

Table 1-3 Trends in the Situation of Cleared Intellectual Infringement Offenses (2004-2008)

Category	Year 2004		Year 2005		Year 2006		Year 2007		Year 2008	
	Cases (Cases)	Persons (Persons)	Cases (Cases)	Persons (Persons)	Cases (Cases)	Persons (Persons)	Cases (Cases)	Persons (Persons)	Cases (Cases)	Persons (Persons)
Total	1,233	640	1,615	798	1,403	780	1,283	715	1,135	687
Trademark Act	910	479	1,138	551	1,096	537	860	472	814	440
Unfair Competition Prevention Act	7	1	29	37	16	19	21	42	32	65
Copyright Act	315	159	445	206	287	219	398	198	286	179
Patent Act	0	0	1	2	2	2	0	0	3	3
Design Act	1	1	2	2	2	3	4	3	0	0
Utility Model Act	0	0	0	0	0	0	0	0	0	0

Table 1-4 Trends in the Situation of Counterfeit Brand Goods Seized by Country/Region of Origin (2004-2008)

Category	Year 2004	Year 2005	Year 2006	Year 2007	Year 2008
Total (items)	113,806	154,075	190,062	315,302	280,679
China	16,737	9,663	73,512	143,170	268,326
Korea	96,572	98,436	115,881	117,930	5,972
Hong Kong	119	2,091	70	49,694	12
Taiwan	153	32,258	388	0	0
Others	225	11,627	211	4,508	6,369

(2) Environmental Offenses

1) Waste Disposal Offenses

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

providing necessary information to the concerned entities.

The number of waste disposal offenses cleared and persons arrested increased notably in 2008 compared to the previous year. The number of cases in which companies commissioned to dispose of industrial waste were charged with illegal dumping of industrial waste and violation of their industrial waste disposal commission increased greatly to 510 cases.

Table 1-5 Trends in the Situation of Cleared Waste Disposal Offenses (2004-2008)

Category	Year 2004	Year 2005	Year 2006	Year 2007	Year 2008
Number of Cases Cleared (cases)	3,166	4,123	5,301	6,107	6,124
Number of Arrests (persons)	4,684	5,728	6,852	7,797	7,602
Number of Charges (companies)	320	527	423	549	481

2) Illegal Capturing and other Offenses involving Wildlife

The police are cracking down on offenses involving

the illegal capturing of Japanese wild birds and animals, offenses related to smuggling of rare wild animals and

plants or illegal trafficking domestically, and offenses related to the violation of the protection of animals and ecosystems.

Table 1-6 Situation of Cleared Offenses related to Illegal Capture of Wildlife and other Offenses (2007, 2008)

Category	Year Cases/Persons	2007		2008	
		Cases	Persons	Cases	Persons
Violation of Act on Protection of Birds and Animals and Improvement Hunting		943	687	926	653
Violation of Act on Welfare and Management of Animals		92	81	112	108
Violation of Act on Preservation of Endangered Wild Species		41	12	27	19

(3) Other Statutory Offenses

of radio stations, and other offenses occurred.

In 2008, statutory offenses such as the illegal harvesting of aquatic resources, illegal establishment

Table 1-7 Situation of Major Statutory Offenses Cleared (2007, 2008)

Category	Year Cases/Persons	2007		2008	
		Cases	Persons	Cases	Persons
Radio Waves Act Violation		1,759	1,749	1,116	1,114
Fishery Act Violation (including Fishery Adjustment Regulation Violation)		519	637	428	499
Violation of the Act on the Protection of Fishery Resources (including Fishery Adjustment Regulation Violation)		193	212	136	149

7. Cybercrime

The Internet and other advanced information communication networks function as an infrastructure that supports the foundation of society and economy, and has improved the convenience of the lives of the people. On the other hand, there is a rise in the number of cybercrimes¹ every year and more advanced and diversified tactics are being employed.

(1) Situation of Cybercrimes

1) Situation of Cybercrimes Cleared

The number of cleared cybercrimes has been on a continuous rise and 6,321 cases were cleared in 2008. The number increased by 848 cases (15.5%) from the previous year and reached a record high.

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

Table 1-8 Breakdown of Cybercrime Clearance (2004-2008)

Category	Year	2004	2005	2006	2007	2008	Year-on-year comparison
Total (cases)		2,081	3,161	4,425	5,473	6,321	848 (15.5%)
Unauthorized Computer Access Act Violation		142	277	703	1,442	1,740	298 (20.7%)
Computer/Electromagnetic Record Offenses		55	73	129	113	247	134 (118.6%)
Computer Fraud		42	49	63	74	220	146 (197.3%)
Unauthorized Creation/Destruction of Electromagnetic Records		8	17	56	34	20	14 (41.2%)
Obstruction of Business through Destruction of a Computer, etc.		5	7	10	5	7	2 (40.0%)
Network Usage Offenses		1,884	2,811	3,593	3,918	4,334	416 (10.6%)
Fraud		542	1,408	1,597	1,512	1,508	4 (0.3%)
Violation of Child Prostitution/Pornography Act		370	320	463	551	507	44 (8.0%)
Violation of Child Prostitution/Pornography		85	136	251	192	254	62 (32.3%)
Violation of Youth Protection Ordinance		136	174	196	230	437	207 (90.0%)
Violation of Online Dating Site Regulation Act		31	18	47	122	367	245 (200.8%)
Trademark Act Violation		82	109	218	191	192	1 (0.5%)
Distribution of Obscene Materials		121	125	192	203	177	26 (12.8%)
Copyright Act Violation		174	128	138	165	144	21 (12.7%)
Others		343	393	491	752	748	4 (0.5%)

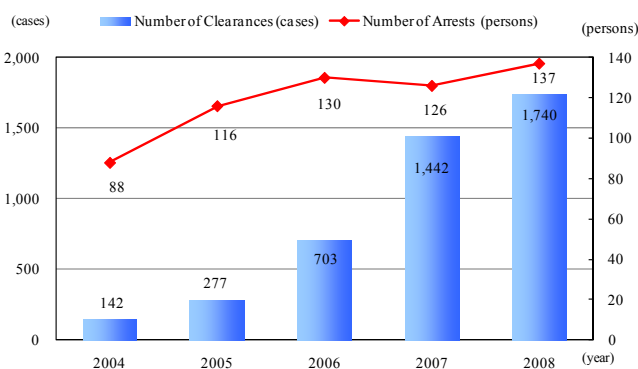
a. Unauthorized Computer Access Act Violations

In 2008, 1,740 offenses involving violations of the Act on Prohibiting Unauthorized Computer Access (hereafter referred to as “Unauthorized Computer Access Act”) were cleared, an increase of 298 cases (20.7%) from the previous year and a record high number.

Of these, 1,368 cases took advantage of poor setting and management of the users’ passwords, 9.8 times the number recorded the previous year.

cleared cases of violations of the Act on Punishment of Activities Relating to Child Prostitution and Child Pornography, and the Protection of Children (hereafter referred to as the “Child Prostitution/Pornography Act”); Child Welfare Act violations and the so-called Youth Protection Ordinance violations was 1,270, an increase of 249 cases (24.4%) from the previous year. The situation regarding sex crime offenses involving children (defined as persons under 18 years of age) remains serious.

Diagram 1-23 Trends in the Number of Cleared Unauthorized Computer Access Act Violation (2004-2008)

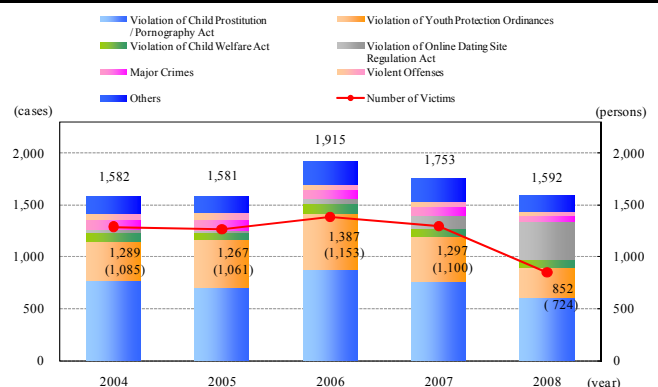


b. Network Usage Crimes

In 2008, the number of network usage crime¹ cases cleared was 4,334, an increase of 416 cases (10.6%) from the previous year. Cases of fraud, in particular, marked 1,508 cases and amounted to 34.8% of the total arrest cases. In addition, 75.6% of the fraud cases had occurred through internet auctions. The total number of

Note 1: Crimes using advanced information communication networks as a vital tool for crime execution.

Diagram 1-24 Trends in the Number of Cleared Crimes related to Online Dating Sites (2004-2008)



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

The number of incidents involving so-called online dating sites¹ reported to the police in 2008 was 1,592 cases. Of the 852 victims of these incidents, 724

(85.0%) were children.

Additionally, there were 367 cases (an increase of 245 cases compared to the previous year) in violation of the Act on Regulating Enticement of Children through Websites for Social Networking of Opposite Sexes (hereafter referred to as the “Online Dating Site Regulation Act”), and of these, 119 offenses were committed by children (an increase of 58 cases compared to the previous year).

In 2008, the number of cases related to websites other than online dating sites² that were reported to the NPA was 994 and the number of child victims was 792.

Note 1: Websites which render service for people who want to socialize with unknown people of the opposite sex, where relevant information regarding such people is posted on the Internet so that website users can access this information and maintain mutual communication through electronic mail or telecommunication.

2: Of the cases which arose from the use of websites other than online dating sites, cases relating to child victims

cases of violations of the Child Prostitution/Pornography Act, Child Welfare Act, and Youth Protection Ordinances, and serious crimes.

3) Situation Regarding Consultations on Cybercrimes

In 2008, the number of consultations received by the Prefectural Police on cybercrimes was as shown in Table 1-9, an increase of 12.0% from the previous year.

In particular, the number of consultations regarding unauthorized computer access and viruses increased 50.5% compared to the previous year.

Additionally, the number of accesses to the Cyber Safety Consultation Website (<http://www.npa.go.jp/cybersafety/>) where people can register consultations via internet and receive answers was 298,450 in 2008. Accesses regarding billing, websites and bulletin boards, and internet auctions were high in particular.

Table 1-9 Breakdown of Cybercrime related to Consultations (2004-2008)

Category	Year	2004	2005	2006	2007	2008	Year-on-year comparison
Total (cases)		70,614	84,173	61,467	73,193	81,994	8,801 (12.0%)
Fraud/Unscrupulous		35,329	41,480	21,020	32,824	37,794	4,970 (15.1%)
Internet Auctions		13,535	17,451	14,905	12,707	8,990	3,717 (29.3%)
Defamation/Slander		3,685	5,782	8,037	8,871	11,516	2,645 (29.8%)
Spam Mail		3,946	3,975	2,930	4,645	6,038	1,393 (30.0%)
Illegal/Harmful Information		4,157	5,317	4,335	3,497	4,039	542 (15.5%)
Unauthorized Access/ Computer Viruses		2,160	3,965	3,323	3,005	4,522	1,517 (50.5%)
Others		7,802	6,203	6,917	7,644	9,095	1,451 (19.0%)

(2) Promoting a Crackdown on Cybercrime

1) Improvement of Laws

a. Unauthorized Computer Access Act

In addition to prohibiting acts of unauthorized computer access where offenders use other individual’s identification information without authorization and access their computers through advanced information communication networks, the Prefectural Public Safety Commissions has established rules on the provision of support such as the provision of material, advice and instructions required to prevent the reoccurrence of such crimes, in response to access administrators who have been victims of such acts.

b. Antique Dealing Act

This law regulates the duties of notifications by those engaged in Internet auctions, to report goods that

are under suspicion of having been stolen or otherwise related to criminal activities, to endeavor to confirm the identities of auctioneers and to create and save transaction records, as well as orders to halt bidding.

c. Online Dating Site Regulation Act

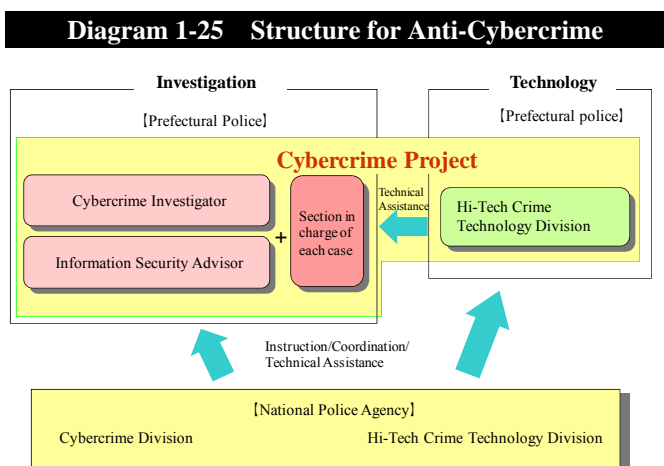
This law prohibits the use of online dating sites to entice children to become sexual partners or offering payment to entice children to go out with members of the opposite sex (hereafter referred to as “prohibited enticement actions.”). It also requires businesses to clearly state that children may not use the site as well as to confirm that the user is not a child. In addition to this, with the partial revision of the Online Dating Site Regulation Act put into effect on December 1, 2008, regulations to implement a system for businesses to register, strengthening of regulations to newly establish

a measure to obligate businesses to not disclose information regarding prohibited enticement actions to the public, and regulations to promote private sector activities to prevent the use of online dating sites by children were included. As of February 28, 2009, 714 cases and 2,527 websites were registered.

2) Strengthening of Systems

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

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



3) International Cooperation

Cybercrimes are crimes that can easily be conducted

across borders. Therefore, discussions are being held at various international conferences regarding mutual cooperation among investigative bodies and the creation of structures within each country. The NPA strives to strengthen multilateral collaboration by actively participating in information exchanges regarding the investigative methodologies of the International Criminal Police Organization (ICPO-Interpol)¹ and the High-tech Crime Subgroup working under the G8 Roma/Lyon Group (see page 185).

In addition, as of May 1, 2009, 24-hour contact points, accessible 24 hours of the day, for international cybercrimes were established in 55 countries and regions. In the case of Japan, this system, which facilitates cooperation among international investigative entities, was established within the NPA.

Apart from this, the Convention on Cybercrime was adopted by the Council of Europe (CE) in November 2001. In Japan, Diet approval was received for the conclusion of this treaty in April 2004. Currently, draft legislation is under deliberation by the Diet to partially amend laws such as the Penal Code in order to deal with the internationalization and organization of crime as well as the advancement of information processing, in preparation for the adoption of the Convention. Revisions to the Unauthorized Computer Access Act, the Penal Code, and the Code of Criminal Procedure are included among these.

Note 1: International Criminal Police Organization-Interpol

(3) Countermeasures for illegal information and harmful information on the internet

1) Efforts to delete illegal information and harmful information

In June 2006, the NPA launched the operation of the Internet Hotline Center (<http://www.internethotline.jp/>) which receives reports regarding illegal or harmful information¹ from internet users from the general public and notifies the police and sends deletion requests to internet service providers and other organizations. The Center received 135,126 reports in 2008. Of these reports, for information stored on servers in Japan, 8,474 deletion requests were sent to internet service providers and others and in 7,164 cases (82.6%), the information was deleted. As for information stored on servers abroad, requests to take action for deletion were sent for 533 cases of illegal information which the Center targets to the relevant organizations in the countries where the servers are established.

Additionally, due to an incident in which hydrogen sulfide gas used to commit suicide caused harm to neighboring residents, the NPA has specified information attracting attention on the manufacturing of hydrogen sulfide gas as harmful information and has instructed Prefectural police and the Internet Hotline Center to request internet service providers to take measures for deletion.

2) Regulation of illegal information and harmful information

The police are making efforts to grasp the situation on illegal or harmful information on the internet through cyber patrol² and reports from the Internet Hotline Center. For illegal information they are advancing crackdowns on illegal information with a focus on malicious information.

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

2: Investigation for illegal information and harmful information through browsing websites, internet bulletin boards, etc.

officials, various seminars held in the local communities and information communications technology related events, where information security advisors and others conduct lectures on the present situation of cybercrimes and their countermeasures, demonstrating the actually methods used by criminals. Other countermeasure taken by the police force include disseminating information through the NPA website (<http://www.npa.go.jp/>), circulating pamphlets for increasing public awareness, and broadcasting information security related videos.²

2) Collaboration with the Private Sector

Since 2001, the NPA has been holding the Comprehensive Security Measures Conference³. In 2008, the theme of the discussion was “Issues of child pornography on the internet and their countermeasures,” and in March 2009 a report was compiled on the direction of activities toward preventing the spread of child pornography.

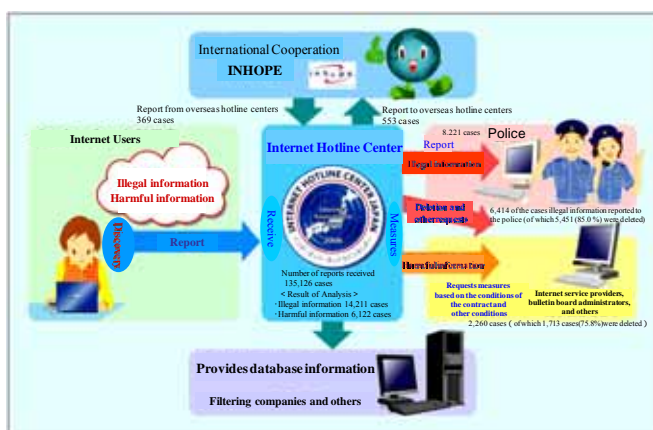
After the release of this report, in June 2009 the Council on the Prevention of the Spread of Child Pornography was launched. The council compiled a list of web addresses which post child pornography and identification information of child pornography images, and provided the list to businesses and other organizations who take measures to prevent the spread of child pornography. Additionally, they are considering the launch of a child pornography web address list management organization (tentative name) that will review the information regarding child pornography on the list.

3) Measures for Suicide Warnings

In recent years, there have been many cases of “suicide warnings” posted on the Internet as well as cases where people appeal to others and find like-minded people to commit group suicide with. Based on the guidelines for dealing with cases related to “suicide warnings,”⁴ the police are working to deal with “suicide warnings” on the Internet through information on the posters of the warnings disclosed by Internet service providers. In 2008, the police dealt with 180 cases and 92 people were persuaded from committing suicide.

Note 1: The Prefectural Police established provider liaison councils comprised of related administrative agencies, Internet service providers, consumer organizations and others. The councils conduct information exchanges relating to the situation and methods of cybercrimes as well as on the prevention of cybercrimes, hold workshops, and create public relations material for the general public, among

Diagram 1-26 Outline of Internet Hotline Center



(4) Preventative Measures against Cybercrime

1) Awareness Raising Activities

In order to improve public awareness and knowledge regarding information security, the police utilize various opportunities such as workshops held in collaboration with the police and provider liaison councils¹, debates held by the request of school

other activities.

- 2: These videos are also broadcast on cable television, posted on the on the website of the specified non-profit corporation, the POLICE Channel (<http://www.police-ch.jp/>), and lent out from police stations and libraries.
- 3: A conference comprised of experts, related business providers, PTA representatives, and others. At the conference, examinations are performed for issues such as modalities for cooperation between industry and government pertaining to information technology.
- 4: Formulated in October 2005 by industry organizations in collaboration with the NPA and the Ministry of Internal Affairs and Communications (MIC).

Section 2. Infrastructure Development for Clearing and Preventing Crimes

1. Improving the Investigation Structure

(1) Efficient Operation of the Organization and Personnel and Increasing and Educating the Investigators

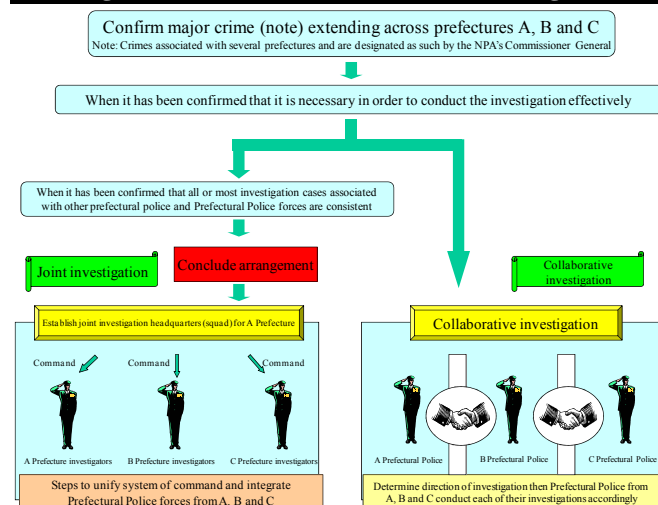
As the crime situation has worsened, investigations are requiring a good deal of time and effort, and the number of investigation cases has also increased. In addition, their nature is becoming increasingly diverse and sophisticated. In response, the police are working to strengthen their investigative system by mobilizing their limited teams and manpower in an efficient manner, as well as conducting various training programs for investigators and investigation leaders in order to improve the skills of those involved in criminal investigations.

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

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

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

Diagram 1-27 Joint/Collaborative Investigation



(3) Strengthening Trans-Prefectural Investigation

Due to the increase in crimes with the development of telecommunications and transportation means, it has become necessary for criminal investigation activities to extend over numerous prefectures. Thus efforts are being taken not only to form a trans-prefectural investigations unit which will conduct trans-prefectural investigations beyond the Prefectural Police unit¹, but also to actively promote joint and collaborative investigations between multiple prefectures.

In addition, personnel who have specialist knowledge about aircraft accidents will be pre-registered as specialist investigators and be involved in incidents that occur in other prefectures.

Furthermore, the NPA has designated "NPA Specified Cases"² as those which are felonious or idiosyncratic and occur in various jurisdictions of Regional Police Bureaus, have huge social repercussions, extend across numerous districts, and require coordinated investigations. The NPA hold meetings with Prefectural Police forces to discuss the direction of the investigation, as well as assisting in the gathering of and analysis of related information and other such investigation activities necessary to solve the case.

Note 1: At the end of 2008 an agreement was signed regarding the formation of a trans-prefectural investigation unit in 13 areas across the country

2: 24 cases were designated as such by February 2009

(4) Promotion of Information Provision from the Public

In order to arrest criminals and solve cases, the understanding and cooperation of the public toward criminal investigations are vital.

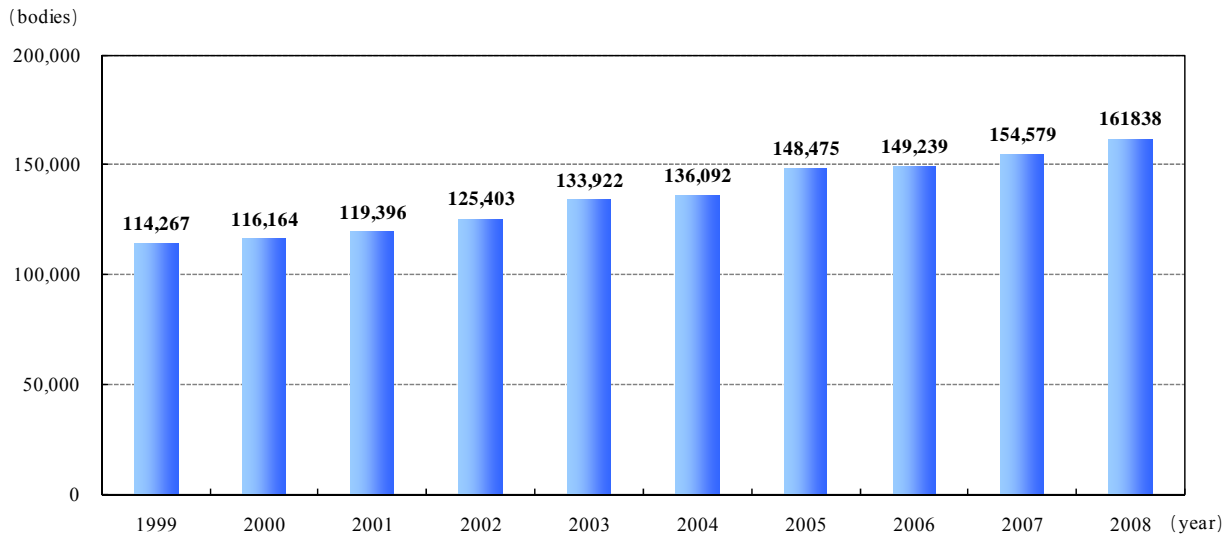
For this purpose, the police are calling on the public through Prefectural Police websites to provide information as well as using various media to reach out to a wide audience for the swift reporting of incidents, cooperation for door-to-door investigations, and provision of information relating to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

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

(5) Enhancing Inquests

In 2008 the police dealt with approximately 160,000 dead bodies, a 1.4 fold increase in the past 10 years.

Diagram 1-28 Trends in the Number of Dead Bodies Handled (1999-2008)



In order to respond properly to the surge in the number of dead bodies handled, and to promote appropriate inquests, the police are working to expand the number of criminal investigators¹ and their assistants, enhance the training of police officers involved in inquests, and strengthen the inquest structure based on the maintenance of equipment. Maintaining a system of doctors who conduct autopsies is essential for accurately determining the cause of death and as such, the police asked the Japanese Society of Legal Medicine in January 2008 to enhance the system of coroners.

Additionally, the NPA is reviewing measures along with relevant organizations² to improve the structure to determine cause of death through improving training of coroners and facilities, promoting cooperation with forensic medicine courses at universities and other institutions, further utilization of medical inspector

system.

Note 1: Criminal investigators are superintendents who have had over 10 years of experience investigating in the criminal department, or police officers who are ranked as police inspectors. They are inquest specialists appointed by those who have pursued a graduate course in forensic science. As of April 2009, 196 have been appointed nationwide.

2: The Cabinet Secretariat; NPA; Ministry of Justice; Ministry of Education, Culture, Sports, Science and Technology; Ministry of Health, Labour and Welfare; and the Japan Coast Guard.

2. Utilization of Science and Technology

(1) DNA-Type Identification

DNA-type identification is a method of identification that focuses on and compares the differences between each person's DNA

(deoxyribonucleic acid) to discern individuals¹.

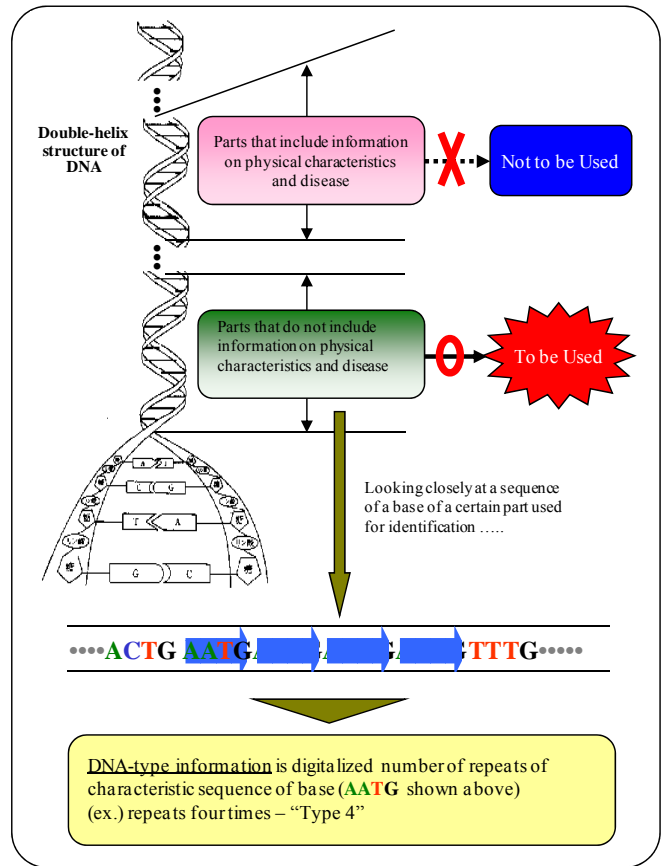
Currently the type of DNA-type identification used by the police is mainly STR DNA testing². It is presently possible to identify individuals with a probability of 4.7 trillion to 1 in cases with the highest frequency rate of DNA combination amongst Japanese.

The number of cases in which DNA-type identification is conducted has been on the rise every year and they have been hugely effective in solving not only felonious crimes such as murder cases, but also crimes that occur close to home such as larceny. The police register records of DNA types taken from suspects' bodies and records of DNA types allegedly left by suspects at crime scenes in a database, utilizing in tracking down a criminal or recognition of further crimes. As of December 2008, the cases in which the suspects were recognized by using database reached 4,585 (3,407 persons).

Note 1: The DNA segments used in DNA-type identification conducted by the police do not contain information regarding physical characteristics or disease, nor can they be identified from the DNA-type identification results.

2: The number of repeat units of the repeated sequences of the four bases, adenine (A), thymine (T), guanine (G), and cytosine (C) called STR are unique to each individual. The STR DNA testing method utilizes this difference.

Diagram 1-29 The Parts Used for DNA-type Identification (STR System)



(2) Automated Fingerprints and Palm Prints Identification System

Fingerprints and palm prints play an important role in criminal investigations due to their uniqueness and permanence making them extremely useful materials for identifying individuals.

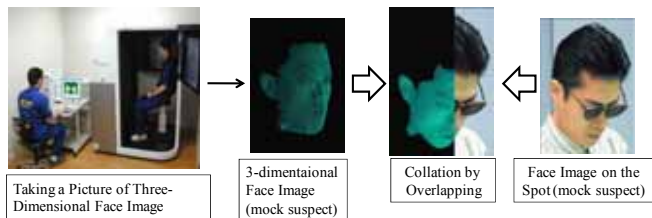
The police register fingerprints and palm prints of suspects and fingerprints and palm prints left behind at crime scenes in a database and use an automated fingerprint identification system to conduct automatic verification in order to identify criminals and track down further crimes.

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

The computer-assisted facial image identification system verifies facial images taken from security cameras etc. against facial images of suspects obtained elsewhere to establish whether they are the same person. Generally, the faces of suspects captured by security cameras are taken at various angles, making it difficult to simply compare them to photographs of suspects. Thus, this system, which makes it possible to identify individuals by adjusting the angle and size of the facial image of the suspect to match those of the image obtained separately from a security camera etc.,

is extremely effective for criminal investigations. This system, along with an increase in security cameras in various facilities, is being used by some Prefectural Police forces as a system that can obtain convincing evidence to prove crimes.

Diagram 1-30 Facial Image Identification by 3D Physiognomic Range Finder



(4) Automated Vehicle License Plate Reading System

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

(5) Profiling

Profiling uses statistical data and psychological methods amongst other means to determine whether a crime is part of a series, as well as information such as the criminal’s age group, lifestyle, occupation, history, the place of residence, and to predict subsequent crimes through analysis and evaluation of crime scenes, modus operandi, and information and documents related to the victims and other persons concerned.

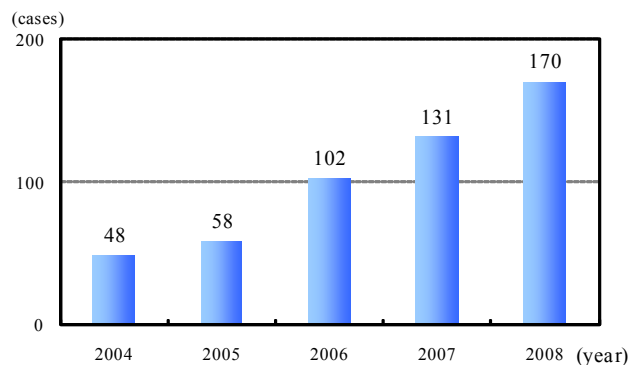
Traditionally in investigations, the crime scene situation, articles left behind by the perpetrators, and information obtained through door-to-door investigations and other means are linked together as well as relying on the intuitions of the investigators honed from their experience in order to come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

Additionally, the police are working to improve, specialize¹, and universalize² profiling techniques.

Note 1: Training full-time staff and maintaining the structure.

2: Thoroughly instructing investigators and promoting effective use.

Diagram 1-31 Trends in the Number of Profiling Cases Implemented (2004-2008)



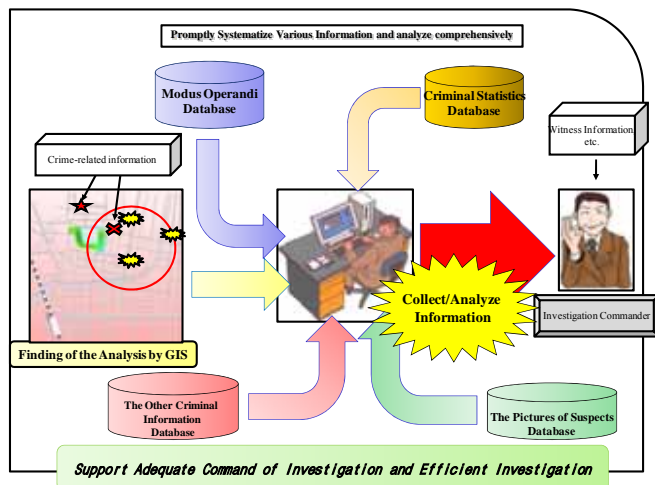
Note: Excluding those implemented by National Research Institute of Police Science upon request from Prefectural Police

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

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

To this end, the NPA has consolidated various activities traditionally conducted using multiple systems into one. The information analysis support system (CIS-CATS) which started operation from January 2009, allows various activities to be conducted from one terminal, eliminates duplicate entries of information by linking various activities and conducts cross-sectional searches, as well as display crime related information such as modus operandi and criminal statistics on a map to combine with other information to comprehensively analyze the scene of the crime, time table, characteristics of the suspects, and such.

Diagram 1-32 Information Analysis Support System (CIS-CATS)



necessary information between the two organizations in order to prevent the reoccurrence of crimes by those with a prior history of violent sex crimes targeting children, those on parole whose whereabouts are unknown, and those who are on probation with a suspended sentence.

3. Information Sharing with the Ministry of Justice

The NPA and the Ministry of Justice (MOJ) have established a structure to cooperate and share

Diagram 1-33 Information sharing and cooperation between the NPA and the MOJ



(1) Information sharing regarding the release of offenders of violent sex crimes targeting children

Since June, 2005, the police have been receiving information from the MOJ on the release information

of offenders of violent sex crimes targeting children who have been serving in penal institutions including their release date and scheduled residence after being released.

Since the start of this operation until the end of 2008,

the police have received information on 566 people and are using this information to prevent crimes and expedite investigations while taking care not to hinder the released persons' rehabilitation and reintegration into society.

(2) Information sharing regarding the release of offenders of major felonious crimes

Since September, 2005, the police have been receiving information from the MOJ on the release information of offenders of major felonious crimes¹ that have served or are serving in penal institutions and are scheduled to be released including the crimes for which they were imprisoned and their release date.

Since the start of this operation until the end of 2008, the police have received information on approximately 92,000 people and are using this information to narrow down suspects speedily and accurately when similar crimes occur.

(3) Information sharing regarding offenders who are on parole and whose whereabouts are unknown

Regarding offenders who are on parole and offenders who are on probation with a suspended sentence whose whereabouts are unknown, from December, 2005, the police have been cooperating with the investigation of their whereabouts based on a request for cooperation from the probation office. If the police obtain information on their whereabouts, the information will be passed on to the probation office. This contributes to the proper operation of the probation system.

Since this operation started until the end of 2008, the police have passed on information to the probation office for 1,568 cases and in 1,319 cases the probation office was able to confirm the whereabouts of the offenders based on the information (source: MOJ, preliminary figures).

Note 1: Major felonious crimes such as murder and robbery as well as crimes that easily escalate to such crimes such as burglaries and drug related crimes which also have a high risk of reoccurrence.

4. Immediate Response to Cases and Accidents

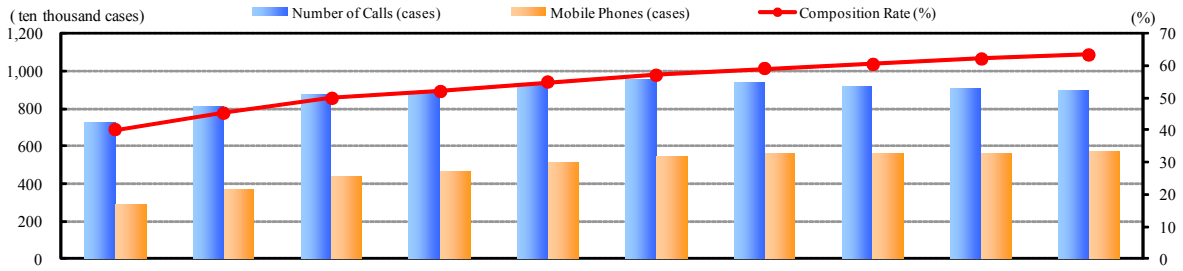
In the occurrence of incidents or accidents, police officers stationed in *kobans* and *chuzuishos* immediately head toward the scene of action and take measures to arrest the criminal etc. In order for police officers to reach the crime scene without delay, the police are promoting measures including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

(1) Current Status of "Dial 110"

Although the number of dial 110 calls received in 2008 fell by approximately 60,000 over the previous year to around 8.92 million, the number of calls still remains high. This figure means that a call was made every 3.5 seconds, and that 1 out of every 14 citizens placed a call. Furthermore, over half of the calls were made from mobile or other wireless phones (63.5%).

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

Diagram 1-34 Trends in the Number of 110 Calls Received (1999-2008)



Category \ Year	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Number of Calls (cases)	7,216,210	8,087,976	8,716,922	8,901,628	9,317,149	9,538,379	9,392,413	9,144,662	8,980,981	8,923,369
Mobile Phones (cases)	2,895,622	3,661,312	4,353,203	4,637,055	5,101,817	5,437,704	5,539,876	5,529,820	5,582,028	5,667,618
Composition Rate (%)	40.1	45.3	49.9	52.1	54.8	57.0	59.0	60.5	62.2	63.5

(2) Communications Command System

Prefectural Police has set up a communications command center. When the communications command center receive a dial 110 call, they will immediately notify the contents of the call to police stations, and will direct patrol cars and community police officers from *kobans* to the scene, and issue emergency deployments¹ depending on the situation. The number of emergency deployments executed was 7,679 in 2008 (an increase of 139 compared with the previous year).

The time it takes from the moment the communication command center receives a dial 110 call and issues an order to patrol cars, etc., to the moment a police officer arrives on the scene is called the response time². The average response time in 2008 for dial 110 calls directly received by communication control center at police headquarters was 6 minutes 59 seconds.

In order to cut down on response time, the police are making efforts to upgrade the communications command system by introducing measures including a Geographic Information System (GIS) which enables rapid pinpointing of a call’s location, and a car locator system that facilitates the monitoring patrol car activities. As of 1 April 2009, the system notifying location information at the same time while talking over the telephone when informing on dial 110 calls using the cellular phone etc. (Location information notification system) was implemented at the NPA and 35 Prefectural Police. Operation is scheduled to begin in seven Prefectural Police besides Chiba Prefectural Police in 2009.

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

2: The time required until police officers arrives at the site after the communication command center receives dial

110 calls, and relays the information to them via their patrol car.

(3) Improving Initial Response by the Police

In recent years, with the increase of variation and need for speed in cases needing police attention such as the string of random assault incidents and damage from localized and short period heavy rainfall occur, initial response by the police¹ has become increasingly difficult. In order for the police to continue to conduct initial response in a manner that answers the need of the times, it is imperative to strengthen its communications command, which is the keystone of initial response, and promote organizational and effective action.

To this end, the NPA formulated the “Guidelines for Improving Initial Response by the Police” in December, 2008. Prefectural Police have included important focus points described in the guideline in the “Comprehensive Plan to Establish a Strong Front-line Police centering on Community Police”² and are taking various measures to accomplish this.

Note 1: Initial police activities in response to incidents and accidents conducted by Prefectural Police based on police structure during times of peace, including communications command which direct these activities.

2: Given the worsening of the environment and other factors surrounding the execution of duty by the police, this plan was formulated by Prefectural Police in order to establish strong front-line police centering on community police units. The Prefectural Police are conducting various measures based on this plan (see page 170).

Major examples of measures taken by the police are the following:

- Strengthening of the communications command system

Mobile terminals equipped with functions such as to transmit images are distributed to on-scene police officers in order to accurately grasp the situation of cases at communications command centers and police communications centers.

- Improvement of education and training on communications command

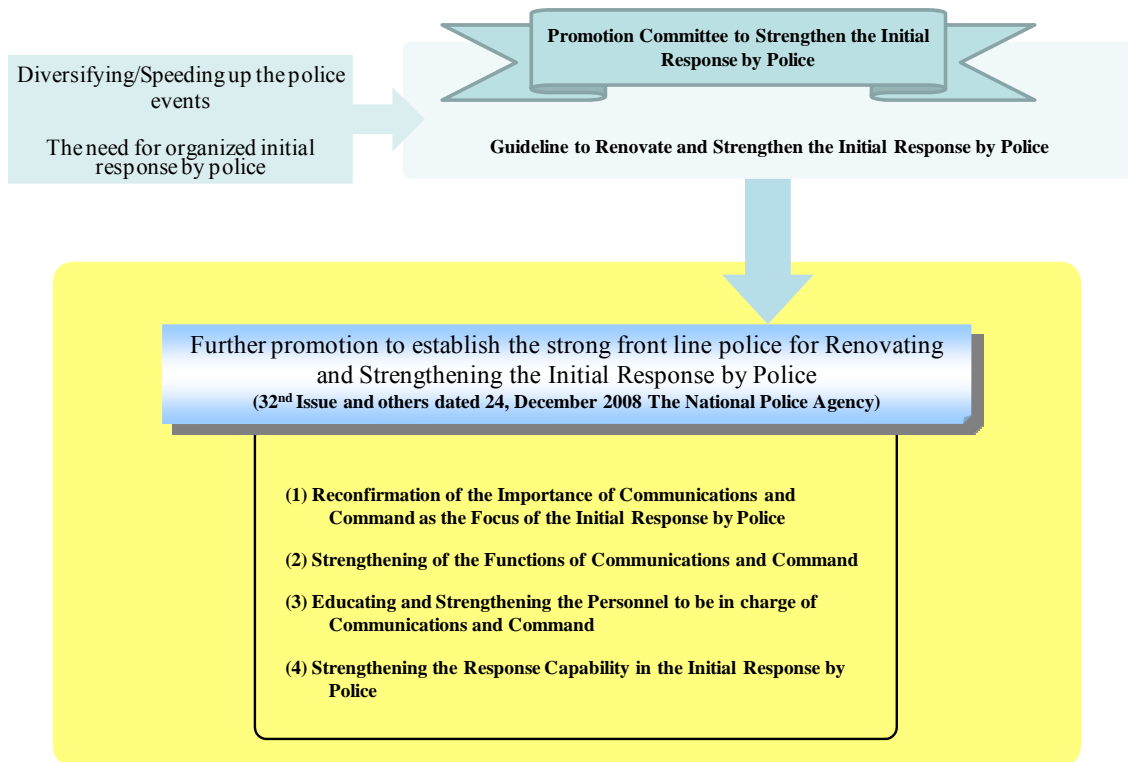
The police are working to improve communications command skills, especially the ability to make decisions regarding cases, through holding competitions and conducting specialized

education.

- Strengthening of cooperation for police mobility and improvement of operation

In order to prevent differences in response for sudden cases, police stations and police headquarters are strengthening cooperation such as for the operation of police cars.

Diagram 1-35 Improving Initial Response by the Police



(4) Patrol Car, Police Helicopter and Patrol Boat Activities

The patrol cars deployed to police headquarters and police stations nationwide are used in cooperation with the community police officers in *kobans* and *chuzuishos* to patrol districts and are the first to respond in the event of an incident or accident. In addition to patrol cars, there are approximately 80 police helicopters and around 190 police boats stationed nationwide cooperating with the communications command center and patrol cars. Taking advantage of their mobility, they patrol areas, collect information in the event of an incident or accident, collect traffic information, and conduct rescue activities in the case of disasters, including alpine accidents.

(5) Railway Police Unit Activities

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

5. *Koban* and *Chuzuisho* Activities

At *kobans* and *chuzuishos*, efforts are being made to gain an understanding of the conditions in the area

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

As of 1 April 2009, there were 6,216 *kobans* and 6,926 *chuzais* nationwide.

(1) Patrol, Standing Watches etc.

1) Patrols

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

2) Vigilance through Standing Watches, etc.

Community police stand watch outside *kobans*, *chuzais*, and other facilities as a safety measure. Additional measures include stationed watches conducted at regular intervals in key locations where person concentrate, such as stations or major traffic areas, and locations with high crime rates.

3) Enhancing the Performance of Duties

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

In 2008, the number of persons arrested by community police officers for Penal Code offenses was 290,364, 85.5% of the total number of persons arrested for Penal Code offenses by the police.

4) Utilizing the *Koban* Counselors

As of 1 April 2009, approximately 6,200 *koban*

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

(2) Activities in Cooperation with the Local Communities

1) Routine Visits to Homes

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

2) *Koban* and *Chuzai* Liaison Councils

Koban and *chuzai* liaison councils are in place at 13,696 *kobans* and *chuzais* nationwide as of the end of 2009. There, community officers cooperate with the local community to prevent crimes and accidents by discussing issues related to community security and listening to the opinions and requests local residents have for the police.

3) Information dissemination activities

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

(3) Strengthening the Functions of *Kobans*

In order to resolve the issue of the emergence of numerous "empty *kobans*"¹ where no police officers are present, measures were implemented with the understanding of community residents and by 1 April 2007 "empty *kobans*" were eliminated. The police are continuing to strengthen the functions of *kobans* to deal with future changes in public security, as well as to prevent the reoccurrence of "empty *kobans*".

(4) Management of Lost and Found Articles

In order to allow for smooth return of lost property to their rightful owner etc., community police officers run collection services. The number of reported articles including those kept by special facilities occupants² rose to approximately 17,340,000 in 2008. Of the retrieved items submitted to the police, approximately 9.7 billion yen and 6.17 million items were returned to their owners.

Note 1: *Kobans* that are increasingly left empty by community police officers

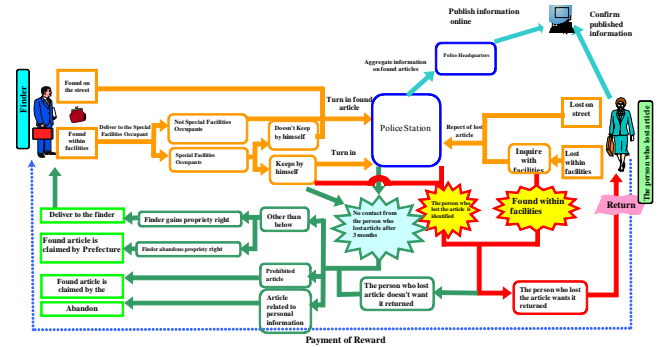
- 2: Some special facilities occupants who have been designated by the public transport or Prefectural Public Safety Commissions may keep items for themselves when they notify the police about lost and found items.

Table 1-10 Trends in the Situation of Handling the Reports of Lost and Found (2004-2008)

Category		Year				
		2004	2005	2006	2007	2008
Currency (billions of yen)	Lost and Found Items	132	139	139	145	142
	Reports of Lost Property	409	414	409	404	373
Goods (in tens of thousands)	Lost and Found Items	1,070	1,158	1,222	1,272	1,734
	Reports of Lost Property	742	743	761	796	1,065

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

Diagram 1-36 Handling of Lost and Found Articles



Section 3. Measures for a Safe and Secure Living

1. Policies to Protect Women

(1) Addressing Stalking Offenses

Taking into account the victims will, based on laws including those related to the regulation of stalking offenses (hereafter referred to as the “Stalking Control Act”), the police are working to prevent the spread of such crimes by taking administrative measures such as issuing warnings, restraining orders and teaching

self-defense techniques.

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

Diagram 1-37 Framework of Countermeasures for Stalking Cases

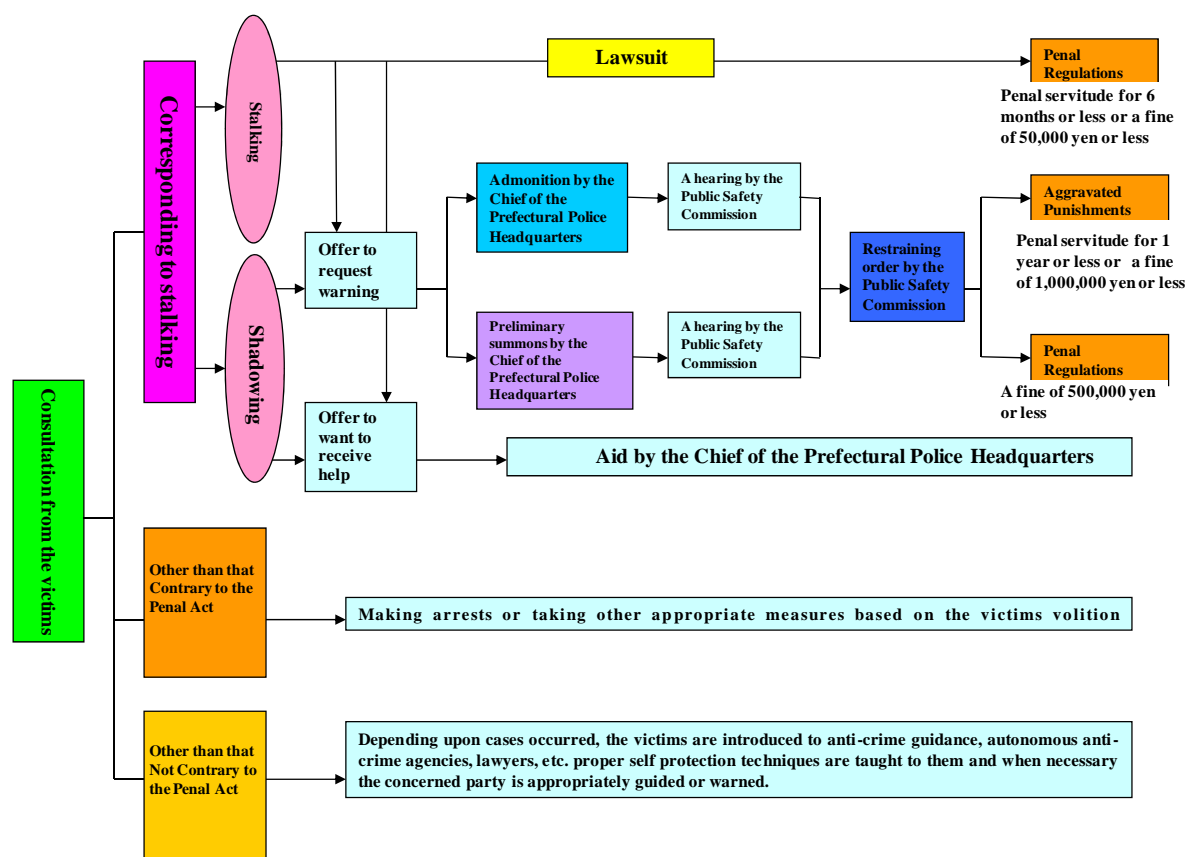
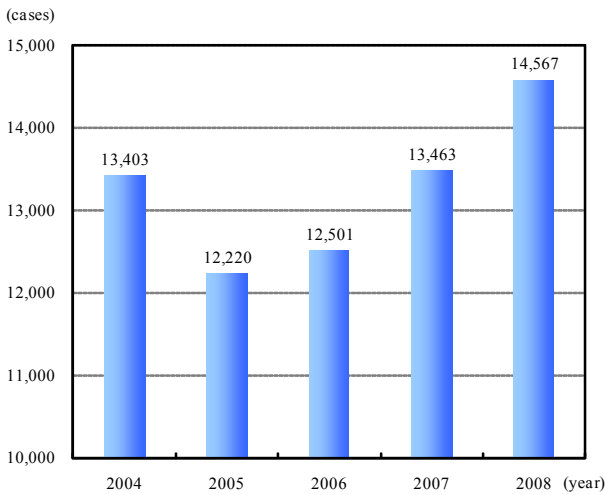


Table 1-11 Trends in the Situation of Application of Stalking Control Act (2004-2008)

Category \ Year	2004	2005	2006	2007	2008	Year-on-year comparison
Warnings (cases)	1,221	1,133	1,375	1,384	1,335	49 (3.5%)
Restraining Orders	24	22	19	17	26	9 (52.9%)
Provisional Orders	0	1	0	0	0	0 (0%)
Support	1,356	1,569	1,631	2,141	2,260	119 (5.6%)
Arrests (on charge of Stalking Acts)	200	198	178	240	243	3 (1.3%)
Arrests (violation of Restraining Order)	6	2	5	2	1	1 (50.0%)

Diagram 1-38 Trends in the Number of Confirmed Stalking Cases (2004-2008)



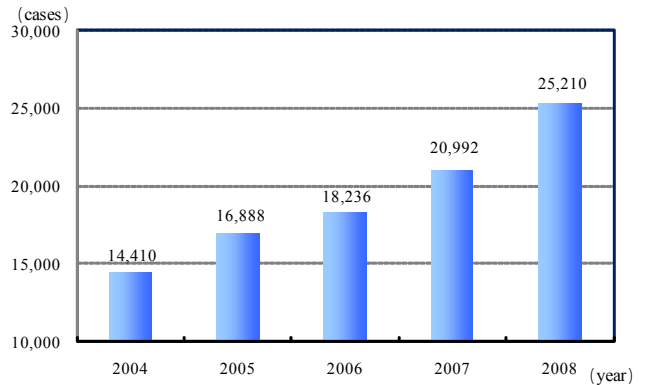
Note: The confirmed number of cases include cases not infringing on Penal Codes but harassing behavior such as persistent followings and silent phone calls. Notwithstanding acts that violate Stalking Regulations.

(2) Addressing Spousal Violence

In cases where spousal violence is recognized as punishable offense, the police are taking measures including investigations which will be held based on the victim's will, and giving out warnings to the offender even in cases where it is hard to confirm as being a criminal case.

Moreover, based on the law to prevent spousal violence and protect victims (hereafter referred "Domestic Violence Prevention Act"), the police must get in touch with the victim immediately, give instructions about prompt emergency calls, and give warnings to the offenders to assure that the restraining order will be complied, for cases where the police receives a notification of a restraining order.

Diagram 1-39 Trends in the Number of Confirmed Spousal Violence Cases (2004-2008)



Note: The number of confirmed cases of spousal violence refers to cases where the spousal violence case was confirmed through consultation, request for aid and protection, acceptance of offence reports and letter of complaint, and arrests.

Diagram 1-40 Collaboration between Police and Relevant Institutions regarding Cases of Spousal Violence

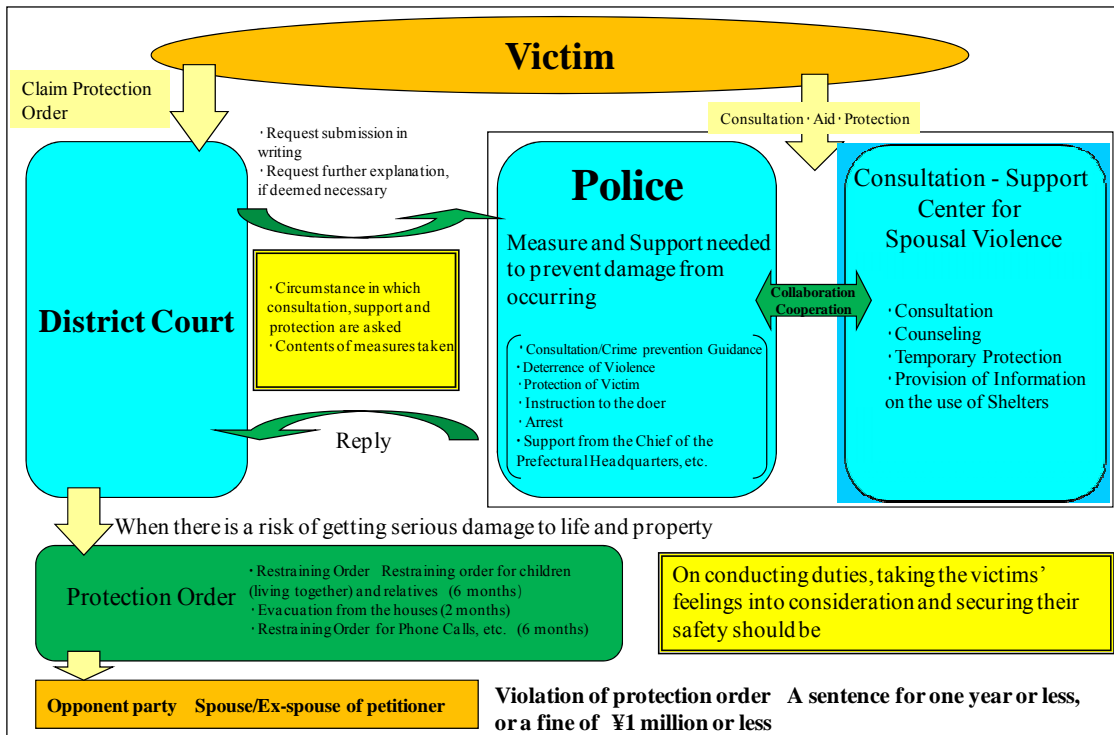


Table 1-12 Trends in the Situation of Response to t Domestic Violence Prevention Act (2004-2008)

Category	Year	2004	2005	2006	2007	2008	Year-on-year comparison
Court Request		1,541	2,025	2,172	2,162	2,618	456 (21.1%)
Submission of Documents 1 (cases)							
Court Order for Protection of Victim 2		1,774	2,178	2,247	2,239	2,534	295 (13.2%)
Restraining Order		1,176	1,657	1,722	1,680	506	1,174 (69.9%)
Restraining Order for Child Protection 3		45	879	986	969	232	737 (76.1%)
Restraining Order for Relative Protection 4		-	-	-	-	31	-
Restraining Order for Child and Relative Protection		-	-	-	-	34	-
Eviction Order		5	4	8	7	5	2 (28.6%)
Restraining Order and Eviction Order		593	517	517	552	128	424 (76.8%)
Restraining Order for Child Protection 3		18	329	350	357	55	302 (84.6%)
Restraining Order for Relative Protection 4		-	-	-	-	4	-
Restraining Order for Child and Relative Protection		-	-	-	-	9	-
Stay-away Order, Restraining Order for Phone Calls 4		-	-	-	-	1,412	-
Restraining Order for Child Protection		-	-	-	-	574	-
Restraining Order for Relative Protection		-	-	-	-	157	-
Restraining Order for Child and Relative Protection		-	-	-	-	296	-
Stay-away Order, Restraining Order for Phone Calls, Expulsion Order		-	-	-	-	483	-
Restraining Order for Child Protection		-	-	-	-	257	-
Restraining Order for Relative Protection		-	-	-	-	34	-
Restraining Order for Child and Relative Protection		-	-	-	-	93	-
Report to the Domestic Violence Consultation Center 4		-	-	-	-	935	-
Violation of Victim Protection		57	73	53	85	76	9 (10.6%)
Executive Order from Police Chief 3		254	3,519	4,260	5,208	7,225	2,017 (38.7%)

Note 1: The number of cases that police was requested from the court to submit the document with descriptions of the pleader during consultation

2: The number of cases that police was notified with restraining order from court

3: The order was enforced from 2 December 2004

4: The order was enforced from 11 January 2008

2. Measures for Child Safety

(1) Efforts to Protect Children from Crime

1) Crimes where children become the victim

In 2008, the number of cases where children aged under 13 became the victim to Penal Code offences (hereafter referred to as “the number of cases where children were victimized”) was 33,328 cases, which having decreased since 2002, showed a decrease of

1,130 (3.3%) cases from the previous year.

Of the total number of penal Code offences in 2008, abduction 40.6% (63 cases), indecent assault 13.2% (936 cases), indecent exposure 8.3% (76 cases), murder 8.8% (115 cases) rank especially high among cases in which children were victimized.

Diagram 1-41 Trends in the Number of Cases where Children aged under 13 Became the Victim to Penal Code Offences (1999-2008)

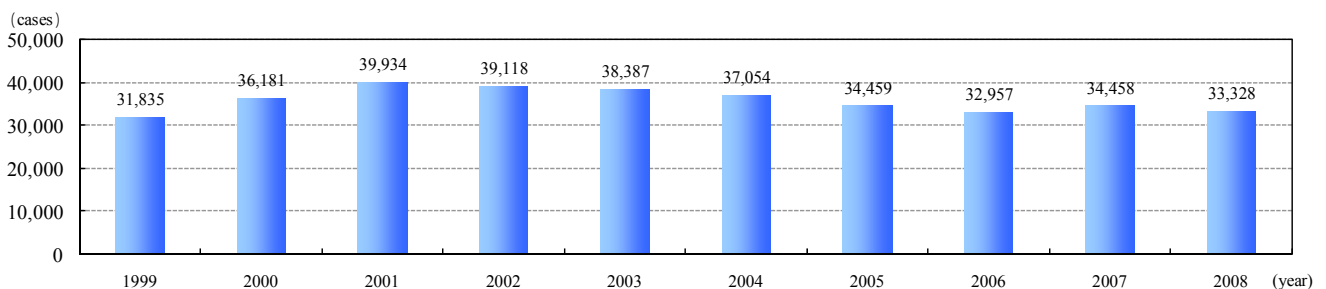
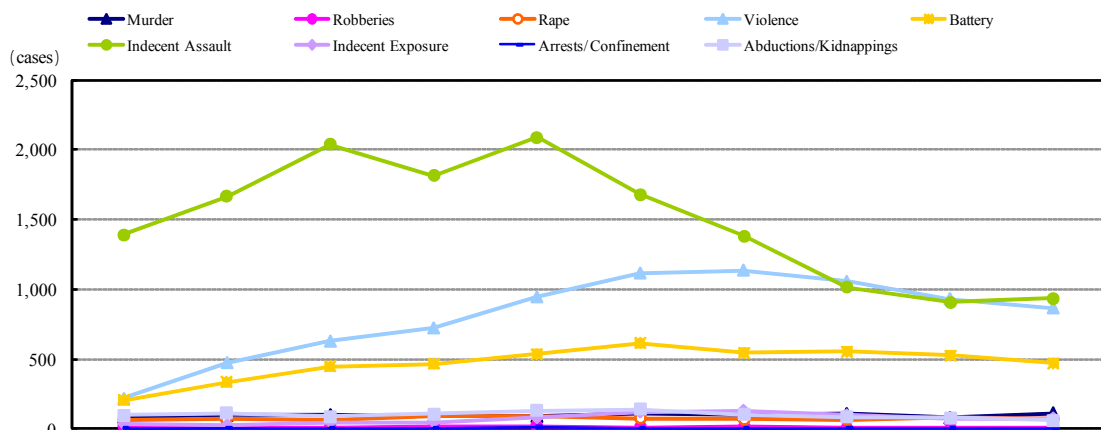


Diagram 1-42 Trends in the Situation of Crime Category of Cases where Children aged under 13 are Victimized (1999-2008)



Category \ Year	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Murder	87	100	103	94	93	111	105	110	82	115
Robberies	18	10	11	16	21	11	16	8	7	8
Rape	65	72	60	90	93	74	72	67	81	71
Violence	221	477	630	724	945	1,115	1,136	1,055	933	867
Battery	206	338	450	467	536	615	546	553	529	472
Indecent Assault	1,391	1,668	2,037	1,815	2,087	1,679	1,384	1,015	907	936
Indecent Exposure	32	27	50	48	79	120	132	98	73	76
Arrests/Confinement	6	8	8	6	12	8	4	8	3	2
Abductions/Kidnappings	100	115	91	108	133	141	104	86	82	63

2) Measures to Protect Children from Crime

a. Safety Measures around Schools and Commute routes

In order to prevent in advance the cases where children are victimized and enable a safe commute to and from school, the Police have cooperated with schools to promote the security of children at schools and commute routes by strengthening the patrol during commute times for routes to and from school, as well as actively commissioning retired police officers as school supporters (refer to page 85) at schools.

b. Promoting Education to Prevent Victimization

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

c. Promoting Information Transmission Activities

For information concerning cases where children were victimized or when foreshadowing of crime such

as being pestered or followed are apparent, police stations, elementary schools, and the education board have maintained an information sharing structure to enable quick information provision to children and their parents. Moreover, these information are disclosed on the website of the Prefectural Police forces and information transmission using the information provision supply system are taking place to actively supply the local residents with information.

d. Support for Volunteers

In order to prevent children from victimization, besides promoting the efforts made by the Police, education board, and schools, the entire community surrounding children must focus on protecting them. Therefore, Police are providing support by giving out stickers and manuals to those who volunteered to notify the police and provide temporal protection to victimized children as the "Home of Children Emergency Call 110". Moreover, voluntary crime prevention are being actively supported by providing maintenance of activity base and provision of materials and equipment for volunteer groups with its main activity to protect and guide children at commute routes, as well as carrying out joint patrols with crime prevention volunteer groups.

(2) Crimes Detrimental to Youth Welfare

The police are cracking down on offenses detrimental to juvenile welfare that have harmful effects on their physical or psychological well-being (referred to as the Welfare Act)¹, such as forcing children to perform sexual acts, and are working to identify and protect the juvenile victims of such offenses. The police are especially reinforcing their crackdown child prostitution and child pornography offenses through an active application of the Child Prostitution/Pornography Act.

In addition, since 2002, the NPA have invited investigative authorities and non-governmental organization (NGOs) from Southeast Asian countries to exchange opinions on Child Prostitution/Commercial Sexual Exploitation Japanese nationals committed abroad. In October 2007, they held the 7th Seminar and Investigators Conference on Child Prostitution/Commercial Sexual Exploitation in Southeast Asia.

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

Violation of Welfare Act by Ordinance (2008)

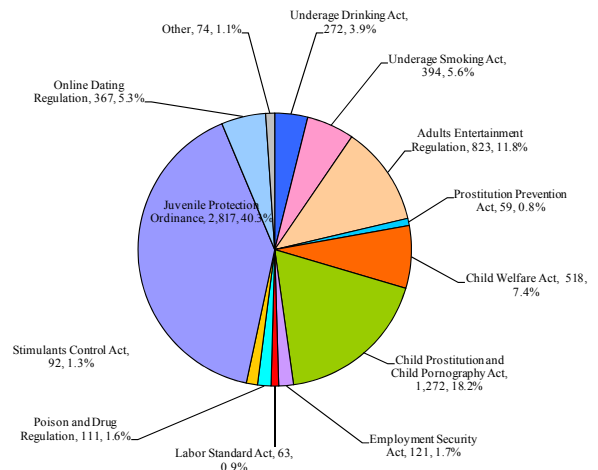


Diagram 1-43 The Number of Persons Arrested for Table 1-13 Juvenile Victims of Welfare Offenses by Educational Backgrounds (2007, 2008)

Category	Year	Total	Preschool	Students/Pupils				Employed	Unemployed	
				Elementary School	Junior High	High School	Other			
2008 (persons)		7,014	6	4,845	66	1,909	2,806	64	694	1,469
Composition Rate (%)		100.0	0.1	69.1	0.9	27.2	40.0	0.9	9.9	20.9
2007 (persons)		7,375	6	4,942	53	1,868	2,960	61	749	1,678
Composition Rate (%)		100.0	0.1	67.0	0.7	25.3	40.1	0.8	10.2	22.8
Increase and Decrease Number (Persons)		361	0	97	13	41	154	3	55	209
Increase and Decrease Rate (%)		4.9	0.0	2.0	24.5	2.2	5.2	4.9	7.3	12.5

Table 1-14 Trends in the Number of Cleared Cases, Arrested Persons, and Damaged Children regarding Child Pornography Offenses (2004-2008)

Category	Year	2004	2005	2006	2007	2008
Number of Cleared Cases (cases)		177	470	616	567	676
Of which is related to Internet		85	136	251	192	254
Number of Arrested Persons (persons)		137	312	350	377	412
Of which is related to Internet		76	110	174	172	213
Number of Damaged Children (persons)		82	246	253	275	338

(3) Measures against Child Abuse

The number of clearances concerning child abuse was 307 in 2008 (10% increase compared with the

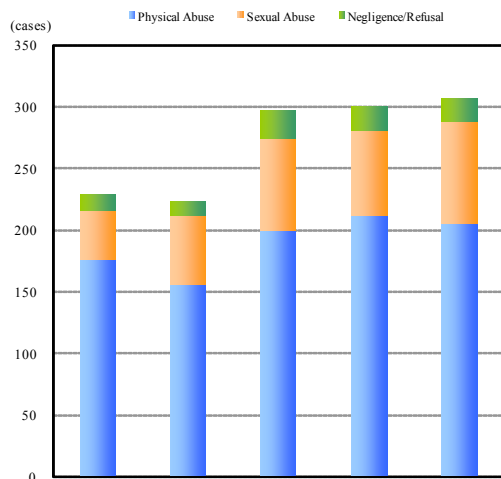
previous year). The numbers increased 1.3 times in the past five years.

Detection of child abuse and the protection of

victimized child at an early stage is an obligation of the police for child’s life and body protection. Therefore, the police department is actively giving guidance and lectures on child’s life and protection, and maintaining intimate cooperation with related organizations such as Child Counseling Centers, schools, and medical institutions.

Besides giving prompt notification to the Child Counseling Centers, in case an abused child is found, the police giving their best effort by putting the activities to ensure and confirm the child’s safety as their top priority, such as giving support to the strict investigation and the victimized child. Moreover, strengthening the cooperation with related organizations such as the Child Counseling Center is aimed to enable information sharing and review of response from an early stage when the information on individual cases are acquired for child protection.

Diagram 1-44 Trends in the Situation of Child Abuse by Type (2004-2008)



Category \ Year	2004	2005	2006	2007	2008
Total (cases)	229	222	297	300	307
Physical Abuse	176	156	199	211	205
Sexual Abuse	39	55	75	69	82
Negligence/Refusal	14	11	23	20	20

(4) Dealing with Youth Crime Victims

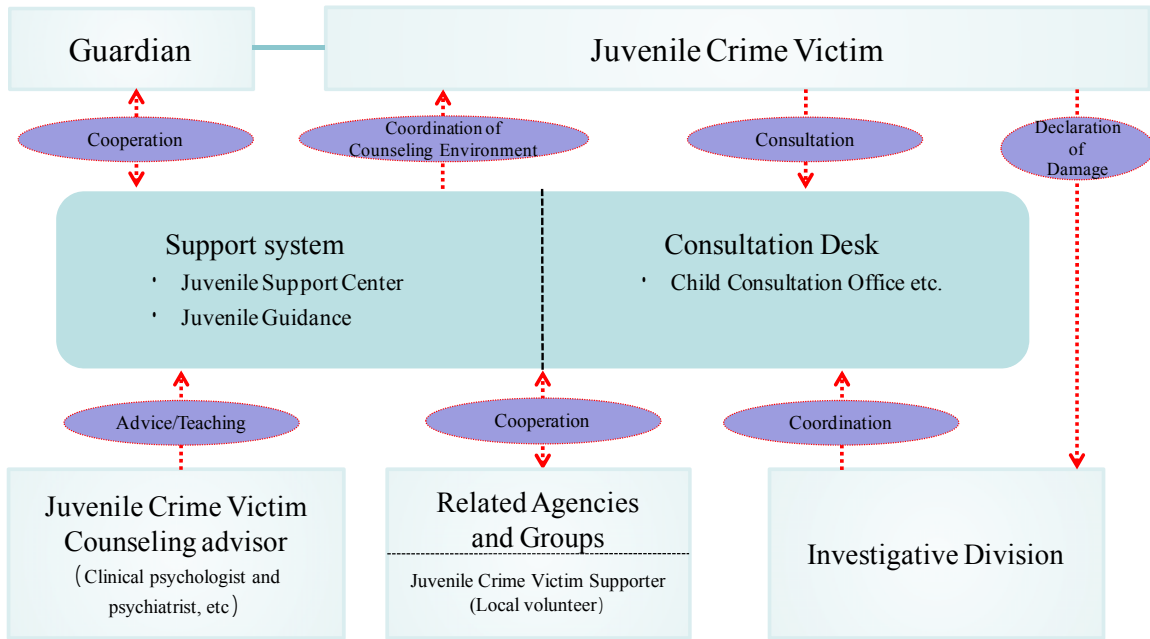
In 2008, there were 289,035 cases of Penal Code offenses confirmed by the police to which juveniles were victimized. Of these, 1,231 were felonious offenses and 14,443 were violent offenses.

The police provide continued counseling and other assistance to juvenile crime victims mainly through juvenile guidance officials¹. The police are also commissioning external experts such as university researchers, psychiatrists, and clinical psychologists as juvenile crime victim counseling advisors to enable persons responsible for providing support to receive expert advice at any time.

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

Note 1: For activities that require specialized knowledge and skills, a Police personnel (excludes police officers) with the appropriate knowledge and skills is assigned from the Chief of Police Headquarters to commit to these activities which plays an important role in supporting the provision of juvenile delinquencies and recovery. As of 1 April 2009, 1,100 juvenile guidance staff are assigned nationwide.

Diagram 1-45 Activities to Support Juvenile Crime Victims



3. Strengthening and Enhancing Police Safety Consultations

In order to respond to consultations from citizens smoothly and efficiently, the police have set up general police consultation rooms in each Prefectural Police headquarters, as well as police safety consultation corners in every police station. In order to maintain the consultation structure, the police assign police personnel as well as experienced former police personnel as part-time police safety consultants to these consultation spaces.

Additionally, dedicated lines for police consultation have been set up at the NPA and Prefectural Police headquarters, making it more convenient to consult the police by dialing a national line # (pound) dial 9110¹ which automatically connects to this service.

The police are working to prevent crimes before they occur by prosecuting cases where the matter under consultation is perceived to be a punishable offense. Even in cases where there is no infringement of penal regulations, the police offer crime prevention advice and instruct and warn the concerned party as necessary.

Moreover, in cases where the matter under consultation can be handled properly by an organization outside the police department, police are working to shift the matter smoothly to the appropriate organization.

Note 1: Also accessible with mobile phones. However, it cannot be used through dial phones or certain types of IP phones, therefore a special line for police safety consultation is publicized on the NPA website for general fixed-line phones.

Diagram 1-46 Breakdown of Consultations (2008)

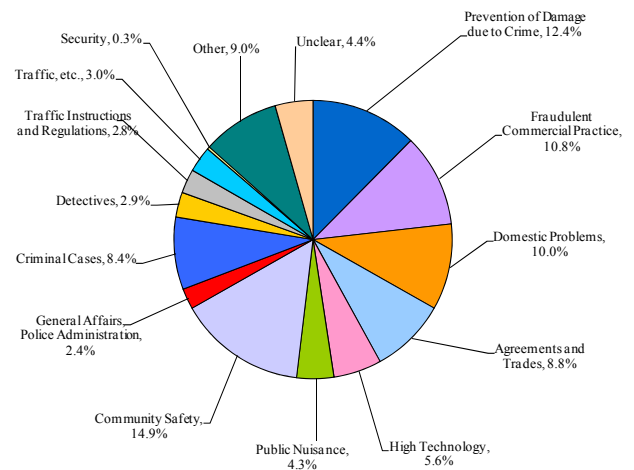
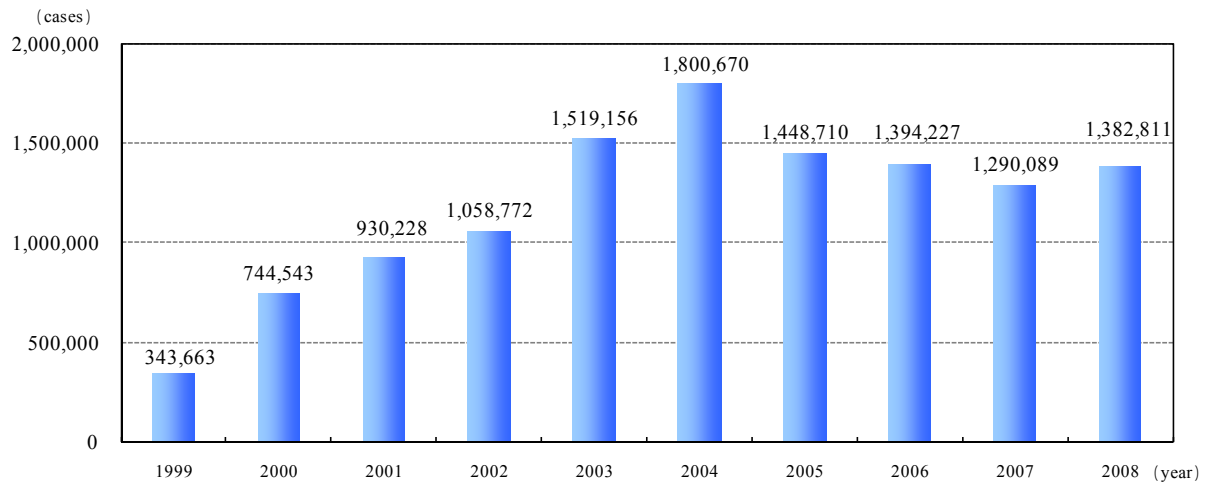


Diagram 1-47 Trends in the Number of Consultation Cases being Handled (1999-2008)



4. Promoting Efforts to Build Safe and Secure Communities Nationwide

(1) Cooperation between the Ministerial Meeting Concerning Measures against Crime and Urban Renaissance Headquarters

In recent years there has been an increasing trend amongst community residents throughout the country to take it upon themselves to try to maintain the safety and security of communities rather than just relying on police. In support of such independent community activities, and in order to promote nationwide efforts to build safe and secure communities with cooperation between the public and private sectors, in June 2005, the government held a joint conference between members of the Ministerial Meeting concerning Measures against Crime and the Urban Renaissance Headquarters. There they decided on the “Nationwide Plan for Building Safe and Secure Communities” and the urban renaissance project, “Rebuilding of Safe and Secure Urban Areas through Coordination and Cooperation between Crime prevention Measures and Community Planning,” and agreed to promote them both in unison.

(2) Promoting New Policies Based on the Nationwide Plan for Building Safe and Reassuring Communities

The importance of building safe and reassuring communities was well recognized at the Ministerial Meeting concerning Measures against Crime held in

December 2005. In order to spread the momentum to further promote and spread this throughout the country, as well as to deepen the awareness and understanding of citizens, 11 October was designated as “Building of Safe and Reassuring Communities Day”. It was also decided that any group or individual who contributed toward the realization of this aim of “Building Safe and Reassuring Communities” shall receive an award from the Prime Minister.

Thus, on 10 October 2008, as in 2006 and 2007, 10 organizations and one individual were felicitated by the prime minister at his residence.

In 2008, the following events related to “Building Safe and Reassuring Communities Day” were held:

14 October

On 14 October, the “Workshop on Building Safe and Reassuring Communities” was held for autonomous bodies that have been actively making efforts towards crime-resistant urban development to present and exchange opinions (held by the Japan Urban Security Research Institute, sponsored by the NPA).

25 October

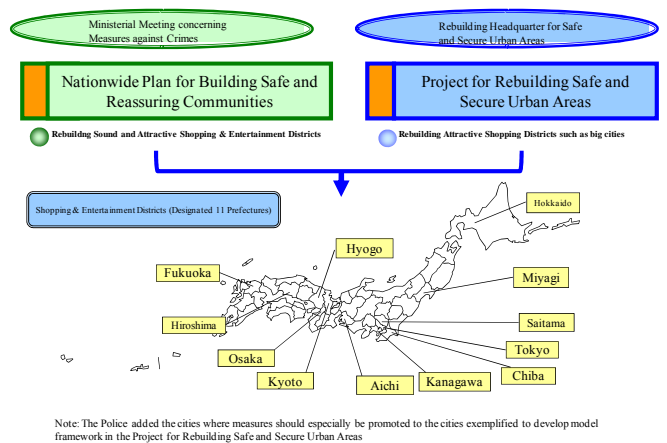
Information of activities undertaken by such nationwide crime prevention volunteer groups was publicized on 25 October in the “Crime Preventing Voluntary Forum 2007” (held by the NPA).

(3) Promoting Comprehensive Measures to Revitalize Shopping and Entertainment Districts

Based on the “Nationwide Plan for Building Safe and Reassuring Communities” and the urban renaissance project “Rebuilding Safe and Secure Urban Areas through Coordination and Cooperation between

Crime prevention Measures and Community Planning,” Prefectural Police with jurisdiction over major shopping and entertainment districts are working to revitalize them as sound and attractive shopping and entertainment districts by strengthening regulations on crime syndicates including *Boryokudan*, illegal employment, adult entertainment shops in shopping and entertainment districts, while also promoting mechanisms to effectively integrate the creation of attractive new districts.

Diagram 1-48 Efforts to Revitalize Shopping and Entertainment Districts



1) Cracking Down on Illegal Adult Shops, Solicitation, Free Adult Shop Information Centers, etc.

In order to clean up the environment in shopping and entertainment districts, the police force is reinforcing control over illegal businesses.

2) Cracking Down Organized Crime in Shopping and Entertainment Districts

Boryokudans continue to actively acquire capital in shopping and entertainment districts through means such as participating in the management of illegal adult shops and casinos, illicit sales of controlled fees from adult shops and other locations. Furthermore, cases of conflict among *Boryokudans* and between *Boryokudans* and foreign crime syndicates or other groups over vested interests are occurring in shopping and entertainment districts. The police are making use of all laws and ordinances in reinforcing their crackdowns.

3) Cooperation with the Relevant Administrative Agencies and Organizations

The police are aiming to revive shopping and entertainment districts as sound and attractive places

by cooperating with the Immigration Bureau, Fire Department and other relevant government agencies to carry out measures including joint crackdowns and spot inspections, as well as cooperating with crime prevention volunteer groups and Federation of Shopping Center Promotion Associations etc. to promote efforts such as joint patrols, city environmental purification activities and *Boryokudan* elimination movements.

4) Restoring and Improving Traffic Order and Generating Vitality

Traffic order is deteriorating in shopping and entertainment districts on account of illegal placement in the streets of billboards for adult shops, and illegal parking and regular business being conducted in the streets by street booths and stalls. In order to rectify and improve traffic order in shopping and entertainment districts, police are cooperating with road administrators and others to narrow roads through installation of bollards and the like, while also instructing and cracking down on malicious, dangerous, and troublesome illegal parking and unauthorized use of roadways. Moreover, the police are working to expedite licensing procedures for road use required for holding events when local public entities participate in local revitalization events, as part of their efforts to create a sound and bustling city, while taking the societal impact into account.

5) Efforts toward Developing Appealing Urban Areas in Shopping and Entertainment Districts

The police are making efforts to strengthen the cooperation structure between government and private sectors through opportunities such as the council on developing urban areas, from the viewpoint of the police, while providing necessary information and working proactively, in order to realize the necessary measures for the revitalization of sound and appealing urban areas in shopping and entertainment districts.

5. Collaboration with Local Communities to Restore Public Safety

(1) Activities of Crime Prevention Volunteer Groups

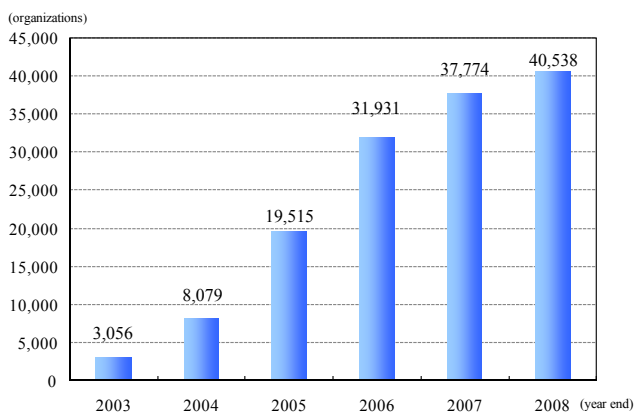
In order to build safe and reassuring communities, it is important to form communities that are tough on crime by raising crime prevention awareness and promoting independent crime prevention activities among the Japanese people.

The number of confirmed groups as of the end of December 2008 was approximately 40,538 nationwide¹.

The total number of volunteers participating in affiliate activities is approximately 2.50 million, the majority of which are neighborhood or child protection groups.

Note 1: Those with a performance record of an average of at least one activity a month (excluding meetings where only opinions or information are exchanged), and groups of more than five members.

Diagram 1-49 Trends in the Number of Crime Prevention Volunteer Groups (2003-2008)



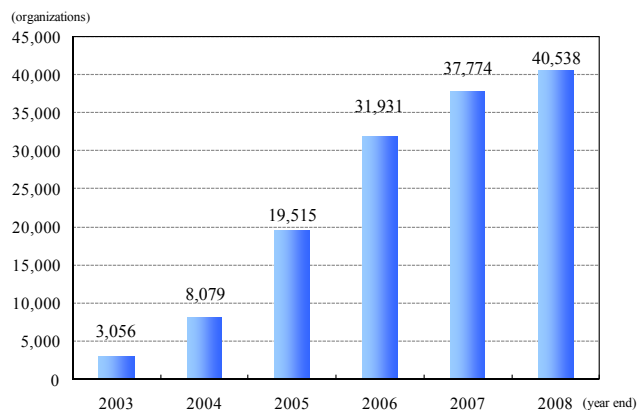
(2) Supporting Voluntary Crime Prevention Activities

The “Community Safety and Security Station” promotion project undertaken by the police supports voluntary crime prevention efforts by establishing a base for activities, and was administrated in 800 districts nationwide. It lends equipment required for patrols, and since 2007, has been focusing on supporting activities to ensure the safety of children.

Moreover, a system was developed in cooperation with the Ministry of Land, Infrastructure, Transport and Tourism so that it became possible to equip crime prevention patrol cars with rotating blue lights. As of the end of December 2008, 6,556 groups and 26,622 vehicles equipped with rotating blue lights throughout the country conducted crime prevention patrols.

In addition, a “volunteer crime prevention activities support page” (<http://www.npa.go.jp/safetylife/seianki55/index.html>) was launched on the NPA website to promote the creation of a mutual network for crime prevention voluntary groups by introducing approximately 4,300 crime prevention voluntary groups as of 1 May 2008, as well as examples of activities of roughly 670 active groups.

Diagram 1-50 Trends in the Situation of the Usage of Crime Prevention Patrol Cars with Rotating Blue Lights (2004-2008)



(3) Provision of Crime Information and Community Safety Information

In order to promote the development of a safe and secure city and curb crimes that local residents feel are close to them, the police are providing crime and community safety information through various methods and means.

The provision of information also promotes voluntary crime prevention activities by supplying appropriate information on a timely basis when a crime occurs, as well as information on crime prevention measures.

6. Environmental Planning which Takes Crime Prevention into Consideration

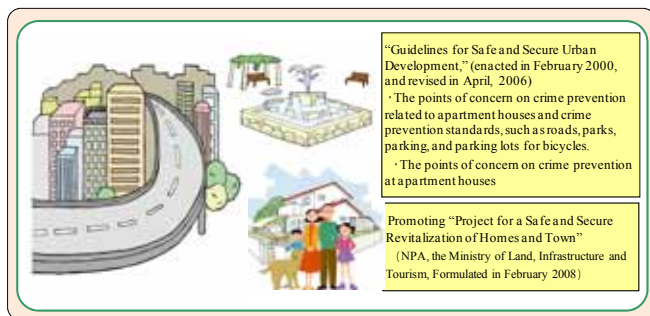
(1) Establishing Safety Standards for Public Facilities and Residences

In February 2000, the NPA established “Guidelines for Safe and Secure Urban Development,” (revised in April, 2006) which defined the points of concern on crime prevention related to apartment houses and crime prevention standards, such as roads, parks, parking, and parking lots for bicycles. It aims to promote the development of urban areas with fewer crime victims by planning an environment that takes crime prevention into account. As such, the crime prevention performance in residences, as well as the maintenance and management of public facilities developed with crime prevention in mind have all been improved.

Additionally from 2008, in cooperation with the Ministry of Land, Infrastructure, Transportation and Tourism, the police have selected model districts from 13 prefectures nationwide for the “Project for a Safe and Secure Revitalization of Homes and Town” using grant aid for regional housing and grant aid for urban

development in order to further advance a safe and secure urban development. Through this initiative, the police support new activities to improve living functions and crime prevention functions conducted in cooperation with regional public organizations, local residents, local businesses, and others.

Diagram 1-51 Securing Life Environment with Fewer Crime Victims by Environmental Planning which Takes Crime Prevention into Consideration



(2) Registration and Accreditation of Crime Prevention Performance of Housing Complexes and Parking Lots

The police are promoting the system for registering and accrediting condominiums and parking with crime resistant structures and facilities as “crime resistant model condominiums” and “crime resistant model parking”. “Crime resistant model condominiums” have been developed and put into operation in 19 prefectures¹ and “crime resistant model parking” has been developed and implement in 8 prefectures² as of the end of March 2009.

(3) Installation of Security Cameras in Streets

363 security cameras were installed in streets across 10 prefectures as of the end of March 2009 in order to prevent crimes and damage from occurring in public spaces, as well as to confirm crimes immediately after they occur to facilitate a rapid and accurate response to pursue criminals and protect victims.

Additionally in 2009, for the realization of a street security camera system that contributes to the effective and efficient prevention of crime, the police will conduct a model project in order to review the role that the system will play.

In addition, a street emergency call system (super security light) and child emergency notification devices³ are being promoted as subsidiary services in Japan. These devices total 546 in 59 regions and 400 in 59 regions respectively as of the end of March 2009.

Note 1: Hokkaido, Saitama, Tokyo, Chiba, Kanagawa, Shizuoka, Fukui, Gifu, Aichi, Kyoto, Osaka, Hyogo, Nara, Hiroshima, Yamaguchi, Tokushima, Ehime, Oita and Okinawa

2: Tokyo, Chiba, Shizuoka, Kyoto, Osaka, Hiroshima, Oita and Okinawa

3: A street emergency call system (super security light), is equipped with red lights for emergency purposes, an emergency bell, anti-crime cameras and an intercom. It is used to contact the police during an emergency. Videos can also be sent through this system. A child emergency notification device, which consists of emergency red lights, an emergency bell, a communicator camera and an intercom, is installed at school roads, gardens etc. and can be used to notify the police during emergencies. These are maintained as subsidiary businesses by Japan, and also as independent businesses by prefectures.

7. Maintaining a Favorable Living Environment

(1) Current Status of the Adult Entertainment Businesses

1) Current Status of the Adult Entertainment Businesses

Based on the “Current Status of the Adult Entertainment Business In accordance with the Act on Control and Improvement of Adult Entertainment Businesses” (hereafter referred to as the “Adult Entertainment Business Act”), the police working to ensure appropriate services by enforcing necessary regulations for adult entertainment and related businesses. They are also supporting voluntary efforts on the part of such businesses to provide wholesome services.

Table 1-15 Trends in the Number of Adult Entertainment Businesses (2004-2008)

Category \ Year	2004	2005	2006	2007	2008
Total	115,955	112,892	111,528	109,135	106,864
Type 1 Establishments (Cabarets, etc.)	5,056	4,914	4,505	4,080	3,668
Type 2 Establishments (Restaurants, Cafes, etc.)	67,031	66,217	66,998	67,352	67,330
Type 3 Establishments (Nightclubs, etc.)	596	572	558	541	512
Type 4 Establishments (Nightclubs, etc.)	370	343	326	241	232
Type 5 and Type 6 Establishments	23	14	13	13	11
Type 7 Establishments	32,770	31,317	30,037	28,256	26,974
Mahjong Parlors	17,021	16,030	15,247	14,555	13,920
Pachinko Parlors (Note)	15,617	15,165	14,674	13,585	12,937
Other	132	122	116	116	117
Type 8 Establishments (Game Centers, etc.)	10,109	9,515	9,091	8,652	8,137

Note: places where customers enjoy pinball and slot machines and other amusement games

2) Current Status of Prostitution Offenses and Sex-Related Offenses

Since the amendment of the “Adult Entertainment Business Act” in 2006 to prevent human trafficking and illegal businesses, although the number of reports on dispatch massage and other non-shop based

sex-related special business had increased in 2008 more than the previous year, it has greatly decreased compared to 2005, but increased in 2008 compared to the previous year.

Table 1-16 Trends in the Number of Reports on Sex-related Special Businesses (2004-2008)

Category \ Year	2004	2005	2006	2007	2008
Total	37,891	42,583	17,492	19,990	22,021
Sex-Related Special Amusement Businesses by Type of Establishments	10,630	10,360	6,790	6,684	6,570
Type 1 Establishments (Soaplands, etc.)	1,304	1,306	1,248	1,250	1,249
Type 2 Establishments (Massage Parlors, etc.)	1,013	1,021	823	875	862
Type 3 Establishments (Strip Clubs, etc.)	456	439	192	180	162
Type 4 Establishments (Love Hotels, etc.)	6,636	6,414	4,167	4,031	3,944
Type 5 Establishments (Adult Shops, etc.)	1,221	1,180	360	348	353
Non-Shop Based Sex-Related Special Businesses	24,386	28,854	9,610	12,071	14,035
Type 1 Businesses (Dispatch Massage, etc.)	21,570	25,727	8,936	11,236	13,093
Type 2 Businesses (Adult Video Mail Order)	2,816	3,127	674	835	942
Image-Distribution Type	2,031	2,575	626	811	1,026
Sex-Related Special Businesses					
Shop-Based Telephone Introduction Business	469	432	299	245	209
Non-Shop Based Telephone Introduction Business	375	362	167	179	181

3) Current Status of Late-Night Catering Business

The number of late night catering businesses has leveled out over the past five years.

(2) Current Status of Prostitution Offenses and Sex-Related Offenses

The percentage of constituent and pre-constituent members of *Boryokudan* amongst the total number of prostitution cases cleared was 16.6% (110 persons) during 2008, demonstrating the fact that prostitution has remained to be a financial resource for *Boryokudan*. Recently notable crimes include the use of weekly

magazines, mobile online dating sites, and the like as means of publicity. Other deplorable crimes include forced prostitution and disguising dispatch style massage parlors.

The number of arrests made in accordance with the “Adult Entertainment Business Act” involving un-licensed businesses in 2008 has increased since the previous year. Recently, the crime of selling obscene information used by computers / network, recorded DVDs etc. has also been widely observed.

Table 1-17 Trends in the Situation of Confirmed Adult Entertainment Business Act Offenses (2004-2008)

Category \ Year	2004		2005		2006		2007		2008	
	Cases	Persons	Cases	Persons	Cases	Persons	Cases	Persons	Cases	Persons
Total	2,175	3,120	2,523	3,765	3,314	4,587	3,340	4,342	3,249	3,956
Operation in an Unauthorized Area	700	1,255	711	1,411	646	1,263	569	1,102	532	1,074
Employment of Minors	453	615	468	665	536	730	512	713	439	598
Solicitation	386	560	496	737	692	1,035	649	1,020	537	815
Operating without License	276	270	432	462	560	609	622	757	656	836
Unapproved Modifications to Building/Facilities or Game Equipment	114	175	113	172	119	206	69	107	49	68
Provision of Alcohol to Customers under the Age of 20	55	119	92	180	94	202	109	229	101	200
Other	191	126	211	138	667	542	810	414	935	365

Table 1-18 Trends in the Situation of Confirmed Indecency Crimes (2004-2008)

Category \ Year	2004		2005		2006		2007		2008	
	Cases	Persons	Cases	Persons	Cases	Persons	Cases	Persons	Cases	Persons
Total	2,171	2,041	2,412	2,316	2,769	2,628	2,505	2,510	2,569	2,470
Indecent Exposure	1,669	1,451	1,741	1,502	1,999	1,715	1,718	1,618	1,782	1,613
Distribution of Obscene Materials	502	590	671	814	770	913	787	892	787	857

(3) Police Efforts against Human Trafficking Offenses

1) Situation of Arrests in Human Trafficking Offenses

Recently, the prevention of the human trafficking has become an international issue. The police are working in cooperation with the Immigration Bureau and other relevant agencies to strengthen surprise crackdowns along the border and on corrupt managers and employers, provide immediate protection for victims of trafficking and shed light on the human trafficking situation in Japan and abroad. Moreover,

the police are exchanging detailed information with private or other victim support organizations and the embassies of relevant countries.

A breakdown of the suspects of international trafficking cases cleared in 2008 revealed that 26 were managers and 7 were employers. Moreover, the nationalities of many were Thai (18 persons), or Philippine (7 persons), accounting for 69.4% of the total. The majority (24 persons) of the resident statuses of the victims were “short term,” (9 persons) and “illegal entry” (8 persons).

Table 1-19 Trends in the Number of Human Traffickers Arrested and Number of Victims (2004-2008)

Category \ Year	2004	2005	2006	2007	2008
Number of Clearances (cases)	79	81	72	40	36
Number of Arrests (persons)	58	83	78	41	33
Broker	23	26	24	11	7
Number of Victims (persons)	77	117	58	43	36

2) Establishing a Call Service for Anonymous Tip-offs

A private organization consigned by the police has been operating the “Call Service for Anonymous Tip-offs” since 1 October 2007. This is a system that accepts anonymous information regarding certain crimes related to youth welfare¹ and human trafficking offenses and pays out a reward to those who give information leading to the clearance of a case. As of 30 September 2008, there were 206 reported tip-offs regarding crimes related to youth welfare, and 62 related to human trafficking offenses. Of these, 7 reports were successful in leading to the solving of the

case.

Note 1: Welfare crimes do not include some that are stipulated in the “Act on Preventing Minors from Smoking” and “Act on Preventing Minors from Drinking” (only applies to juvenile crime victims) but include abduction and kidnap of minors.

(4) Appropriate Control of Firearms and Measures for Dangerous Objects

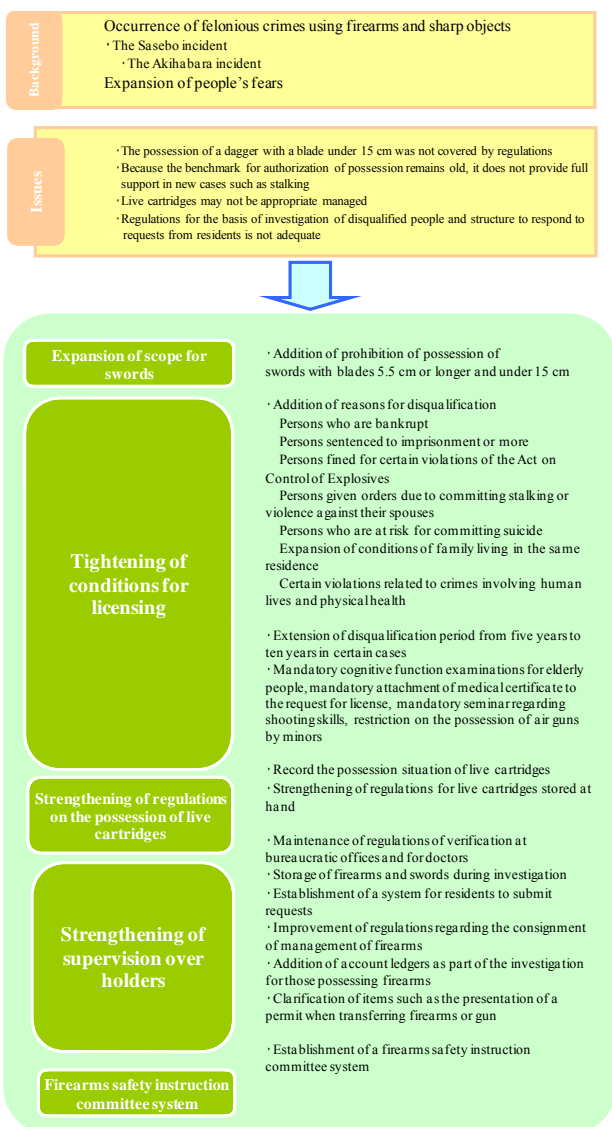
1) Strengthening of Firearms Regulations and Sharp Objects Regulations

As of the end of 2008, the number of rifles and

hunting guns and air guns licensed for possession by Prefectural Public Safety Commissions based on the Firearms and Swords Control Act (hereafter called the Firearm Control Act) is 308,667 and 152,298 people have licenses. The police are making efforts to conduct appropriate evaluations for licensing and administrative measures to eliminate disqualified people. In 2008, the number of requests for a license denied was 26 and the number of cases in which licenses were revoked was 173.

Additionally, the police conduct thorough instruction on the appropriate handling and safekeeping of firearms through seminars, as well as conduct yearly general inspections in order to prevent accidents and thefts involving hunting guns.

Diagram 1-52 Outline of the Partial Revision of the Firearms and Swords Control Act



In 2008, after the shotgun killing case in Sasebo City, Nagasaki, the “Overall Review on 300,000 Guns and 170,000 Persons” campaign was implemented. It was

targeted at all permitted guns at Prefectural Police as well as everyone who possessed guns. The NPA implemented the “Overall Review on Firearms Administration” to review firearms administration through a wide perspective.

Given the results of the overall review and the random assault incident using a dagger which occurred in Chiyoda ward, Tokyo, in December, 2008, a law partially revising the Firearm Control Act, including the strengthening of firearms regulations and sharp objects regulations, was passed and enacted. A regulation prohibiting the possession of blades 5.5 cm or longer and a partial regulation relating to the strengthening of firearms regulations were put into force on 5 January, 2009 and 1 June, 2009 respectively.

2) Measures against Hazardous Materials

The “Act on Control of Explosives,” the “Act on the Prevention of Infectious Diseases and Medication for Patients Suffering from Infectious Diseases”, and the “Act on the Prevention from Radiation Hazards due to Radioisotopes and Others” stipulate that the transportation of explosives, specified pathogens, radioactive materials and other such hazardous materials be reported to Prefectural Public Safety Commissions.

In order to transport such hazardous materials safely, the police give guidance and instructions to related professionals beforehand, as well as carrying out inspections of places at which the materials are kept to prevent trespassing, theft, and illegal outflow.

Table 1-20 Situation of Transportation Reports and Inspection (2008)

Category	Number of Transportation Reports Received (cases)	Received Number of Inspection Conducted (cases)
Explosives	42,247	21,412
Specified Pathogens	46	23
Radioisotopes and Others	1,206	3
Nuclear Fuel Materials	678	26

8. Fostering and Utilizing the Industry of Community Safety

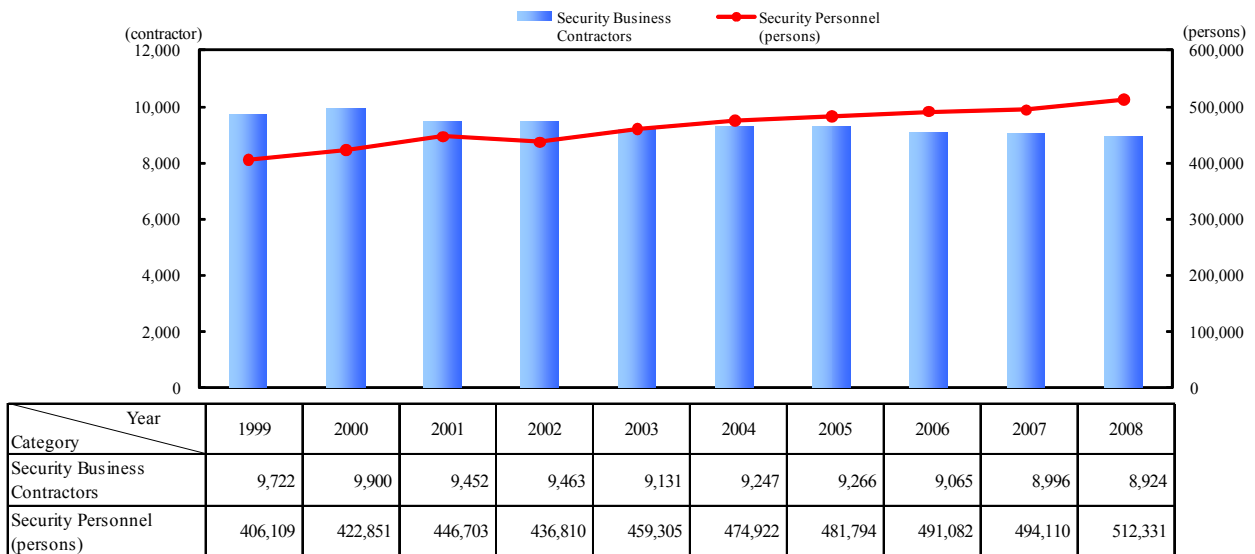
(1) Fostering Private Security Businesses

Private security business have been established as private community safety services whose operations cover a broad range of fields including facility security, crowd security, traffic guidance security, cash delivery security and body guarding. They also include residential security system equipment, which has been spreading and growing in popularity. Security is also being provided at facilities such as airports and nuclear

power plants that are likely targets for terrorist attacks. By supervising private security businesses and imposing administrative penalties on firms that

conduct inappropriate operations, the police work to ensure the appropriate operation of security businesses.

Diagram 1-53 Trends in the Number of Security Business and Security Personnel (1999-2008)



(2) Prevention of Distribution of Stolen Goods through Antique Dealers and Pawnbrokers and Recovery of Damages

Considering the high probability that stolen goods and others will be brought to antique dealers and pawnbrokers, the “Antique Dealing Act” and the “Pawnbrokers Business Act” stipulate various measures for dealers. These laws prevent an influx of stolen and other such goods into the market as well as aiding in the discovery of stolen goods once they enter the market, thereby facilitating the prevention of theft and other crimes, as well as the recovery of the damages. Moreover, antique dealer and flea market vendor associations are conducting training programs to teach managers of business and flea markets how to determine whether an antique is fraudulent. The police are assisting in this effort by dispatching instructors.

(3) Cooperation with the Security Equipment-Related Industry

The police are supporting the development of security equipment by providing members of the security industry with the latest information on the criminal conditions and analytical results of modus operandi so that security equipment market will be

supplied with high-quality security equipment.

Moreover, general security equipment engineers¹ and those employed by Japan Security Systems Association are playing an active role as experts with specialized knowledge and skills related to the design, construction, and maintenance of security equipment. The police are supporting this association by enhancing training courses for security equipment engineers and other personnel, as well as encouraging prefectures to establish security equipment engineer associations.

(4) Promoting Proper Detective Businesses

The “Act on Promoting Proper Detective Businesses” was established on June 2007 for the purpose of ensuring their appropriate operation and contributing to the protection of individual rights and profit. As well as understanding the state of the detective industry, the police also take strict measures against any illegal activities to promote the proper conduct of detective operations.

Note 1: As of 1 January 2009 there were approximately 250 general security equipment engineers, and 18,000 security equipment engineers.

Section 4. Prevention of Juvenile Delinquency and Fostering Wholesome Development

1. Juvenile Delinquency Overview

(1) Situation of Juvenile Delinquency

The number of juvenile Penal Code offenders in 2008 decreased for five consecutive years, falling below 100,000 for the first time in 52 years since 1956. However, the number of juvenile Penal Code offenders arrested for every 1,000 persons in the same age group remains at a high level at 5.2 times that of adults (2.5 persons).

Although the number of juvenile offenders under the age of 14 receiving police guidance has decreased in 2008, the situation still does not allow optimism. The number of misconduct juveniles receiving police guidance has decreased since last year, but has

remained above 1 million since 2002.

- The number of juvenile Penal Code offenders arrested in 2008: 90,966 (a decrease of 12,258 (11.9%) from the previous year)
- The percentage of juveniles accounting for all Penal Code offenders arrested: 26.8% (a decrease of 1.4 points from the previous year)
- The number of juvenile Penal Code offenders arrested for every 1,000 persons in the same age group in 2008: 12.4 (a decrease of 1.4 persons from the previous year)

Diagram 1-54 Trends in the Number of Juveniles Arrested for Penal Code Offenses as a Proportion of the Population (1949-2008)

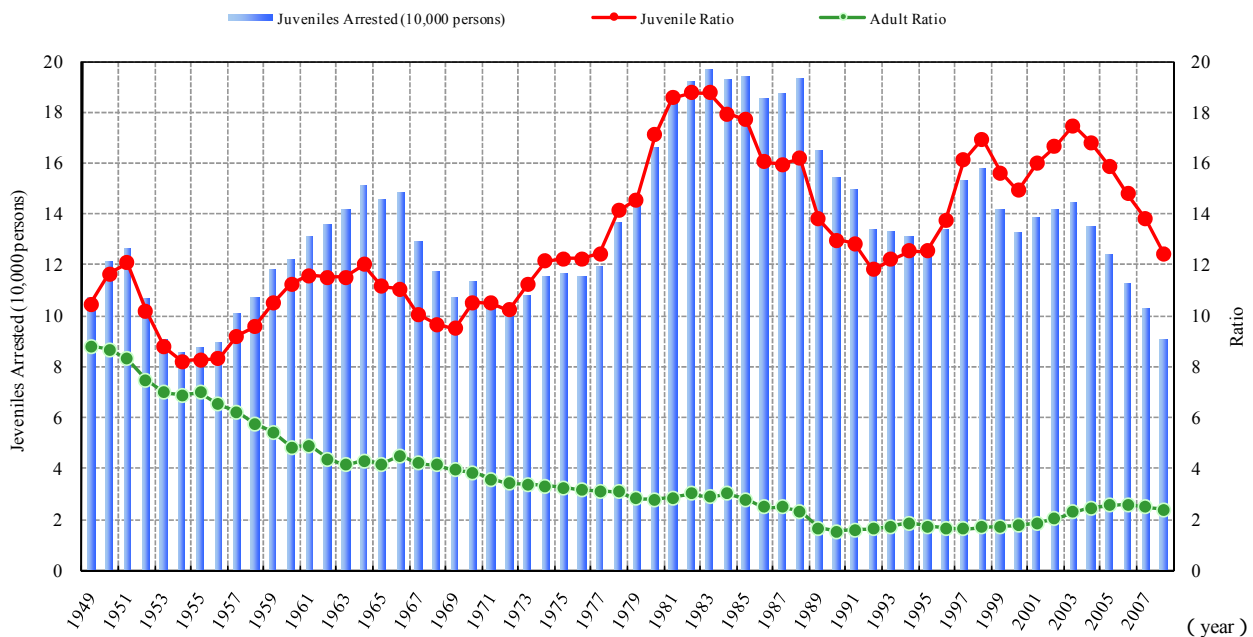


Table 1-21 Trends in the Number of Law-breaking Juveniles under the Age of 14 Receiving Police Guidance (1999-2008)

Category \ Year	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Total (persons)	22,503	20,477	20,067	20,477	21,539	20,191	20,519	18,787	17,904	17,568
Felonious offenses	173	174	165	144	212	219	202	225	171	110
Violent offenses	1,507	1,869	1,696	1,613	1,467	1,301	1,624	1,467	1,425	1,347
Larceny offenses	16,968	14,840	14,128	14,257	14,448	13,710	13,336	11,945	11,193	11,356
Intellectual offenses	21	30	37	31	39	46	57	63	55	65
Moral offenses	81	95	110	131	132	116	116	117	138	137
Other Penal Code offenses	3,753	3,469	3,931	4,301	5,241	4,799	5,184	4,970	4,922	4,553

Table 1-22 Trends in the Number of Misconduct Juveniles Receiving Police Guidance (1999-2008)

Year	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Total (persons)	1,008,362	885,775	971,881	1,122,233	1,298,568	1,419,085	1,367,351	1,427,928	1,551,726	1,361,769
Wandering at midnight	328,248	307,112	370,523	475,594	577,082	669,214	671,175	719,732	795,430	732,838
Smoking	492,372	417,053	437,988	480,598	542,214	575,749	545,601	557,079	602,763	497,658
Others	187,742	161,610	163,370	166,041	179,272	174,122	150,575	151,117	153,533	131,273

(2) Chief Characteristics of Juvenile Delinquency in 2008

1) Juvenile Penal Code Offenders

The number of juvenile Penal Code offenders arrested in 2008 is shown in Table 1-23, and the

number of offenses in each crime category excluding moral offenses has decreased from the previous year. However, the spate of major crimes committed by juveniles has drawn society’s attention.

Table 1-23 Trends in the Number of Arrests by Crime of Juvenile Penal Code Offenders (1999-2008)

Year	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Total (persons)	141,721	132,336	138,654	141,775	144,404	134,847	123,715	112,817	103,224	90,966
Felonious offenses	2,237	2,120	2,127	1,986	2,212	1,584	1,441	1,170	1,042	956
Violent offenses	15,930	19,691	18,416	15,954	14,356	11,439	10,458	9,817	9,248	8,645
Larceny offenses	86,561	77,903	81,260	83,300	81,512	76,637	71,147	62,637	58,150	52,557
Intellectual offenses	561	584	526	632	784	1,240	1,160	1,294	1,142	1,135
Moral offenses	409	429	410	347	425	344	383	346	341	389
Other Penal Code offenses	36,023	31,609	35,915	39,556	45,115	43,603	39,126	37,553	33,301	27,284

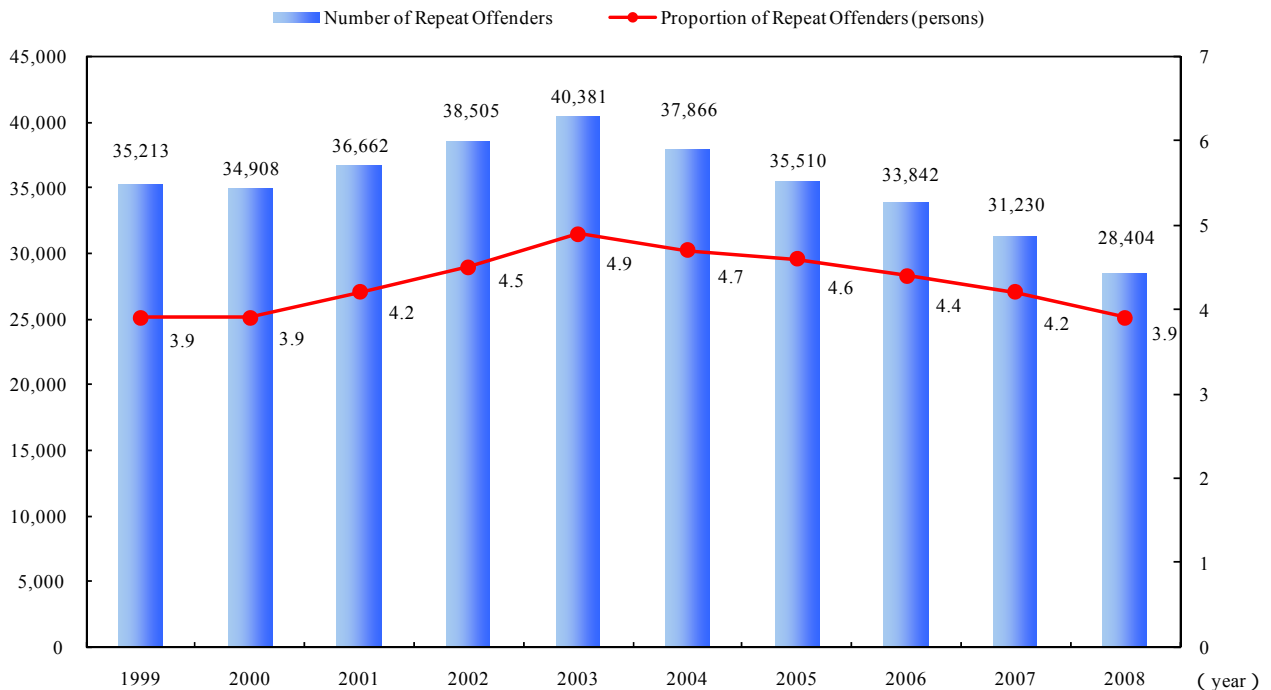
2) Repeat Offenders

The number of juvenile Penal Code repeat offenders in 2008 has decreased for the fifth year running. The number of repeat offenders as a proportion of the population¹ has similarly decreased, though it is 3.6 times (1.1) that of the population of adult repeat

offenders.

Note 1: The number of repeat offenders per 1,000 members of the population in the same age group

Diagram 1-55 Trends in the Number and Proportion of Juvenile Penal Code Repeat Offenders (1999-2008)



2. Comprehensive Measures for the Prevention of Juvenile Delinquency

(1) Activities of Juvenile Support Centers

The police have established juvenile support centers in all Prefectural Police departments¹ where juvenile guidance officials work in close cooperation with schools, child counseling centers, and other relevant institutions and organizations to implement comprehensive measures for the prevention of juvenile delinquency.

Note 1: As of 1 April 2009, 197 Juvenile Support Centers have been set throughout Japan. (68 are set outside of police facilities)

1) Juvenile Consultation Activities

Personnel with specialized knowledge about psychology or education, or have broad experiences in dealing with issues related to juvenile delinquency provide sympathetic counseling and advice to juveniles and parents who have worries or concerns.

2) Street Guidance Activities

In order to deter juvenile delinquency and promote the wholesome development of juveniles, it is necessary to take appropriate action before misconduct leads to delinquency. The police implement street guidance activities jointly with schools and relevant institutions, volunteer groups and local residents at various locations where juveniles are likely to gather, such as busy shopping districts, school perimeters, school routes, and parks.

3) On-going Guidance and Support

Upon the requests of juveniles or their parents, guidance and support are provided on an on-going basis to help juveniles recover, whether they were involved in juvenile consultations or street guidance activities etc. This is achieved through interviews, home visits, and participation in such activities as community service until their family, school, personal relationships and other environmental factors improve. Other measures include counseling for victims of bullying and sex crimes in which they deal with their concerns on a continuous basis.

4) Awareness Activities

The police are promoting the understanding of the realities of juvenile delinquency, crime victims and juvenile police activities by giving courses in delinquency prevention, drug abuse prevention etc. in schools, as well as holding discussion meetings about

juvenile delinquency with local residents and parents.

(2) Cooperation with Schools and Other Relevant Institutions

1) Juvenile Support Teams

Juvenile Support Teams consisting of representatives from schools, police, and child counseling centers provide guidance and support to juveniles on issues pertaining to their respective specialist fields, in order to respond appropriately to each juvenile's particular problem situation. The police are also working in conjunction with the Ministry of Education, Culture, Sports, Science and Technology to hold councils with such representatives from Prefectural Police forces and relevant institutions and organizations to make the most of the juvenile support teams.

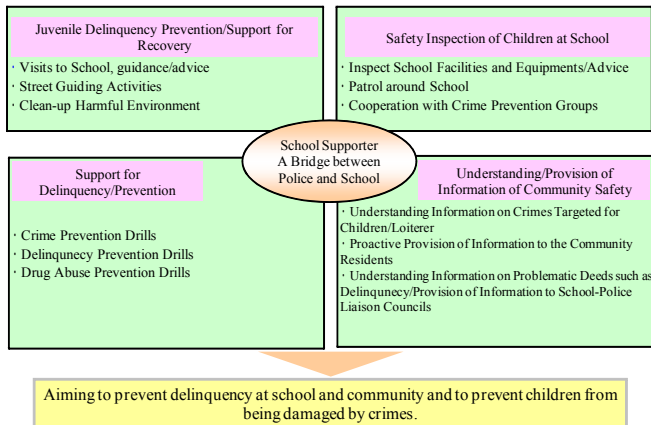
2) Cooperation between Schools and the Police

Under the "school-police information sharing framework", both schools and police mutually provide information about minors with juvenile delinquency problems. The framework is based on agreements concluded between education boards, and the police, and was operational in all prefectures as of 1 April 2009. Around 2,500 School-Police Liaison Councils have also been established in the jurisdictions of police stations and municipalities throughout Japan.

3) School Supporter

The School Supporter system assigns retired policemen and others to police stations to be available for dispatch by the request from schools to handle juvenile issues at schools, conduct patrols and consultation, and give advice on securing the safety of minors. As of 1 April 2009, this system has been adopted in 41 prefectures and approximately 500 people are assigned as staff.

Diagram 1-56 School Support System



(3) Cooperation with Juvenile Police Volunteers

As of 1 April 2009, the police have commissioned approximately 53,000 juvenile guidance officials¹, 400 support personnel for juvenile police², and 6,800 juvenile guidance committee members³ and other juvenile police volunteers throughout Japan to work together in street guidance activities and other activities to promote the wholesome development of juveniles.

Note 1: It is engaged in a wide delinquency prevention activity including the street guiding activity and the environmental clean-up activity.

2: It is engaged in the consultation guidance to prevent delinquency by separating child from delinquency group.

3: It is engaged in the child guiding activity against businessman from the amusement industry and child advice activity for defending the child from the influence of harmful entertainment environment after receiving the request from the Prefectural Public Safety Commission based on the Adult Entertainment Business Act.

(4) Measures against Juvenile Crime

The police are enhancing and strengthening the investigative structure of juvenile crime by reinforcing the number of police officers in charge of juvenile crime by devoting a team of investigators by organizing them into juvenile crime special investigation units and other measures. Juvenile crime instruction officers have also been assigned to the TMPD and Prefectural Police Headquarters to provide instructions to police stations on matters regarding juvenile crime investigations, especially with respect to characteristics of juveniles and trials of juvenile crimes and so on.

Chapter II.

Promotion of Measures against Organized Crimes

Section 1: Measures against *Boryokudans*

1. *Boryokudan* Situation

Recently *Boryokudans* are attempting to make headway in the construction industry, real estate industry and financial/securities markets, supplementing their traditional fields of interest such as fund acquisition activities and violent interventions in civil, corporate and government affairs. *Boryokudans* are concealing the true nature of their organizations and carrying out these actions under the pretension of legal business activities.

Boryokudans conduct various fund acquisition activities corresponding to changes in their socioeconomic circumstances. Recently, many have dared to intervene in public work projects, acquiring funds through a misuse of public lending mechanisms.

Furthermore, the amount of brutal crimes involving lethal weapons such as guns committed by *Boryokudans* in busy streets or residential intersections have not decreased. These crimes continue to seriously threaten society.

The police are doubling efforts against these problems and conducting thorough crackdowns on *Boryokudan*-related crime while paying attention to the changes in socioeconomic situation. The police are promoting the effective operation of the Act on Prevention of Irregularities by *Boryokudans* (hereafter referred to as “The Anti-*Boryokudan* Act”), *Boryokudan* elimination activities, and measures to support those victimized by *Boryokudans*.

(1) Trends in Regular and Associate *Boryokudan* Membership

The total number of regular and associated¹ *Boryokudan* members (hereafter referred to as “*Boryokudan* Members”) are shown in Diagram 2-1.

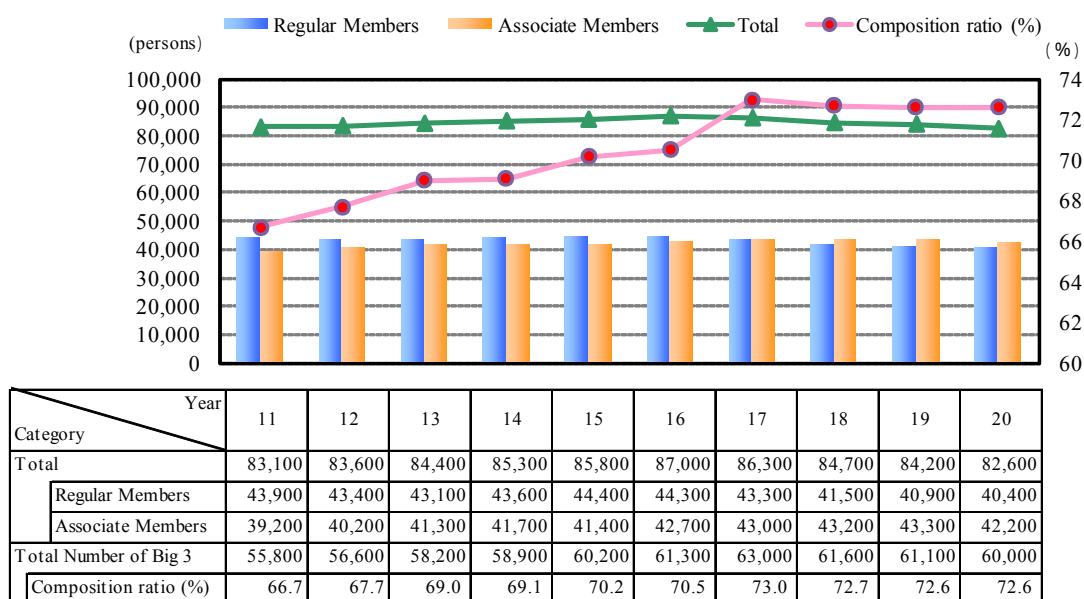
The total count gradually increased between 1996 and 2004, but continuously declined in 2007 and 2008.

Although the aggregate number of regular and associated members within the big three organizations of Yamaguchi-gumi, Sumiyoshi-kai and Inagawa-kai decreased in 2008, it the three still contained more than 70% of Japan’s total *Boryokudan* members, signifying that these three groups continue to hold an oligarchy over organized crime. Furthermore, the associated and regular members of the Yamaguchi-gumi made up 46.0%² of the total number of *Boryokudan* members (the number of regular members of the Yamaguchi-gumi alone amount to 46.0% of the total regular *Boryokudan* members in Japan), a picture which indicates the prominence of Yamaguchi-gumi.

Note 1: Associated Members are those who are not necessarily members of a *Boryokudan*, but have a relationship with a *Boryokudan* and attempt unlawful and violent actions with the power of the *Boryokudan* behind them or those who cooperate with and support the activities of *Boryokudan* through a supply of funding, weapons, etc. to *Boryokudans* or *Boryokudan* members.

2: The number of Yamaguchi-gumi members occupy 50.0% of all *Boryokudan* members.

Diagram 2-1 Trends in *Boryokudan* Membership (1999-2008)



Note: Composition ratio = Total Number of three organizations ÷ Total Number × 100

(2) Dissolution and Disintegration of *Boryokudans*





















In 2008, a total of 187 *Boryokudan* organizations having a total of approximately 1,110 regular members were dissolved or disintegrated. Of these, 158 organizations (84.5%) with a total of approximately 947 people (85.3%) were under the umbrella of one of the big three organizations, Yamaguchi-gumi, Sumiyoshi-kai or Inagawa-kai.

(3) Designation of *Boryokudan*

As of 1 May 2009, a total of 22 organizations were designated as *Boryokudan*, based on the definition laid

out in the Anti-*Boryokudan* Act. 5 organizations, such as Yamaguchi-gumi, Inagawa-kai, and Sumiyoshi-kai, were designated as *Boryokudan* for the sixth time in 2008. In 2008, Kyushu Seido-kai was designated as a *Boryokudan* for the first time and five other organizations were designated as a *Boryokudan* for the sixth time.

Table 2-1 Details of Designated *Boryokudan* (As of 1 May 2009)

Number	Name of Organization	Location of Main Office	Representative	Area of Influence (prefectures)	Approximate number of members	Initial specified date	Expiry Year	Symbol
1	Sixth Yamaguchi-gumi	4-3-1 Shinohara-honmachi, Nada-ku, Kobe City, Hyogo	Kenichi Shinoda	45	20,300	23-Jun-92	2010 (6)	
2	Inagawa-kai	7-8-4 Roppongi, Minato-ku, Tokyo	Yoshio Tunoda	21	4,800	23-Jun-92	2010 (6)	
3	Sumiyoshi-kai	6-4-1 Akasaka, Minato-ku, Tokyo	Shigeo Nishiguchi	19	6,100	23-Jun-92	2010 (6)	
4	Fourth Kudo-kai	1-1-12 Kantake, Kokurakita-ku, Kitakyushu City, Fukuoka	Satoru Nomura	5	770	26-Jun-92	2010 (6)	
5	Third Kyokuryu-kai	4-301-6 Shuri Ishimine-cho, Naha City, Okinawa	Yoshihiro Onaga	1	260	26-Jun-92	2010 (6)	
6	Okinawa Kyokuryu-kai	2-6-19 Tsuji, Naha City, Okinawa	Kiyoshi Tominaga	1	370	27-Jul-92	2010 (6)	
7	Fifth Aisuketotsu-kai	176-1 Higashi-tagasagawa-suji, Uenokuchi-agaru Iwataki-cho, Shimogyo-ku, Kyoto City, Kyoto	Yoshitsugu Baba	3	660	27-Jul-92	2010 (6)	
8	Fifth Kyosei-kai	18-10 Minami-oko-cho, Minami-ku, Hiroshima City, Hiroshima	Atsumu Moriya	1	330	27-Jul-92	2010 (6)	
9	Sixth Goda-ikka	3-13-6 Takezaki-cho, Shimonoseki City, Yamaguchi	Kanji Nukui	3	180	27-Jul-92	2010 (6)	
10	Fourth Kozakura-ikka	9-1 Kotsuki-cho, Kagoshima City, Kagoshima	Kiei Hiraoka	1	100	27-Jul-92	2010 (6)	
11	Third Asano-gumi	615-11, Kasaoka, Kasaoka City, Okayama	Yoshiaki Kushita	2	140	14-Dec-92	2010 (6)	
12	Dojin-kai	6-9 Torihigashi-machi, Kurume City, Fukuoka	Tetsuji Kobayashi	4	790	16-Dec-92	2010 (6)	
13	Second Shimwa-kai	2-14-4 Shiogami-cho, Takamatsu City, Kagawa	Hirofumi Kira	1	70	24-Dec-92	2010 (6)	
14	Soai-kai	1343-B Ichihara City, Chiba	Masanori Shioshima	2	270	4-Mar-93	2010 (6)	
15	Third Kyodo-kai	3025-1 Onomichi City, Hiroshima	Nozomu Watanabe	6	190	4-Mar-93	2011 (6)	
16	Taishu-kai	1343-8 Oaza Yugeta, Tagawa City, Fukuoka	Hiroshi Hidaka	1	190	26-May-93	2011 (6)	
17	Seventh Sakaume-gumi	2-7-15 Nishi-shinsaibashi, Chuo-ku, Osaka City, Osaka	Kim Jae Hak	2	120	21-Jul-93	2011 (6)	
18	Kyokuto-kai	1-29-5 Nishi-ikebukuro, Toshima-ku, Tokyo	Jo Gyu Hwa	15	1,200	4-Aug-93	2011 (6)	
19	Azuma-gumi	1-11-8 Sanno, Nishi-nari-ku, Osaka City, Osaka	Kiyoshi Kishida	1	160	10-Feb-94	2011 (6)	
20	Matsuba-kai	2-9-8 Nishi-asakusa, Taito-ku, Tokyo	Lee Chun Seong	10	1,200	10-Feb-95	2012 (6)	
21	Third Fukuhaku-kai	5-18-15 Chiyo, Hakata-ku, Fukuoka City, Fukuoka	Kim In Sun	4	330	10-Feb-00	2012 (4)	
22	Kyushu Seido-kai	2-4-2 Jyokan-cho, Omuta City, Fukuoka	Park Jeong Ho	5	350	28-Feb-08	2011 (1)	

Note 1: The “Area of influence” and “Number of members” fields of this table show the values for each syndicate at the latest specified reference date. “Name,” “Location of main office,” “Representative” and “Symbol” show the data available as of 22 May 2008.

- 2: Since Ishikawa-ikka (designated by Saga Prefecture Public Safety Commission on 18 February 1993) became a Fifth Yamaguchi-gumi subordinate organization, its designation was cancelled on 16 October 1995.
- 3: Nidaime Dainippon Peace Committee (designated by Hyogo Prefecture Public Safety Commission on 7 April 1994) lost its designation on 6 April 1997, and was not re-designated.
- 4: The designation of Sandaime Yamano-kai (by Kumamoto Prefecture Public Safety Commission on 21 December 1998) was annulled on 8 November 2001 due to the disintegration of the syndicate.
- 5: The designation of the Kyokuto Sakurai Souke Federation (by Shizuoka Prefecture Public Safety Commission on 8 July 1993) was annulled on 31 May 2005 due to the disintegration of the syndicate.
- 6: Since Kokushui-kai (designated by Tokyo Metropolis Public Safety Commission on 13 May 1994) became a Sixth Yamaguchi-gumi subordinate organization, its designation was cancelled on 31 October 2005).
- 7: The designation of Nakano-kai (by Osaka Prefecture Public Safety Commission on 1 July 1999) was annulled on 22 December 2005 due to the dissolution of the syndicate.
- 8: The percentage of the designated *Boryokudan* members (38,600 persons) within the total number of *Boryokudan* members (40,900 persons) was 94.4% as of the end of 2007.

2. Cracking Down on *Boryokudan* Crime

(1) Overview of Arrests of *Boryokudan* Members

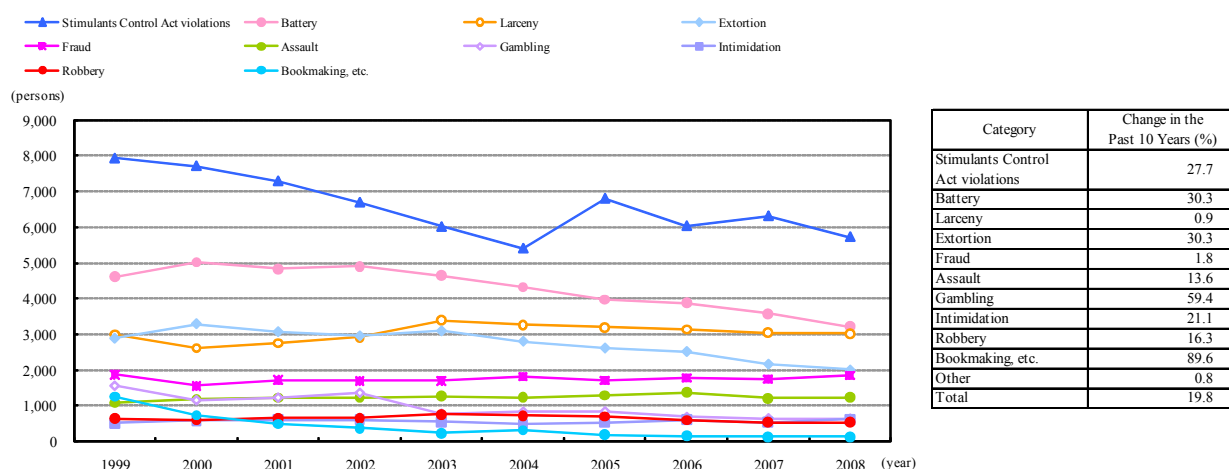
Trends for the number of arrests of *Boryokudan* members according to the type of crime are shown in Diagram 2-2.

Since 1999, there have been 5 primary types of crime leading to criminal arrest. They are: Stimulants Control Act violations, battery, larceny, extortion and fraud. The primacy of these crimes has not changed, but there has been a change in violations of the four

laws related to gambling and public racing (bookmaking)¹. The occurrence of these crimes has decreased sharply and the percentage of arrests for these offences in main crimes has greatly decreased. Changes in the ways that *Boryokudan* acquire funds are a topic deserving further study.

Note 1: Horse Racing Act, Bicycle Racing Act, Small-Sized Motor Vehicle Racing Act, and Motorboat Racing Act

Diagram 2-2 Trends in the Number of Members or Associated Members of *Boryokudans* charged with Serious Crimes, by Crime Category (1999-2008)



(2) The State of Arrests Concerning Crimes Committed to Generate Funds

The police collect and analyze information regarding the ever diverse and nontransparent fund acquisition efforts of *Boryokudans* and prevent further fund acquisitions by these groups through violence prevention movements and crackdowns on unlawful acts.

1) Traditional fund acquisition crimes

In recent years there has been a declining trend in the ratio held by *Boryokudan* members in the total number of arrests for the “traditional fund acquisition crimes” of Stimulants Control Act violations, Assault, Gambling and the four other types of infractions of public racing acts (Bookmaking).

Table 2-2 Trends in the Number of Arrests Regarding Traditional Fund Raising Activities (1999-2008)

Category	Year	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Total number of boryokudan members arrested (persons)		32,511	31,054	30,917	30,824	30,550	29,325	29,626	28,417	27,169	26,064
Number of arrests for traditional fund raising activities (persons)		13,653	12,910	12,100	11,398	10,128	9,379	10,467	9,412	9,275	8,517
Stimulant drugs		7,933	7,720	7,298	6,699	6,016	5,412	6,810	6,043	6,319	5,735
Extortion		2,889	3,290	3,070	2,954	3,092	2,808	2,619	2,523	2,175	2,013
Gambling		1,575	1,164	1,238	1,374	780	837	845	685	648	639
Bookmaking, etc.		1,256	736	494	371	240	322	193	161	133	130
Composition ratio (%)		42.0	41.6	39.1	37.0	33.2	32.0	35.3	33.1	34.1	32.7

Note: Composition rate = Number of arrests for traditional fund raising activities ÷ Total number of boryokudan members arrested × 100

2) Fund acquisition crimes which utilize the existence and different types of activities

carried out by those living in coexistence with *Boryokudans*

The police have recently learned of the existence of

groups and individuals that support or cooperate with the fund acquisition activities of *Boryokudans* through such actions as offering them funds. On the surface, these individuals and groups hide their relationship with *Boryokudans*, but behind the scenes they are using the power and financial strength of *Boryokudans* to expand their own profitability, and thus can be said to be “living in coexistence” with the *Boryokudans*.

Boryokudans, with the threat of force in the background, either act through the business that is effectively provided to them by associate companies or collude with those individuals living in coexistence with them to carry out general business transactions and commit a multitude of fund acquisition crimes. Through such actions as unreasonable requests of corporations and government organizations, misuses public benefit systems, *Furikome* fraud (extortion), robbery, and larceny, *Boryokudans* are able to acquire funding and adapt to the times.

The police are working to crack down on *Boryokudan* members and those coexisting with *Boryokudans* who are attempting to acquire funds by

undertaking business in securities trading and industries such as the industrial waste management industry, the financial industry, the construction industry, while paying attention to the trends of fund acquisition activities of *boryokudan* in the economic recession.

(3) Incidents of Rivalry Conflict and Incidents of Gun Violence Caused by *Boryokudans*

Table 2-3 shows the progression of the number of cases, and other details, concerning rivalry conflict and gun violence caused by *boryokudans* in the past 10 years. In 2008, there was one case of rival conflict, leading to 3 deaths or injuries. Additionally, there were 32 incidents of handgun usage by *boryokudan* members, leading to 13 deaths or injuries.

Table 2-3 Trends in the Number of Incidents of Rivalry Conflicts or Gun Violence caused by *Boryokudans* (1999-2008)

Category		Year									
		1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Rivalry Conflict	Number of cases (cases)	11	5	5	7	7	6	6	0	3	1
	Number of incidents (times)	46	18	81	28	44	31	18	0 [15]	18	6
	Number of incidents among those that involved guns	42 (91.3)	16 (88.9)	71 (87.7)	21 (75.0)	32 (72.7)	19 (61.3)	11 (61.1)	0 [8] ([53.3])	12 (66.7)	3 (50.0)
	Number of deaths	3	1	4	2	7	4	2	0	8	3
	Number of injuries	12	9	15	14	15	12	4	0 [6]	8	0
Gun Violence	Number of cases	133	92	178	112	104	85	51	36	41	32
	Number of deaths	22	17	24	18	28	15	7	2	12	8
	Number of injuries	20	24	20	20	27	12	6	8	7	5

Note 1: The rate of firearm use is shown in parenthesis.

In rivalry conflicts, the series of incidents between specified groups resulting from beginning to end is considered individually for “Number of incidents” and the total number of illegal acts stemming from a given conflict falls under “Number of occurrences.”

3: “Incidents of gunfire” believed to have been committed by *Boryokudan*, etc., are cases for which it is suspected that a *Boryokudan* member or associated member was responsible, as well as those incidents with which it is believed that *Boryokudan* held an interest.

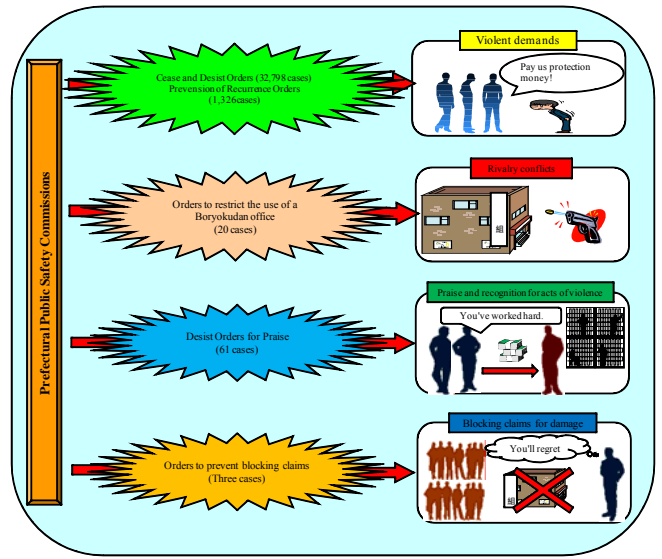
4: The incidents that are regarded as internal conflicts between *Dojin-kai* and *Kyushu Seido-kai* or the attacks by conflicts are allocated in square parentheses.

3. Operation of the Anti-Boryokudan Act

When members of designated *Boryokudan* use the influence of the *Boryokudan* to which they belong to make violent demands and so forth, the Prefectural Public Safety Commissions can issue cease and desist orders etc., based on the Anti-Boryokudan Act.

Table 2-4 shows the number of issuances of cease and desist orders by prefectural public safety commissions in the last five years.

Diagram2-3 Outline of Orders Based on Anti-Boryokudan Act



Note: Figures in parenthesis indicates the number of issued orders from the time Anti-Boryokudan Act was enacted to the end of 2008.

Table 2-4 Trends in the Number of Issuances of Cease and Desist Orders (2004-2008)

Category		Year						
		2004	2005	2006	2007	2008		
Total		2,717 (161)	2,668 (112)	2,488 (128)	2,427 (110)	2,270 (86)		
By Law	Article 9	Unjust demands for donation	795 (16)	798 (19)	792 (36)	764 (25)	796 (20)	
		Unjust demands for subcontracting, etc.	34 (2)	36 (3)	21	62 (2)	16	
		Unjust demands for protection money	284 (21)	253 (17)	237 (24)	223 (16)	170 (14)	
		Unjust demands for bodyguard fees	415 (53)	391 (49)	356 (23)	369 (30)	407 (28)	
		Unjust demands for the payment of a high interest bond	28 (4)	32	24	35	43 (2)	
		Unjust demands for the payment of a bond	17 (2)	35	25	19	15 (1)	
		Unjust demands to be released from debt	110 (4)	89 (1)	93 (2)	86	72 (1)	
		Unjust demands for a loan, etc.	33 (1)	27	17 (1)	16 (1)	14 (1)	
		Unjust auction obstructions	0	0	1	0	0	
		Unjust interference in negotiations	10	1	1	2	1	
		Unjust demands for money and goods under invented pretenses	35	52	38 (2)	24	25 (1)	
		Other	2	5	13	4	7	
		Article 10	Demand for violent demanding acts	(5)	(1)	(0)	(1)	(0)
			On-site assistance against violent demands	385	347	273	247	255
		Article 12-2	Violent demands related to the carrying out of the business of designated Boryokudans	(11)	(1)	(1)	(1)	0
	Article 12-3	Requests of associated violent demanding acts	(0)	(1)	(4)	(0)	(1)	
	Article 12-5	Associated violent demanding acts	5 (1)	22	1 (1)	2 (1)	1	
	Article 15	Order to restrict the use of a Boryokudan office	0	1	0	0	0	
	Article 16	Forceful affiliation of juveniles and preventing them from leaving	77 (6)	37 (1)	63 (1)	68 (9)	23 (2)	
		Forceful affiliation of members and preventing them from leaving through the threat of violence	409 (29)	454 (19)	449 (33)	422 (24)	366 (15)	
		Forceful affiliation of those in close contact to members and preventing them from leaving	40 (2)	53	44	50	34	
	Article 17	Forceful order to join Boryokudan	(4)	(0)	(0)	(0)	(0)	
	Article 20	Extortion by finger cutting	27	32	31	19	20	
	Article 24	Extortion of youth by forcing them to receive tattoos	4	0	1	3	2	
	Article 29	Prohibited activity in the office	7	4	8	12	3	
By Group	Sixth Yamaguchi-gumi		1,119 (80)	1,137 (34)	1,152 (52)	1,192 (43)	918 (25)	
	Inagawa-kai		406 (29)	417 (32)	377 (41)	341 (25)	372 (29)	
	Sumiyoshi-kai		336 (15)	331 (19)	333 (9)	319 (14)	361 (9)	
	Fourth Kudo-kai		9 (1)	19	23 (2)	17 (2)	12 (1)	
	Third Kyokuryu-kai		28	15	15	10 (2)	15 (1)	
	Okinawa Kyokuryu-kai		29 (1)	23	18 (3)	27 (1)	22	
	Sixth Aizukotetsu-kai		36 (2)	25 (3)	34 (4)	10 (2)	4	
	Fifth kyosei-kai		5	9	8	8	8	
	Sixth Goda-ikka		14 (3)	7 (1)	7 (1)	8 (1)	6 (1)	
	Fourth kozakura-ikka		1	0	1	0	2	
	Third Asano-gumi		4	3	5	1	2	
	Dojin-kai		74 (3)	91 (7)	80 (6)	62 (7)	77 (5)	
	Second Shinwa-kai		7	2	5	2	2	
	Soai-kai		26 (3)	37 (6)	20 (4)	38 (6)	17 (1)	
	Third Kyodo-kai		6	2	4	2 (1)	7	
	Taishu-kai		10	8	8	22 (1)	16 (2)	
	Seventh Sakaume-gumi		4	0	0	3	1	
	Kyokuto-kai		50 (6)	50 (1)	47 (1)	28 (1)	41 (3)	
Azuma-gumi		44 (2)	13 (1)	17	18	24		
Matsuba-kai		114 (7)	73 (6)	66 (3)	68 (2)	81 (7)		
Third Fukuhaku-kai		22	6	11 (1)	11	17 (1)		
Kyushu Seido-kai						13 (1)		

Note 1: The number shows the amount of cease and desist orders issued, while the number in the parenthesis indicates the amount of repeat orders.
 2: Group names are up-to-date as of March 31 2009.

4. Measures against the Intervention of *Boryokudans* in Civil Affairs and *Boryokudan* Elimination Movements

The police have worked closely with the Prefectural Centers to Promote Movements for Elimination of *Boryokudan* (hereafter “the Centers”) and bar associations to establish a Study Group of Violation for Citizens. This study group works to facilitate an exchange of information on violence against the government administration, carries out civil litigation support and assists with other measures which help to alleviate damage caused by *Boryokudans* and put a stop to damage caused by unjust demands from *Boryokudans*.

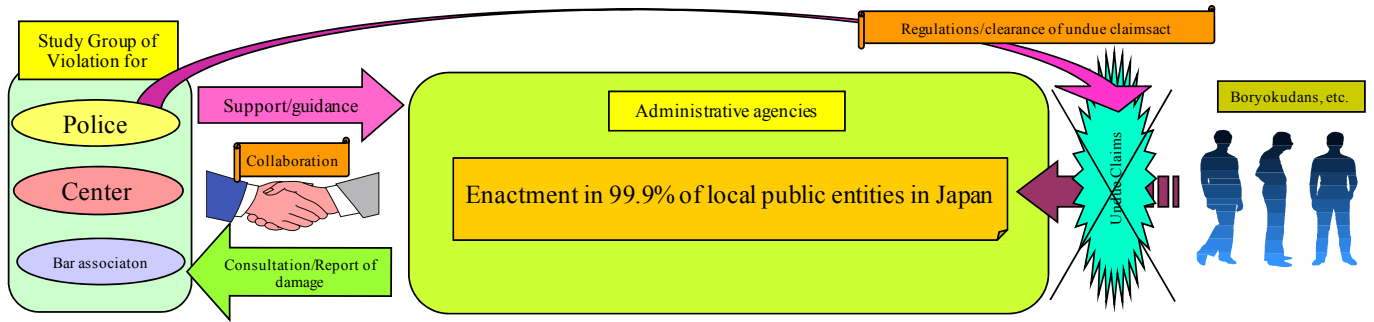
(1) Measures to Eliminate Violence against Government Bodies

Illegal and unjust acts by anti-social forces such as

Boryokudans targeted at government bodies and their employees for the purpose of making illicit profits have become more prominent.

The police are promoting elimination measures for violence against government bodies by anti-social elements, by conducting support, guidance and training for people such as civil servants in change of the prevention of unjust demands against government bodies. This is carried out in association with the Centers and bar associations, and through compliance with compliant by laws which lay out the organizational response in regards to supporting and introducing organizational measures against the unjust demands of *Boryokudans*.

Diagram 2-4 Outline of Administrative Measures against *Boryokudan*



(2) Support for Civil Suits against *Boryokudan* Members

In cooperation with the Centers and bar associations, the police are supporting the victims of *Boryokudan* crime when they launch lawsuits seeking compensation

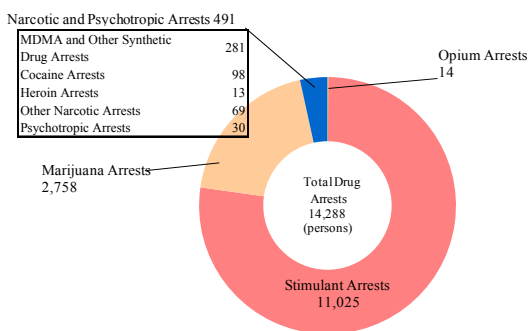
for damages caused resulting from the illegal acts of *Boryokudan*. The police are doing this by providing personal protection and information to these victims throughout the lawsuit.

Section 2. Drugs and Firearms Countermeasures

1. Drug Situation

The total number of persons arrested during 2008 for drug relating crimes was 14,288 which is 502 people less than the previous year (a 3.4% decrease). The amount of stimulants and marijuana seized this year increased significantly from last year, and the number of persons arrested for marijuana offences marked record high, and as such the drug situation in Japan continues to be severe.

Diagram 2-5 The Number of Persons Arrested for Drug-related Offenses (2008)



(1) Stimulant situation

The total number of stimulant offenses cleared in 2008¹ has decreased from the previous year. However it still accounts for a large portion of the total number of persons arrested for all drug related offences. Moreover, amount of powdered drug seized has increased largely from the previous year.

Characteristics of methamphetamine offenses in 2008

More than half of those arrested are repeat offenders

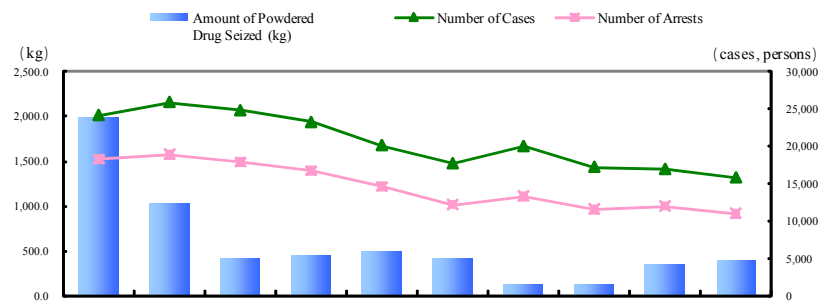
More than half of those arrested are *Boryokudan* members

The number of Iranians arrested, especially for profit-making crimes², is increasing

Note 1: Act on Special Provisions for the Narcotics and Psychotropics Control Act, etc. and Other Matters for the Prevention of Activities Encouraging Illicit Conducts and Other Activities Involving Controlled Substances through International Cooperation (Special Provisions for Narcotics)

2: Possession or transfer with the intent to sell

Diagram 2-6 Trends in the Situation of Arrests for Stimulant Offenses (1999-2008)



Year	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Number of Cases	24,167	25,913	24,791	23,225	20,129	17,699	19,999	17,226	16,929	15,801
Number of Arrests	18,285	18,942	17,912	16,771	14,624	12,220	13,346	11,606	12,009	11,025
Amount of Powdered Drug Seized (kg)	1,975.9	1,026.9	406.1	437.0	486.8	406.1	118.9	126.8	339.3	397.5
Amount of Tablets Seized (tablets)	—	—	—	16,031	70	366	26,402	56,886	4,914	22,371
Number of First-time Offenders	9,077	9,506	8,742	7,861	6,785	5,454	5,995	5,270	5,296	4,837
Component Ratio of First-time Offenders (%)	49.6	50.2	48.8	46.9	46.4	44.6	44.9	45.4	44.1	43.9

Note 1: Component ratio of first-time offenders = The number of first-time offenders / the number of offenders * 100

2: The figures for the number of cases and number of arrests include those cases and arrests relating to stimulant use and pursued through the Anti-Drug Special Act.

3: The amount of powdered drug seized does not include the number of tablets seized.

(2) Situation of Each Type of Drug Offense

1) Each type of drug offense

Table 2-5 shows the number of arrests for offenses relating to each type of drug, including cannabis, MDMA¹ and other synthetic drugs (but not including paint thinner offenses or other organic solvent offenses) and the amount seized of each drug in the past five years.

Characteristics of cannabis offenses in 2008

The amount of marijuana seized has significantly increased

62.7% of those arrested were teenagers or those in their twenties

86.7% of those arrested were first-time offenders

Characteristics of MDMA and other synthetic drug offenses in 2008

The amount seized decreased.

62.6% of those arrested were teenagers or those in their twenties

89.7% of those arrested were first-time offenders

Note 1: An abbreviation for the drug’s scientific name, “3,4-methylenedioxymethamphetamine.” Originally a fine white powder, now commonly sold secretly in a variety of colors and featuring a variety of patterns and engravings.

Table 2-5 Trends in the Situation of each Type of Drug Offenses Cleared (2004-2008)

Category		Year					
		2004	2005	2006	2007	2008	
Cannabis Offenses		Number of arrests	2,209	1,941	2,288	2,271	2,758
		Amount seized (kg)					
		Marijuana	606.6	643.1	225.8	437.8	375.1
		Hashish	294.5	230.5	96.7	20.1	33.1
Narcotic and Psychotropic arrests	MDMA and other synthetic drugs	Number of arrests	417	403	370	296	281
		Amount seized (tablets)	469,126	571,522	186,226	1,233,883	217,172
	Cocaine	Number of arrests	76	36	72	99	98
		Amount seized (kg)	85.4	2.9	9.8	18.5	5.5
	Heroin	Number of arrests	13	21	22	13	13
		Amount seized (kg)	0.03	0.1	2.3	1.8	1.0
	Psychotropic drugs (depressants)	Number of arrests	24	11	19	17	20
		Amount seized (tablets)	7,580	15,010	15,592	11,333	45,034
	Psychotropic drugs (stimulants)	Number of arrests	5	4	2	2	10
		Amount seized (tablets)	3	4,277	1,719	1,739	2,997
Opium		Number of arrests	59	12	27	41	14
		Amount seized (kg)	1.7	1.0	17.2	19.4	6.6

2) Paint Thinner and Other Organic Solvent Offenses

Table 2-6 shows the progression of arrests (and custody) concerning offenses related to paint thinner and other organic solvents in the last five years. There is a decreasing trend.

the intent to ingest or inhale) were juveniles

62.3% of those arrested (for willful sale¹ (sale of organic solvent with the knowledge that they will be used improperly)) were juveniles

Note 1: Sales knowing purchase was made for drug abuse

Characteristics in 2008

33.5% of those arrested (for ingestion, inhalation or

Table 2-6 Situation of arrests related to organic solvent offenses (2004-2008)

Category	Year				
	2004	2005	2006	2007	2008
Ingestion, inhalation or the intent to ingest or inhale	4,057	2,783	2,142	1,802	1,428
Willful sale	396	269	196	184	106

(3) Trends in Organized Drug Offenses

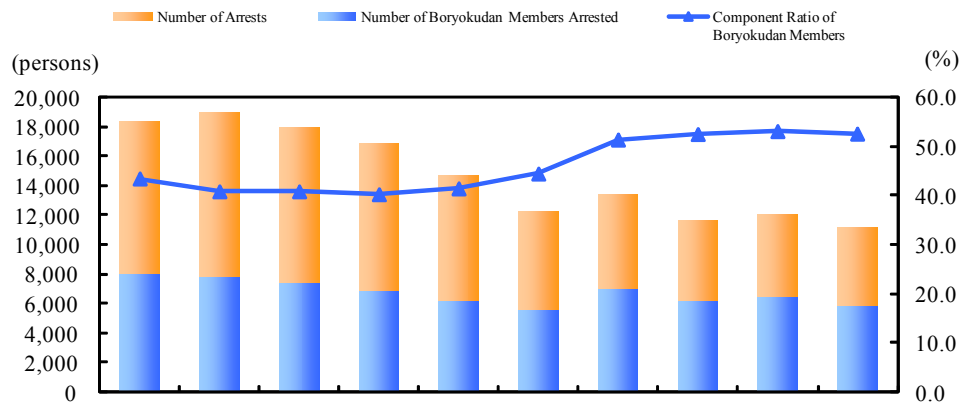
1) Contribution of *Boryokudans* to Drug Offenses

In 2008, 5,801 *Boryokudan* members were arrested for stimulant offenses. This is a decrease of 558 (8.8%) arrests from last year and accounts for over half (52.6%) of all arrests for stimulant offenses, indicating that *Boryokudans* are still contributing greatly to stimulant offenses.

856 *Boryokudan* members were arrested for

cannabis offenses in 2008, 192 (28.9%) arrests more than the previous year and 31.0% of the total cannabis offense arrests. 84 *Boryokudan* members were arrested for MDMA or other synthetic drug offenses in 2008, 18 (17.6%) arrests less than the previous year and 29.9% of the total arrests for MDMA or other synthetic drugs. The ways in which *Boryokudan* members are contributing to drug offenses on a wider scale are being explored.

Diagram 2-7 Trends in the Situation of Arrests of *Boryokudan* Members for Stimulant Offenses (2004-2008)



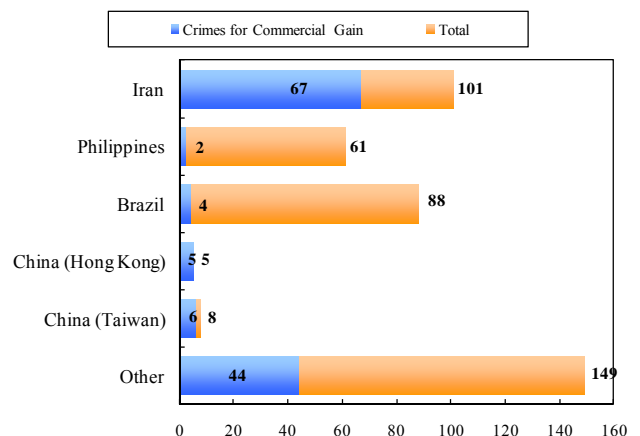
Category \ Year	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Number of Arrests	18,285	18,942	17,912	16,771	14,624	12,220	13,346	11,606	12,009	11,041
Number of Boryokudan Members Arrested	7,944	7,729	7,307	6,738	6,050	5,430	6,853	6,076	6,359	5,797
Component Ratio of Boryokudan Members	43.4	40.8	40.8	40.2	41.4	44.4	51.3	52.4	53.0	52.5

Note: Component Ratio = Number of Boryokudan Members Arrested ÷ Number of Arrests × 100

2) Illicit Drug Sales by Iranians

101 Iranian nationals were arrested for stimulant offenses in 2008, 16 (18.8%) more arrests than the previous year and 66.3% of all arrests for offenses with intent to profit (either the possession or distribution of drugs with the intent to profit). Among arrests of people from other countries or regions for stimulant offenses, this is a remarkably high rate, and it calls into question the involvement up till now of Iranian citizens in illicit stimulant sales. Recently, Iranian citizens involved in illicit stimulant sales have been using sophisticated and organized methods to sell their product, such as using mobile phones to contact customers and set contact points and dividing up roles by assigning negotiators and representatives to receive payments.

Diagram 2-8 Share of Arrests of Foreign Nationals for Stimulant Offenses with Intent to Profit (2008)



(4) Illicit Drug Sales via the Internet

In 2008 there were 11 arrests for illicit drug sales via the internet, 6 (35.3%) less arrests than the previous year. Of those, 2 cases warranted the enactment of the advertising restriction clause of the Stimulants Control Act.

The primary method for illicit drug sales nefariously utilized the unique anonymity the internet provides. To explain it exactly, buyers were lured to purchase drugs through posts on message boards and other sites such as, “High quality white 03G = 13,000 yen and up.” The buyer would then contact the seller and place an order, and after transferring payment via bank transfer through the designated financial institution, receive the drugs in the mail.

(5) Current situation of drug smuggling

In 2008 there were 199 cases of drug smuggling cleared, 1 case (0.5%) less than the previous year. However, the number of stimulant, MDMA and other synthetic drug and opium offenses all rose. The majority of drugs abused in Japan are smuggled in from abroad by international drug syndicates. The organizations use a variety of methods to import the drugs, such as using airplanes and hiding the drugs in carry-on luggage or concealing the drugs in international parcel post or on cargo boats.

Primary regions from which drugs originated in large-volume¹ drug seizure cases in 2008

Stimulants: China, Malaysia, Hong Kong
 Marijuana: South Africa, United States, France
 Hashish: The Netherlands, India, Nepal
 MDMA: The Netherlands, Germany, France

Note 1: Cases in which more than one kilogram of stimulants or cannabis, or more than 1,000 tablets of MDMA or other synthetic drugs (including cases in which stimulants were mixed in with the tablets) were seized.

2. Comprehensive Anti-drug Measures

(1) Anti-drug Measures by the Government

The drug problem is an important one which is connected to the very foundations of peace and order in Japan. Given the need for a united countermeasure carried out by the whole government, each related ministry¹ has linked together and is pursuing initiatives under the Council for the Promotion of Measures to Prevent Drug Abuse, which is headed by the Minister of State for Drug Abuse Measures.

(2) Anti-drug Measures by the Police

1) Interrupting the Supply of Drugs

As most of the drugs abused in Japan are being imported into the country from abroad, in order to prevent drugs from coming onshore, the police are working closely and exchanging information with the supervising institutions of other countries, and strengthening cooperation with Japan Customs, Japan Coast Guard, etc.

Additionally, in order to plan for the breakup of drug syndicates the Police are advancing effective investigation techniques such as controlled delivery² and transmission interception. Also, in order to deal a blow to the financial side of drug syndicates, the police are progressing with measures to arrest those who smuggle and sell drugs professionally and those who engage in money laundering, as well as administer fines and seize drug syndicate profits, based on provisions in the Anti-Drug Special Act.

Note 1: The Cabinet Secretariat; the Cabinet Office; the National Police Agency; the Ministry of Internal Affairs and Communications; the Ministry of Justice, the Ministry of Foreign Affairs; the Ministry of Finance; the Ministry of Health, Labour and Welfare; the Ministry of Economy, Trade and Industry; the Ministry of Land, Infrastructure, Transport and Tourism; and the Japan Coast Guard.

2: Controlled delivery is an investigation method in which even if illegal substances are discovered, rather than arresting the criminal and seizing the drugs immediately, the supervising organization allows transport to continue under heavy supervision, in order to arrest related suspects.

3: This allows more severe punishments than normal smuggling and illicit sales as well as targets series of actions as cumulative offenses to allow confiscation and additional collection for the total of drug related crime profits.

Table 2-7 Trends in the Number of Cases Controlled Delivery was Carried Out (1999-2008)

Year	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Category										
Number of cases carried out	19	29	28	26	63	78	42	29	39	31

Table 2-8 Trends in the cases violating the Anti-Drug Special Act (Pursuing the illegal import of drugs as a profession) (1999-2008)

Year	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Number of violations of article 5 (Pursuing the illegal import of drugs as a profession)	18	34	18	43	32	45	47	40	38	52

Note: For violations of articles 6 and 7, refer to P. 133

2) Eliminating Demand

Drug abuse does not just damage the mind and body of the user, it threatens the very safety of society. Depending on the hallucination or fantasy caused users may commit murder, arson or any number of malicious acts, in addition to potentially causing horrendous traffic accidents.

In order to eliminate demand for drugs, it is important that society as a whole maintains a wide-spread attitude of rejection. In addition to arresting serious drug abusers, the police are carrying out activities such as the spreading of public awareness

to promote the spread of correct knowledge about the danger and harm of drugs. Following 2007, in 2008 as well, those arrested for drug abuse and given suspended sentences in summary trials were placed in group counseling programs run by private organizations and administered drug testing under a “Model program for the prevention of drug abuse relapse” by the National Police Agency.

Table 2-9 Number of Arrests due to Crimes Committed by Regular Drug Users (2007, 2008)

Type	Penal Code Offenses															Other Law Offenses		
	Felonious Offenses	Violent Offenses					Violence	Battery	Threat	Extortion	Unlawful assembly with dangerous weapons	Larceny Offense	Others	Firearm Control Act	Others			
		Murder	Robbery	Arson	Rape	Violence												
2008	809	68	17	39	6	6	146	23	80	5	38	0	404	191	3,403	10	3,393	
2007	770	68	19	42	2	5	162	22	90	9	41	0	349	191	3,774	10	3,764	
Difference	39	0	2	3	4	1	16	1	10	4	3	0	55	0	371	0	371	

Note: This term applies to those who regularly use stimulants, drugs, cannabis, opium or psychotropic drugs or those who regularly abuse toluene and other types of organic solvents, including paint thinner and glue. Whether or not the user is addicted is not questioned.

3) Promotion of International Cooperation (Refer to Page 184)

The unlawful trade of drugs is not a problem which one country can handle alone, as drug syndicates cross national boundaries. It is a dire issue of a global scale, and as such initiatives to solve the problem are being carried out within the international framework of such organizations as the G8 and United Nations.

In addition to cooperation in international investigations through such actions as participating in the exchange of information at international conferences and the mutual dispatch of investigators, is pursuing technological cooperation in drug investigations with interested countries.

Concretely, between September and October of 2008 the National Police Agency jointly held with the non-governmental organization the Japan International Cooperation Agency (JICA) a meeting inviting to Japan top-level officials in drug supervision organizations from 13 countries in Asia and Central America. During the seminar officials exchanged information on drug control and planned for the transfer of Japanese investigation technology. Also, in February of 2008 the 14th Asia-Pacific Operational Drug Enforcement Conference was held in Chiba

Prefecture. 29 countries, 2 regions and 2 international organizations (including observers) participated in the conference and discussed the current situation of the unlawful trade of drugs.

3. Gun Situation

The gun situation in 2008 remains severe. While the numbers of confirmed cases in which guns were fired and confirmed cases involving the use of a gun¹ remain at a record low level, felonious crimes causing harm to the general public continue to occur.

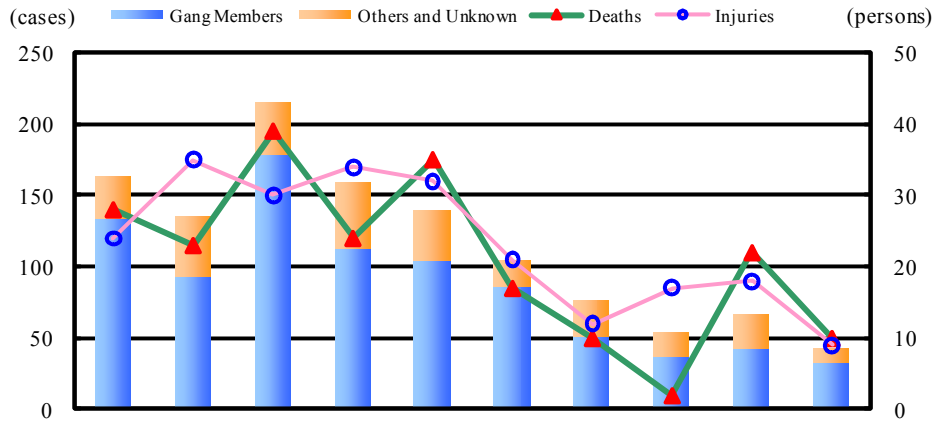
Note 1: Incidents in which firearms or firearm-like objects were fired. “Firearm” includes “handguns, small arms, machine guns, cannons, hunting rifles and other air-rifles and gunpowder rifles with the ability to shoot metallic bullets” (Article 2-1 of the Firearms and Swords Control Act (hereafter the “Firearm Control Act”). “Firearm-like objects” refer to object which resemble firearms and which are shown to others in order to perpetrate crimes, and may be identified as firearms by the testimony of a victim or witness.

(1) Occurrence of Incidents in which Guns were Fired

There were 42 incidents in 2008 in which guns were fired, leading to the death or injury for 19 people. There were 23 (35.4%) less incidents and 20 (51.3%) less deaths and injuries than the previous year. Of these,

32 cases were thought to be related to *Boryokudan*, which account for 76.2% of all gun shooting incidents. Looking at the amount of incidents by region, Kyushu saw the highest incident rate at 31.0%. Other areas which saw 4 incidents or more were Fukuoka prefecture (13) Tokyo (4) and Ibaraki (4).

Diagram 2-9 Trends in the Situation of Occurrence and the Number of Death and Injuries Due to Incidents of Gun Violence (2007, 2008)



Category	Year	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Total Shootings (cases)		162	134	215	158	139	104	76	53	65	42
	Gang Members	133	92	178	112	104	85	51	36	41	32
	Gang Conflicts	42	16	71	21	32	19	11	0	12	3
Others and Unknown		29	42	37	46	35	19	25	17	24	10
Casualty		52(17)	58(27)	69(34)	58(23)	67(25)	38(17)	22(13)	19(11)	39(23)	19(7)
	Deaths	28(10)	23(9)	39(20)	24(5)	35(11)	17(5)	10(4)	2(1)	21(10)	10(2)
	Injuries	24(7)	35(18)	30(14)	34(18)	32(14)	21(12)	12(9)	17(10)	18(13)	9(5)

Note 1: "By Boryokudans" means any incidents thought to be caused by Boryokudan and includes incidents caused by Boryokudan members as well as incidents resulting from the supply of guns by Boryokudans to others.
 2: "Rival conflict" means any incident resulting from rival conflict.
 3: "Other reason/reason unclear" means any incident caused by anyone not involved with Boryokudan.
 4: The number inside the parenthesis represents the number of people killed who were not Boryokudan members.

(2) Situation Regarding Offenses Committed with the Use of Handguns Confirmed with Police

The trends in handgun offenses confirmed to police are as shown in Diagram 2-11 has been in the decreasing trend since 2005.

Diagram 2-10 Occurrence of Incidents in which Guns were Fired by Prefecture (2008)

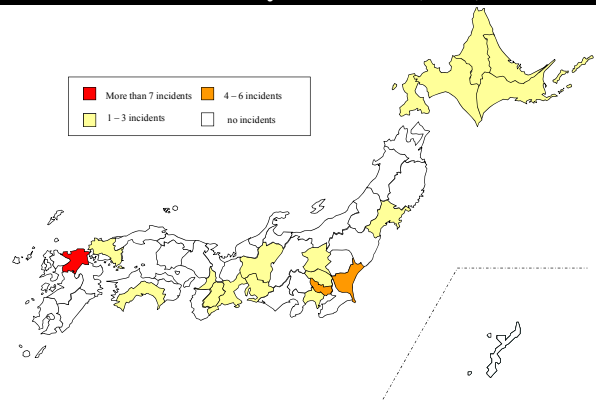


Diagram 2-11 Trends in the Number of Confirmed Incidents in which Guns were Used (1999-2008)

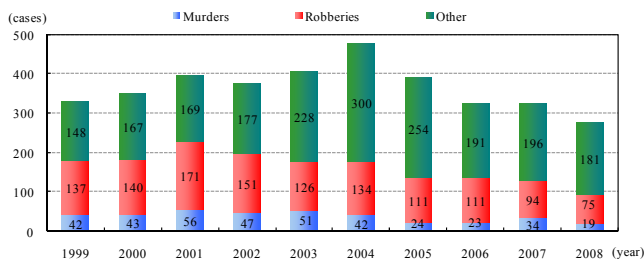
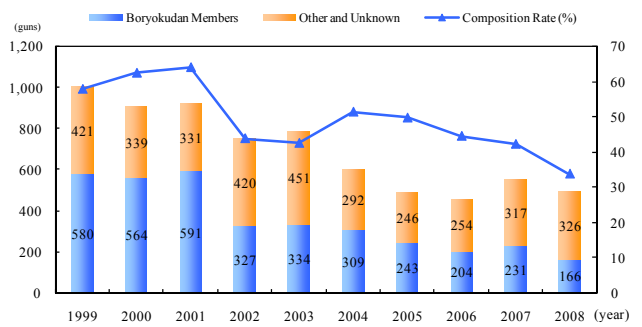


Diagram 2-12 Trends in the Number of Incidents in which Handguns were Seized (1999-2008)



4. Comprehensive Measures against Small Arms

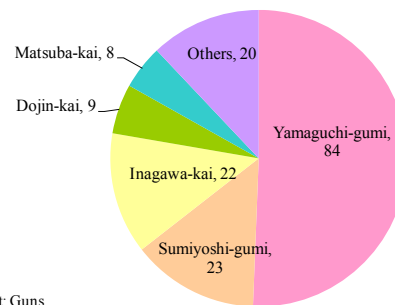
(1) Exposure of Firearms

The police are carrying out comprehensive anti-firearm measures by placing a heavy importance on exposing the weapon caches and smuggling/illicit trade of weapons of criminal organizations. Recently, the number of handguns seized is in the decreasing trend. This is thought to be because criminal organizations are becoming more sophisticated and secretive about the concealment, import and illicit sale of firearms.

1) Situation of Handgun Seizure

Diagram 2-12 shows trends in the number of handguns seized. Seizures from *Boryokudan* accounted for 33.7% of all incidents in 2008, and of which, 50.6% (of handguns seized in those incidents) were from Yamaguchi-gumi.

Diagram 2-13 Breakdown by Organization of Handguns Seized from *Boryokudan* Members (2008)



Unit: Guns

2) Situation of Weapon Cache Exposure

Table 2-10 shows the situation of weapon cache exposure cases¹. In 2008 there were 5 cases, resulting in the collection of 22 handguns. This was 7 (58.3%) cases and 62 (73.8%) firearms less than the previous year. All exposed weapons cache were being organizationally managed by *Boryokudan* using ever more sophisticated methods such as concealing handguns at the houses of friends of *Boryokudan* members or rental storages.

Note 1: Cases where more than three handguns related to organizational management were seized.

Table 2-10 Trends in the Situation of Weapon Cache Cases (1999-2008)

Category \ Year	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Number of cases (cases)	18	12	19	8	10	11	11	7	12	5
Number of weapons seized (weapons)	92	45	105	68	60	49	56	36	84	22
Number of firearms concealed per cache	5.1	3.8	5.5	8.5	6.0	4.5	5.1	5.1	7.0	4.4

3) Situation of Exposure of Handgun, etc., Smuggling

Table 2-11 shows the situation of handgun smuggling cases including preliminary crimes. There

were three cases of handgun smuggling, two cases of handgun part smuggling and one case of cartridge smuggling in 2008. In each case, smuggling was

carried out either by hiding the item in carry-on luggage aboard an airplane or by sending the item

through regular international mail.

Table 2-11 Trends in the Situation of Handgun, Smuggling Cases (1999-2008)

Year	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Number of Cases	15 (10)	6 (5)	2 (1)	5 (3)	13 (8)	4 (3)	3 (2)	6 (2)	6 (3)	3 (1)
Number of Arrests	21 (15)	18 (17)	5 (3)	7 (5)	17 (10)	5 (4)	5 (4)	14 (8)	7 (4)	3 (1)
Number of Firearms Seized	19	114	0	10	13	4	4	12	3	1

Note 1: The number of cases and number of arrests includes not just cases of handgun smuggling (preparation of crimes) but also cases of handgun part smuggling and cartridge smuggling.

2: The number in the parenthesis with the number of cases and number of arrests rows indicates the number of people arrested for just handgun smuggling cases (preparation of crimes)

(2) Promotion of Government Measures

In order to handle the severe gun situation, relevant organizations¹ are taking countermeasures for guns under the direction of the Council for the Promotion of Measures against Guns, which is headed by the Minister of State for Gun Countermeasures. In May, 2008, the Headquarters for the Promotion of Measures against Guns² headed by the Chief Cabinet Secretary formulated the “2008 Plan for Promoting Measures against Guns” for the aim of realizing a society with no gun related crimes. In December, 2007, the Guns and *Boryokudan* Control Team established under the Ministerial Committee for Crime Countermeasures decided on the active implementation of joint training to prevent the smuggling of guns at the border. Based on this decision, in November, 2009, the police, the Japan Coast Guard, and the Customs Office conducted joint training to crack down on the smuggling of guns in Okinawa.

Note 1: The Cabinet Secretariat; the Cabinet Office; the National Police Agency; the Ministry of Internal Affairs and Communication; the Ministry of Justice; the Ministry of Foreign Affairs; the Ministry of Finance; the Fisheries Agency; the Ministry of Economy, Trade and Industry; the Ministry of Land, Infrastructure, Transport and Tourism, the Japan Coast Guard; and the Ministry of the Environment

2: The Headquarters for the Promotion of Measures against Guns was consolidated under the Ministerial Committee for Crime Measures in December 2008 and became the Council for the Promotion of Measures against Guns, which is headed by the Minister of State for Gun Countermeasures.

Diagram 2-14 Outline of Promotion Plan for Measures against Firearms



(3) Promotion of International Small Arms Control

In December 2001 Japan signed the Firearms Protocol¹. With the signing of the protocol, the tracking of small arms traded illegally became easier, and it is expected that international cooperation will be even smoother in the future.

Additionally, through such organizations as the ICPO-Interpol², the Police are working to strengthen linkages with international organizations by pursuing proactive information exchange with related international organizations, dispatching personnel and inviting related persons to Japan.

(4) Securing the Cooperation and Understanding of the People

The police are calling on the public to help extinguish small arms violence and eradicate illegal small arms through such events as the “Symposium on the Eradication of Firearms Related Crimes”³ and the “Stop Gun Caravan,”⁴ an organization which links together with private volunteer groups to carry out anti-firearms activities.

Note 1: One protocol of the Convention against Transnational Organized Crime, it not only declared the manufacturing and trade of small arms, there parts and ammunition as illegal but also established a system for the management of engraving seals on small arms, registering small arms and monitoring their import. The convention was intended to establish cooperative relations between law enforcement organizations. (As of the end of May 2009, 52 countries have signed the Convention and 79 countries have ratified it.)

2: International Criminal Police Organization-Interpol

3: A meeting held every fiscal year by the National Police Agency and Prefectural Small Arms Control Headquarters. The first meeting was held in October 1995 in Tokyo. The 14th meeting was held in Aichi in October 2008.

4: A volunteer organizations made up of researchers who have a deep interest in the small arms problem and the families and relations of deceased victims of small arms crime. Established in April 1997. Through meetings, events and a website, the organization is working to heighten the awareness of the public over the tragedy that is small arms crime and promoting the eradication of illegal small arms.

Section 3. Measures against Crimes Committed by Foreign Nationals Visiting Japan

1. Trends in Crimes Committed by Foreign Nationals to Japan

Against the background of the globalization of society and the economy and the worsening of the illegal residence issue, the situation surrounding crimes committed by foreign nationals visiting Japan remains severe. In this situation, trends can be seen where foreign nationals visiting Japan form crime organizations which is consisted by illegal residents, and commit various crimes with the aim of gaining illegal profit, or operate in cooperation with *Boryokudans* and foreign-based crime syndicates¹, presenting an enormous threat to public safety.

(1) Overall Trends

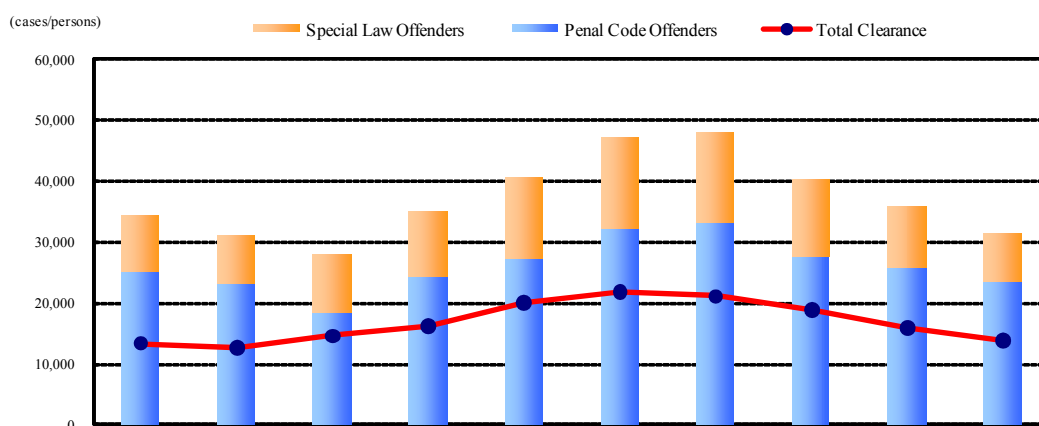
The situation of the arrests of foreign nationals visiting Japan is shown in Diagram 2-15. The total number of cases cleared and the total number of

persons arrested in 2008 decreased from the previous year, however, they still remain at a high level².

Note 1: A crime syndicate whose base is in foreign countries and an aggregate of large number of people who belong to criminal organizations of foreign nationals visiting Japan or commit other international crimes (crimes related to foreign nationals, or crimes by Japanese in foreign countries, and other crimes related to foreign countries)

2: The total number of cases cleared in 1990, when the number of crimes committed by foreign nationals visiting Japan started increasing, was 6,345 and the total number of persons arrested was 4,770.

Diagram 2-15 Situation of the Arrest of Foreign Nationals Visiting Japan (1999-2008)



Category \ Year		1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Total Clearance	Cases	34,398	30,971	27,763	34,746	40,615	47,128	47,865	40,128	35,782	31,252
	Persons	13,436	12,711	14,660	16,212	20,007	21,842	21,178	18,872	15,914	13,885
Penal Code Offenders	Cases	25,135	22,947	18,199	24,258	27,258	32,087	33,037	27,453	25,730	23,202
	Persons	5,963	6,329	7,168	7,690	8,725	8,898	8,505	8,148	7,528	7,148
Special Law Offenders	Cases	9,263	8,024	9,564	10,488	13,357	15,041	14,828	12,675	10,052	8,050
	Persons	7,473	6,382	7,492	8,522	11,282	12,944	12,673	10,724	8,386	6,737

By looking at the type of offense, the number of larceny offenses and felonious offenses¹ cleared has decreased from the previous year, but the number of serious larceny offenses² cleared was increased 1.6 times during the last 10 years; of these, the number of cases cleared in major break-in offenses rose 1.8 times during the last 10 years.

Note 1: Homicide, robbery, arson, and rape

2: Break-in crimes, vehicle theft, purse-snatching, and pickpocketing

Table 2-12 Situation of Cleared Larceny Offenses Committed by Foreign Nationals Visiting Japan (1999-2008)

Year		1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Larceny Offenses	Case	22,404	19,952	14,823	20,604	22,830	27,521	28,525	23,137	21,327	19,266
	Persons	3,404	3,803	4,135	4,395	4,555	4,717	4,344	4,205	3,755	3,674
Serious Larceny Offenses	Case	6,378	7,516	7,654	8,449	10,062	10,206	11,577	11,067	10,496	9,993
	Persons	711	916	946	921	992	790	753	705	621	470
Break-in Offenses	Case	4,744	6,396	6,147	6,754	8,482	8,396	9,160	8,692	7,874	8,554
	Persons	438	674	688	658	704	565	524	441	408	342

Table 2-13 Situation of Cleared Felonious Offenses Committed by Foreign Nationals Visiting Japan (1999-2008)

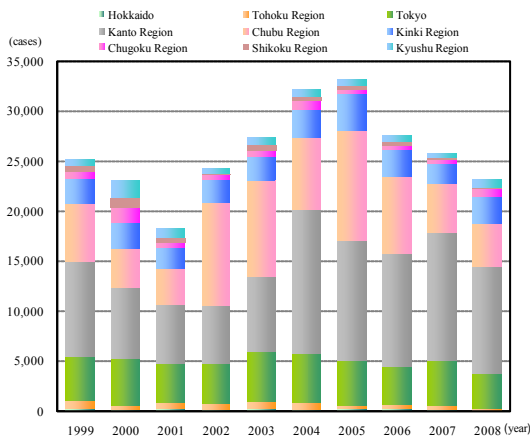
Year	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Cases	267	242	308	323	336	345	315	270	234	177
Persons	347	318	403	353	477	421	396	297	259	213

(2) Situation of Cleared Offenses by Region of Occurrence

By looking at the number of cleared for Penal Code violation committed by foreign nationals visiting Japan by region of occurrence in 2008, the crimes committed

by foreign nationals in the Chugoku and Kyushu areas doubled from the previous year.

Diagram2-16 Trends in the Number of Clearances of Penal Code Violation Committed by Foreign Nationals Visiting Japan by Region of Occurrence (1999-2008)



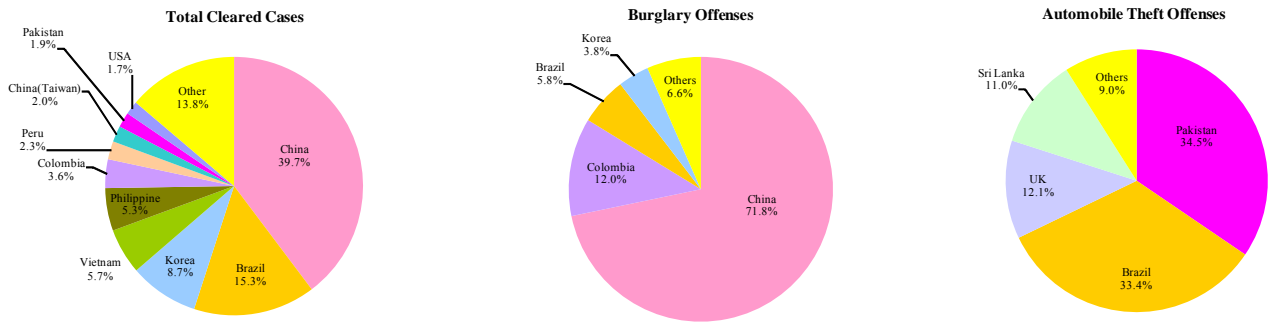
Category	Year	11	12	13	14	15	16	17	18	19	20
Total (cases)		25,135	22,947	18,199	24,258	27,258	32,087	33,037	27,453	25,730	23,202
Hokkaido		209	145	213	166	195	163	210	254	142	63
Tohoku Region		778	430	587	517	710	666	317	415	404	207
Tokyo		4,407	4,656	3,932	4,025	5,030	4,930	4,544	3,802	4,464	3,399
Kanto Region		9,501	7,050	5,928	5,793	7,456	14,317	11,939	11,288	12,773	10,775
Chubu Region		5,853	3,908	3,540	10,265	9,682	7,194	11,027	7,709	4,878	4,293
Kinki Region		2,510	2,659	2,119	2,377	2,304	2,869	3,603	2,636	2,100	2,668
Chugoku Region		640	1,472	435	461	648	863	505	509	363	745
Shikoku Region		633	996	478	151	542	408	304	279	200	154
Kyushu Region		604	1,631	967	503	691	677	588	561	406	898

(3) Situation of Arrests by Nationality and Region

When looking at the situation regarding clearances for crimes committed by foreign nationals visiting Japan in 2008 by nationality/region, China (excluding

Taiwan and Hong Kong) occupies the highest ratio in total. By crime category, China for burglary offenses and Pakistan and Brazil for automobile theft offenses occupy the highest ratio respectively.

Diagram 2-17 Situation of Clearances of the Crimes Committed by Foreign Nationals by Nationality and Region (2008)



2. Illegal Entry and Illegal Residence Countermeasures

(1) Situation of Foreign Nationals Staying in Japan, Entering and Disembarking Japan

In the past five years, the number of foreign nationals staying in Japan illegally decreased 48.5% due to the comprehensive measures taken by relevant organizations including the police. However, the number of foreign nationals coming to Japan for work remains high and there are more than a few illegal foreign workers. Additionally, many engage in criminal activity as a more efficient way of earning money than working illegally. To deal with this, the police are advancing the handing over of suspects to the immigration control officers based on the

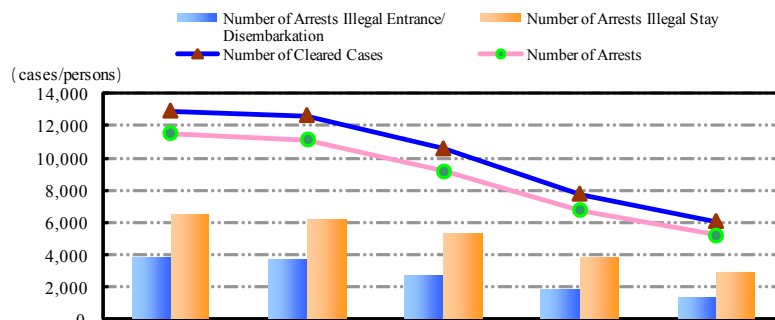
regulations¹ of the Immigration Control and Refugee Recognition Act (Immigration Act) as well as actively conducting joint crackdowns with the Immigration Bureau and strengthening regulations.

Note 1: Article 65 of Immigration Act. As per this article, as an exception to Code of Criminal Procedure, it is prescribed that the concerned suspect is able to handed over to the immigration control officers along with documents and evidences within 48 hours from arresting the suspect, only if the suspect is arrested for the crime under Article 70 of Immigration Act (illegal entry, illegal stay, illegal residence, activities other than their visa status), the written detention orders are issued and there is no suspicion that the suspect is involved in other crime.

Table 2-14 Handover of Suspects to Immigration Control Officers based on the Immigration Act Regulations (2004-2008)

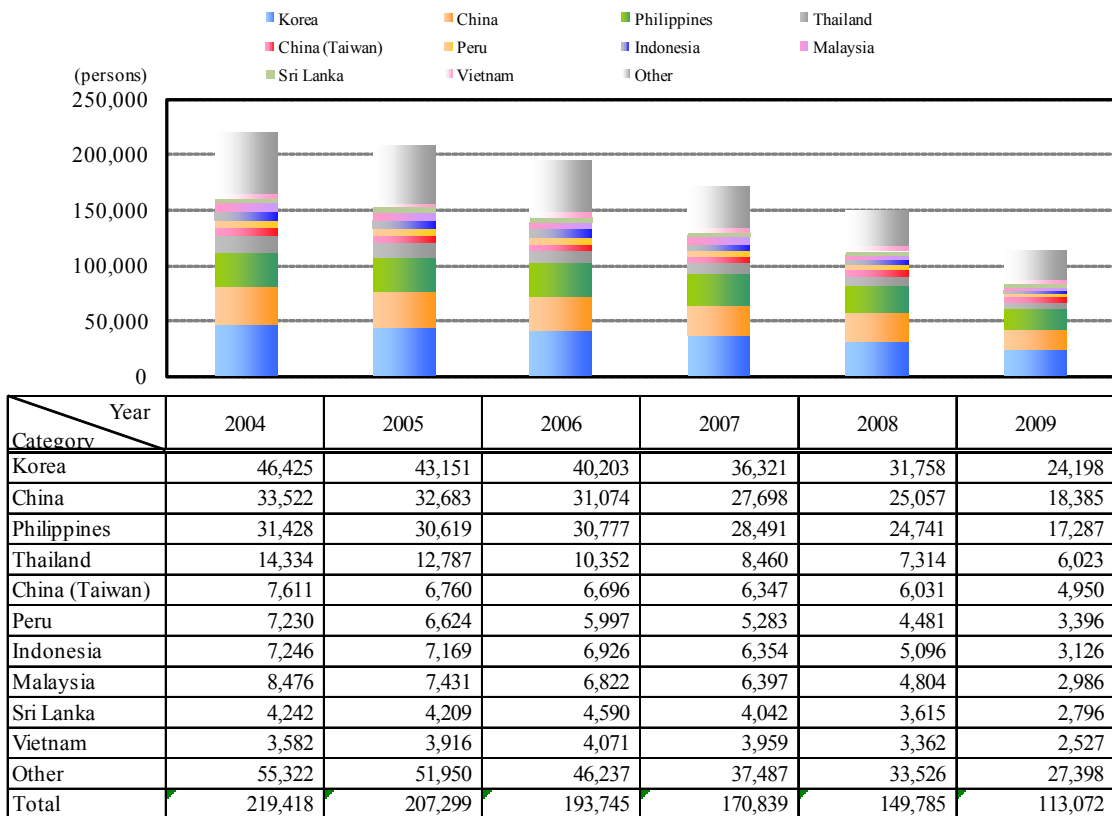
Year	2004	2005	2006	2007	2008
No. of cases	4,077	5,706	6,647	6,199	4,834

Diagram 2-18 Situation of Clearances of Immigration Act Violation (2004-2008)



Category	Year	2004	2005	2006	2007	2008
Number of Cleared Cases		12,903	12,624	10,561	7,751	6,049
Number of Arrests		11,504	11,143	9,191	6,770	5,230
	Illegal Entrance/Disembarkation	3,807	3,704	2,661	1,804	1,315
	Illegal Stay	6,445	6,146	5,283	3,769	2,894

Diagram 2-19 Trends in the Number of Illegal Residents by Country Region (2004-2009)



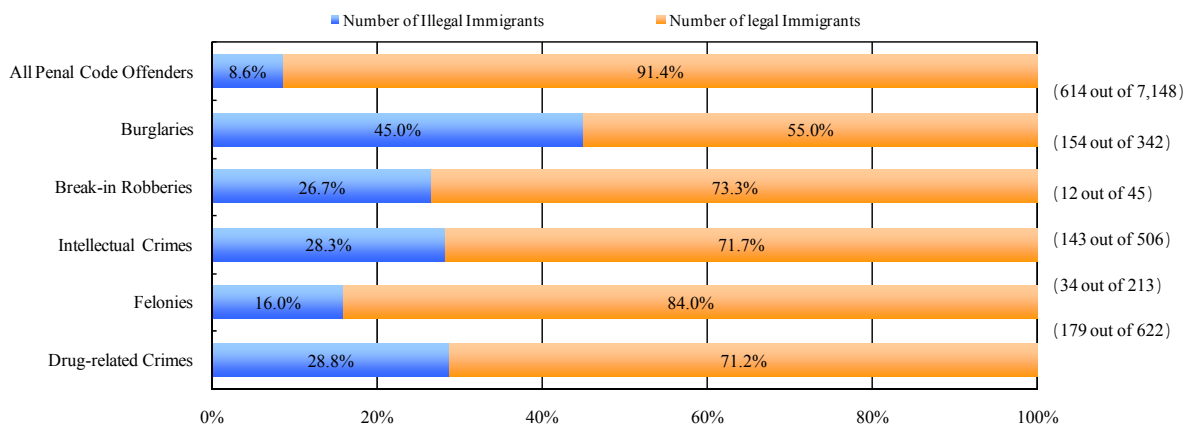
Note: Figures are announced by the Ministry of Justice (As of 1 January each year)

(2) Crimes Committed by Foreign nationals Illegally Staying in Japan

In 2008, the percentage of foreign nationals illegally staying in Japan¹ among foreign nationals arrested under Penal Code has remained at 8.6%, but looking at the type of crime, it is 45.0% in burglaries, and 26.7% in break-in robberies; in other words, the involvement of foreign nationals illegally staying in Japan is in offenses bring a strong feeling of unease to the people.

Note 1: Defined as illegal immigrants who have violated Article 3 of the Immigration Act, persons who illegally enter Japan without permission from immigration inspectors to do so, persons who legally entered the country but remained passed the length of their visa, and other persons illegal staying in Japan.

Diagram 2-20 Proportion of People Illegally Staying among the Number of Arrests for Penal Code Offenses by Foreign Nationals in Japan (2008)



(3) Situation of Offenses that Encourage Illegal Entering/Residence

Trends in the situation of clearance on invoking the false passports used by foreign nationals for past five years are shown in Table 2-15.

Moreover, by looking at the nationality or region, it is found that percentage of the Chinese and the

Philippine persons is high. In such types of cases, there have been numerous cases of fraudulent marriage for the purpose of illicitly obtaining visas as a spouse of a Japanese national, and cases of forging and selling certificates of alien registration to be used by foreign nationals illegally staying in Japan for the purpose of faking legal residence.

Table 2-15 Trends in the Number of Persons Arrested Who Illegally Entered by Making Use of a False Passport (2004-2008)

Category \ Year	2004	2005	2006	2007	2008
Total	1,720	1,770	1,350	1,079	804
China	767	738	472	284	193
Philippines	275	323	263	259	228
Thailand	125	142	127	79	75
Korea	99	99	88	60	47
Bangladesh	90	100	59	32	19
Others	364	368	341	365	242

The trends of clearances of employment related crimes for past five years are shown in Table 2-16. In such type of cases, job-placement brokers and

employers have some relation between them, and it is often found that the *Boryokudans* also takes part in these cases.

Table 2-16 Trends in the Situation of Clearance of Crimes Related to the Employment of Foreign Workers (2004-2008)

Category \ Year	2004		2005		2006		2007		2008	
	Cases	Persons	Cases	Persons	Cases	Persons	Cases	Persons	Cases	Persons
Total	389	445	381	448	412	448	390	455	395	410
Encouraging Illegal Employment (Immigration Act)	378	431	372	438	406	442	385	450	391	410
Employment Security Act	9	12	5	4	5	6	0	0	1	0
Worker Dispatch Act (Note)	2	2	3	4	0	0	4	1	3	0
Labor Standard Act	0	0	1	2	1	0	1	4	0	0

Note: Act on Securing the Proper Operation of Worker Dispatching Undertaking and Improved Working Conditions for Dispatched Workers

The police are cooperating with relevant institutions to conduct active information exchange with foreign investigative organizations and to further promote joint raids and cooperative investigations.

3. Trends in International Crime Syndicates

(1) Tendency in Formation of International Crime Syndicates by Foreign Nationals Visiting Japan

In 2008, the number of accomplice cases accounts for 63.1% of the total number of Penal Code offenses by foreign nationals visiting Japan, quadruple the number of those by Japanese nationals (16.3%)¹.

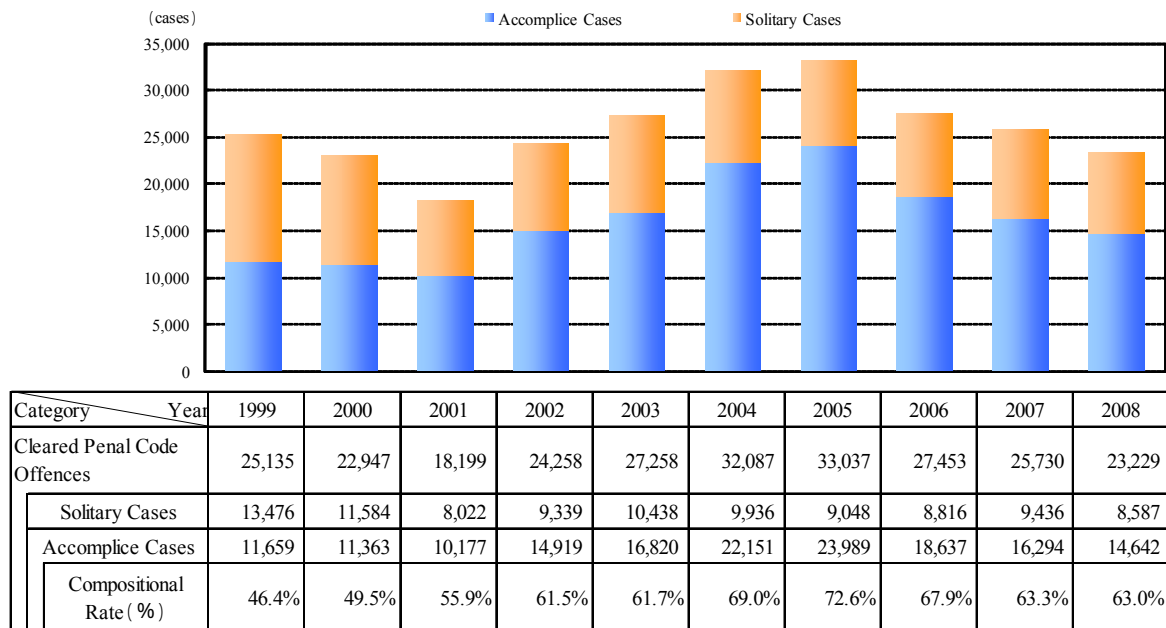
By looking by the type, the ratio of break-in robberies with accomplices was extremely high and 45.7% was conducted by groups of more than four

persons. Moreover, the ratio of burglaries with accomplices was 37.0%, and 10.2% of this involves group of more than four persons.

These statistics shows that foreign nationals visiting Japan have a greater tendency to commit offenses as a group than Japanese nationals, and that their crimes tend to be increasingly organized.

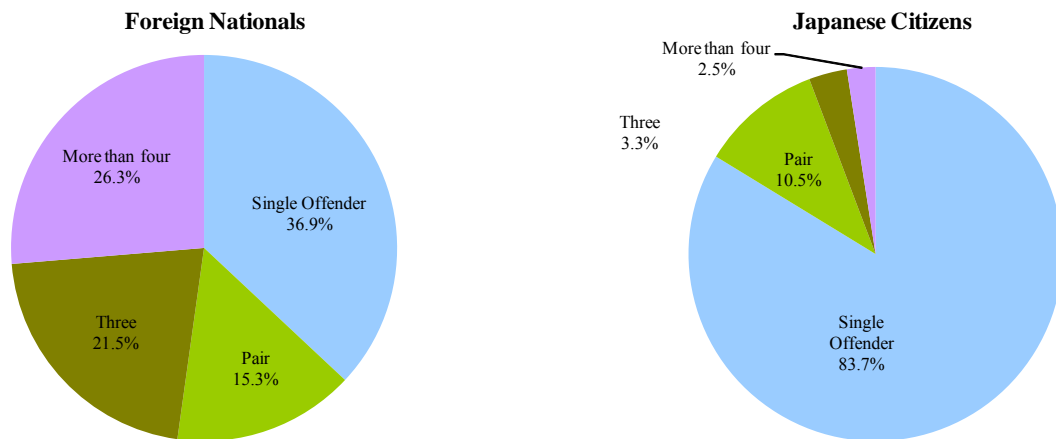
Note 1: Incidents of joint violations by foreign nationals and Japanese nationals are recorded in the following categories: joint violations committed principally by foreign nationals and depend on the suspects' nationality and area, or by Japanese nationals.

Diagram 2-21 Trends in Proportion of Accomplice Cases among the Number of Arrests for Penal Code Offenses (1999-2008)



Note: Compositional Rate = Accomplice Cases ÷ Cleared Penal Code Offenses × 100

Diagram 2-22 Differences in the Ratio of Joint Violations of the Penal Code by Foreign Nationals Visiting Japan and Japanese Nationals (2008)



(2) Characteristics of International Crime Syndicates

Cases of persons such as illegal residents in Japan, who enter Japan with false passports or stay on after legally entering Japan, organizing themselves into groups by nationality or place of origin for purposes such as more efficient gain of profits by committing vicious crimes in cooperation with Japanese *Boryokudans* and international crime syndicates based on foreign countries have been prominent in recent years. Examples include criminal groups from China

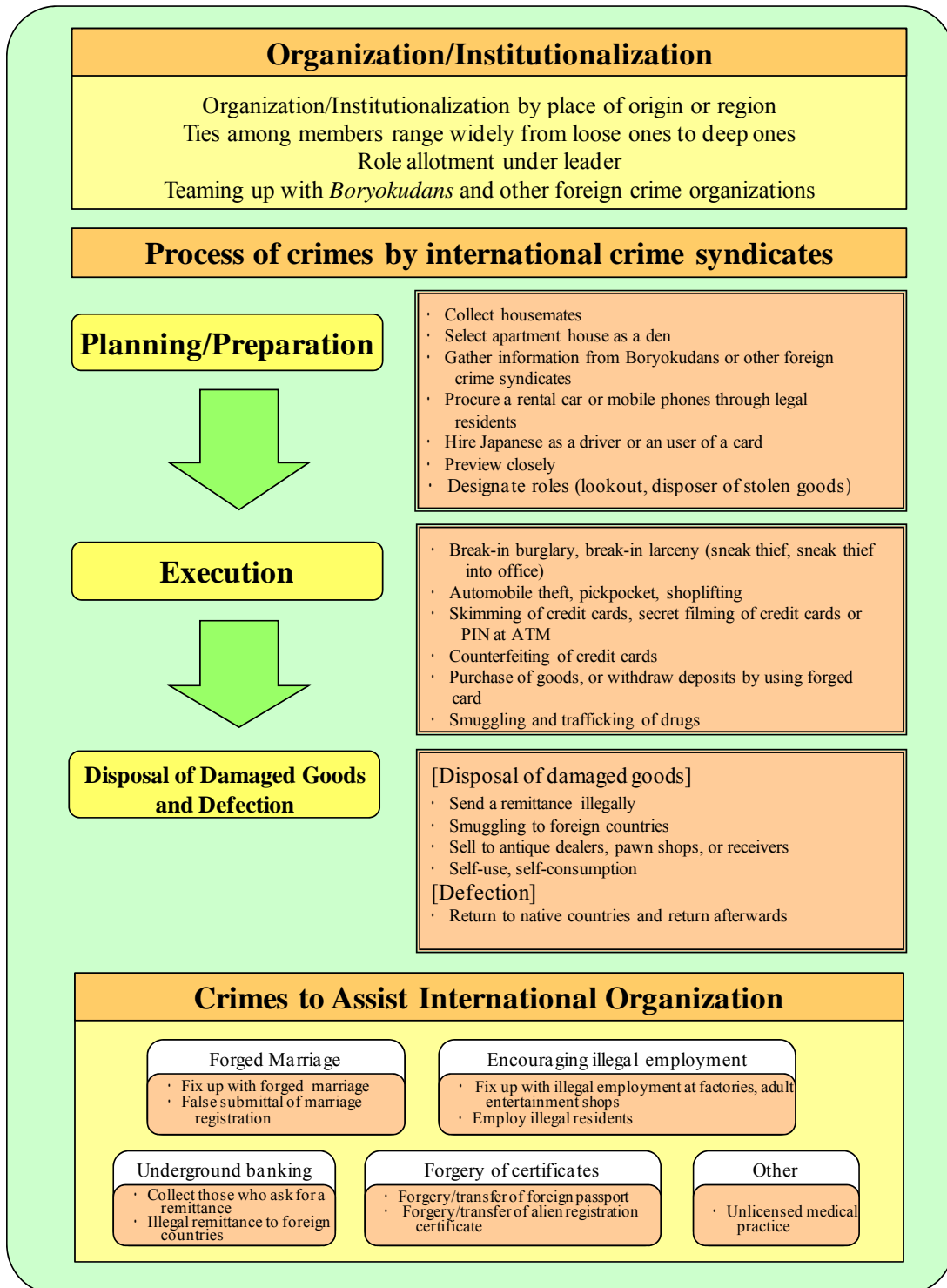
committing series of robberies targeting restaurants and binding the victims up together with *Boryokudan*, Bangladeshi and Pakistani nationals operating second-hand vehicle businesses buying stolen vehicles from *Boryokudan* and illegally exporting them as legally exportable vehicles. Furthermore, there have been cases of stealing from parked cars and automobile thefts committed by organized groups of Brazilians of Japanese ancestry who cannot adapt to Japanese society because of linguistic, social, and cultural differences that prevent them from finding

employment.

What makes these organized crimes easy to commit is the people or organizations that offer means for illegal entry or illegal stay in Japan, disposal of illegally obtained property, or transferring money on behalf of someone else. These types of organizations maybe underground bank organizations, which transfer

the profits to the person in question instead for a cheap administration fee without checking the person. The illegal profits are obtained by supplying false passports and false alien registration cards to foreign nationals seeking these items, and domestic and foreign groups producing false contracts and broker groups who obtain illegal profits through crimes and illegal labor.

Diagram 2-23 Characteristics of International Crime Syndicates Seen in Cleared Cases



4. Measures against International Crime Syndicates

The police are implementing a variety of countermeasures by multi-faceted approaches in cooperation with relevant domestic and foreign institutions with the objective of eliminating international crime syndicates, which have a significant impact on the public safety and peace of Japan.

(1) Cooperation with Relevant Institutions in Japan

1) Border Enforcement/Control Measures

In January 2005, the NPA, the Ministry of Justice, and the Ministry of Finance, with support from airline companies, together installed the Advance Passenger Information System (APIS), which enables verification information regarding crew members and passengers arriving to Japan on board an aircraft against information retained by relevant institutions¹ regarding blacklisted individuals, etc. Starting November 2007, it was made obligated for the captains of airplane or ship to provide information in advance. Moreover, foreign nationals are obligated to provide personal identification information such as fingerprints at the time of entering Japan in order to prevent the use of false passports or illegal entry under disguise. This was put into practice in 20 November 2007.

Note 1: The National Police Agency, the Ministry of Justice and the Ministry of Finance

2) Other Efforts

In order to implement a thorough, organized crack-down on persons falsifying legal residence and

those who aid and abet them, the police, in cooperation with the Immigration Bureau at the Ministry of Justice, are advancing exchanges of information in tandem with joint efforts to expose illegal residences.

(2) Cooperation with Overseas Public Safety Institutions and Others

In cases where suspects in crimes committed in Japan are foreign nationals, it is often the case that the police need to make an inquiry to the country of nationality of the suspects in order to confirm their address, name, date of birth, etc. Also in cases of suspects fleeing Japan, the police must request institutions in the destination country to confirm the whereabouts of suspects. Thus, cooperation with public safety institutions is indispensable for investigation of international crimes. The police implement measures as follows.

1) Investigative Cooperation through the ICPO

The ICPO is an international organization that carries out the collection and exchange of information on international crimes, organization of various international meetings for crime countermeasures, issuance of international arrest and search instructions, and comprises police institutions from various countries. As of the end of 2007, 187 countries and regions had joined the ICPO. Each participating country or region establishes a National Central Bureau (NCB) to act as a liaison. In Japan, the NPA is designated as the NCB.

Table 2-17 Trends in the Number of Cases in which Japan Asked for Mutual Legal Assistance to Foreign Countries (1999-2008)

Year	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
ICPO channel (case)	494	719	774	871	817	534	485	483	458	441
Diplomatic channel	9	13	24	15	10	14	14	30	26	39

Table 2-18 Trends in the Number of Cases in which Japan was Asked Mutual Legal Assistance by foreign countries (1999-2008)

Year	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
ICPO channel (case)	1,090	1,346	1,106	827	985	1,085	856	1,193	995	1,013
Diplomatic channel	11	9	10	19	13	13	30	25	14	12

Table 2-19 Trends in the Situation of Sending and Receiving the Information through ICPO (1999-2008)

Category \ Year	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Total Number (cases)	11,844	15,568	17,342	19,117	17,513	20,949	23,339	24,022	25,912	27,732
No. of transmissions from the NPA	2,123	2,468	2,585	2,787	2,831	2,708	2,266	2,741	2,732	2,394
No. of acceptances by the NPA	8,846	11,815	13,215	14,132	12,903	15,539	18,107	18,011	19,151	21,172
No. of acceptances of international arrest and search instructions	875	1,285	1,542	2,198	1,779	2,702	2,966	3,270	4,029	4,166

ICPO operates a database on stolen vehicles, stolen passports and suspects on international arrest and search instructions at the general secretariat in order to conduct more promptly and certainly the exchange of information among member countries/regions. The NPA also provides information on stolen vehicles, lost/stolen passports.

The NPA participates in a variety of meetings concerning measures against international crime syndicates organized by the ICPO, and also contributes to ICPO activities through implementation of investigative cooperation, dispatch of staff to the General Secretariat, and financial contributions, etc.

2) Consultations with the Public Safety Authorities of Other Countries

The NPA proactively participates in bilateral talks with public safety institutions of countries where a large number of international crimes that affect Japan are conducted or countries whose nationals commit crimes in Japan, and strives to enhance cooperation with these countries.

3) Negotiations with Various Countries to Sign the Mutual Legal Assistance Treaty (Refer to Page 186)

Mutual Legal Assistance Treaties stipulate that mutual assistance is an obligation in the international comity, which means that mutual assistance can be anticipated to be carried out with even more certainty. Moreover, it enables the streamlining and acceleration of administrating affairs by having a central authority specified in the treaty as opposed to foreign ministers to establish direct contact amongst themselves regarding mutual assistance.

Japan had previously signed the Mutual Legal Assistance Treaty with America and South Korea and in December 2007, Japan signed the treaty with China, and with Hong Kong in May 2008.

The NPA is continuing negotiations with various countries to sign the Mutual Legal Assistance Treaty as part of their efforts to strengthen the cooperation in

investigations with foreign security institutions based on these Mutual Legal Assistance Treaties.

(3) Tracking down Suspects Fleeing to Other Countries

The number of persons who have committed a crime in Japan and have fled to a foreign country (hereafter referred to as “suspects escaped to foreign countries”), or persons suspected of so doing, remains high. As suspects flee abroad, cooperation in investigations with foreign investigation institutes is often necessary. While such investigations may be difficult, the police are striving to promote measures as part of their rigorous efforts to prevent criminals from “getting away.”

The police endeavor to arrest suspects who pose the risk of fleeing abroad before they manage to do so by working with the Immigration Bureau. On the other hand, in cases where the suspects have already fled the country, the police work to confirm their identification or location with the cooperation of investigative agencies of relevant countries along the diplomatic route or ICPO route through mutual assistance based on the Mutual Assistance Treaties. Handover of suspects is requested based on extradition treaties once their location is identified. If a suspect has been deported from the country of escape, their custody is taken over on the aircraft over international waters to ensure their arrest. Besides this, depending on the nature of the case, police are also pressing for use of the Rule for Punishment of Escaped Suspect to Foreign Countries in the country to which suspects have escaped by providing investigation materials to that country’s investigative authority about the crime performed in Japan by the suspect.

Section 4. Measures to Prevent Transfer of Criminal Proceeds

1. Activities based on Implementation of the Act on Prevention of Transfer of Criminal Proceeds

Criminal proceeds obtained by organized crime syndicates such as *Boryokudans* are used for “activity funds” for new crimes or for expenses on procuring weapons, which maintain and strengthen the crime syndicates, as well as fostering organized crime. Thus it is important to prevent the transfer of criminal proceeds as well as ensuring that criminals are deprived of them in order to undermine these organizations and drive them to extermination. Laws relating to the prevention of the transfer of criminal proceeds (hereafter “Act on Prevention of Transfer of Criminal Proceeds”) were introduced in two stages; on 1 April 2007, and on 1 March 2008. The police are cooperating with related organizations, businesses, and related foreign institutions to promote measures against criminal proceeds based on these laws.

(1) Specified Business Operators and Measures to Secure the Proper Observation of the Law

With the complete implementation of the Act on Prevention of Transfer of Criminal Proceeds from 1 March 2008, the scope of business operators taking measures such as confirming ID of customers, creating and saving transaction records, and reporting suspicious transactions has expanded. The National Public Security Commission and the NPA are making efforts to advance understanding and cooperation toward the Act on Prevention of Transfer of Criminal Proceeds through various seminars for specified business operators¹, websites, and other means in cooperation with relevant organizations in order to secure the proper observation of the law by specified business operators.

(2) Suspicious Transaction Report

The report of suspicious transaction stipulated in the Act on Prevention of Transfer of Criminal Proceeds is a system which requires the report of suspicious transactions to financial institutions, in cases where received money by a business² is suspected to be criminal proceeds to a financial institution. The information submitted by these businesses to their respective presiding administrative agencies is compiled by the National Public Safety Commission and NPA for sorting and analysis and then submitted to

investigative institutions such as Prefectural Police Forces and the public prosecutor’s office for use in investigations, etc of money laundering offenses. In 2008, the number of cases in which information concerning suspicious transactions has provided clues leading to a case clearance was 175 cases, which is an increase of 76 cases (76.8%), among which 132 cases were fraud cases, occupying 75.4% of the total. There were 9 cases leading to clearances of money laundering offenses.

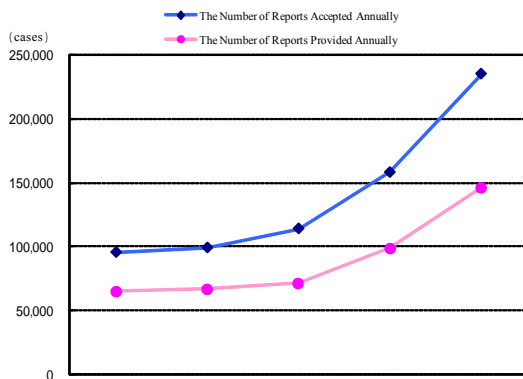
In addition, the NPSC and NPA have been appointed to carry out an analysis of information regarding suspicious information, and provide such analysis results to investigative agencies and foreign FIUs³, as well as provide information and assistance to specified business operators, as Japan’s FIU (Japan Financial Intelligence Center: JAFIC), instead of the Financial Services Agency.

Note 1: Businesses stipulated in Article 2 paragraph 2 of Act on Prevention of Transfer of Criminal Proceeds

2: Financial institutions, financial lease contractors, credit card providers, real estate agents, dealers in precious metals, mail receipt and telephone receptionist service providers, lawyers, judicial scriveners, administrative scriveners, certified public accountants, certified tax accountants, etc.

3: Abbreviation of Financial Intelligence Unit. Organizations established in each country to gather and analyze information on suspicious transactions and provide such information to investigative authorities and other organizations. The National Public Safety Commission and the NPA are in charge of Japan’s FIU which is called the Japan Financial Intelligence Center (JAFIC).

Diagram 2-24 Situation of Suspicious Transaction Report (2004-2008)



Category	Year	2004	2005	2006	2007	2008
The Number of Reports Accepted Annually ¹		95,315	98,935	113,860	158,041	235,260
The Number of Reports Provided Annually ²		64,675	66,812	71,241	98,629	146,330

Note 1: The number of cases received by the Financial Services Agency from January 2004 to March 2007, and by the National Public Safety Commission and NPA from January 2007. 2007 combines the number of cases received by the Financial Services Agency, the National Public Safety Commission and NPA.
 2: The number of cases submitted by the Financial Services Agency to the NPA from January 2004 to March 2007, and by the National Public Safety Commission and the NPA to investigative institutions from April 2007. 2007 combines the number of cases submitted by the Financial Services Agency, the National Public Safety Commission and NPA.

2. Situation of Cleared Cases of Money Laundering

The number of cleared cases for money laundering in 2008 is as follows: 173 cases (a decrease of 4 cases (2.3%) from the previous year) in violation of acts of organized crime and for violations of acts regulating

criminal proceeds (hereafter referred to as the “Organized Crime Punishment Act”) and 12 cases (an increase of 5 cases (71.4%) from the previous year) in violation of the Anti-Drug Special Act. Those committed by *Boryokudan* members occupy 36.4% for violation of the Organized Crime Punishment Act, 41.7% for violation of the Anti-Drug Special Act.

Looking at money laundering offenses involving *Boryokudan* members and associates, etc., in 2008 by predicate offenses¹, the major crimes are as follows: black market finance offenses: 26 cases, Prostitution Prevention Act violations: 13 cases, fraud: 11 cases, and gambling: 9 cases. Other cases include distribution of obscene material, Pharmaceutical Affairs Act violations, and Copyright Act violations. This shows that *Boryokudans* gain funds from diverse range of crimes and it can be said that these funds are laundered.

Of money laundering offenses violating the Organized Crime Punishment Act in 2008, eight cases were committed by foreign nationals visiting Japan.

Note 1: Crimes which make proceeds, and the proceeds are used for money laundering acts.

Table 2-20 Situation of Cleared Cases of Money Laundering (2004-2008)

Category	Year	2004	2005	2006	2007	2008
Organized Crime Punishment Act (cases)		65 (40)	107 (48)	134 (53)	177 (60)	173 (63)
Management / control such as legal persons (Article 9)		0	0	1 (0)	0	1 (1)
Concealment of criminal proceeds (Article 10)		50 (29)	65 (21)	91 (18)	137 (35)	134 (41)
Receiving of criminal proceeds (Article 11)		15 (11)	42 (27)	42 (35)	40 (25)	38 (21)
Anti-Drug Special Act (cases)		5 (3)	5 (4)	10 (5)	7 (5)	12 (5)
Concealment of drug criminal proceeds (Article 6)		5 (3)	3 (2)	5 (3)	5 (4)	10 (4)
Receiving of criminal proceeds (Article 11)		0	2 (2)	5 (2)	2 (1)	2 (1)

Note: Those shown in parentheses show those committed by *Boryokudan* members (NPA confirmed)

3. Forfeiture of Criminal Proceeds

In order to prevent criminal proceeds from being used for maintaining and expanding criminal organizations or for investment for the future criminal activities, it is essential to forfeit them. Confiscation/additional penalties are rendered by a judgment from court, the police secure effectiveness of confiscation/additional penalties by proactively taking measures of confiscation of criminal proceeds prior to

indictment as prescribed in the Organized Crime Punishment Act and the Anti-Drug Special Act.

(1) Situation of Confiscation/Additional Penalties

Application of Regulations on Confiscation / additional penalties in the Organized Crime Punishment Act and the Anti-Drug Special Act in

ordinary process of trial at the trial are as shown in Table 2-21.

Table 2-21 Application of Regulations on Confiscation/Additional Penalties on the Organized Crime Punishment Act and Anti-Drug Special Act (2001-2007)

	Year	Confiscation		Additional Penalties		Total	
		Persons	Amount	Persons	Amount	Persons	Amount
Organized Crime Punishment Act	2003	8	4,278	20	144,397	28	148,675
	2004	15	69,804	22	504,806	37	574,610
	2005	18	70,138	54	816,175	72	886,313
	2006	27	154,723	75	3,408,638	102	3,563,362
	2007	29	104,088	67	785,038	96	889,126
Anti-Drug Special Act	2003	47	36,539	304	1,541,756	351	1,578,295
	2004	75	583,372	329	3,270,608	404	3,853,980
	2005	39	64,332	316	3,513,785	355	3,578,117
	2006	62	133,441	373	2,372,788	435	2,506,229
	2007	53	207,411	285	2,216,634	338	2,424,045

Note 1: From the 2008 Crime White Paper.

2: The unit for the amount is \1,000 (rounded down to the nearest 1,000).

3: For confiscation and additional penalties involving accomplices, the total number of persons and total amount are given.

4: For foreign currencies, the amount is converted into yen calculated by the exchange rate of the time.

(2) Forfeiture of Criminal Proceeds before Indictment

In 2008, forfeiture of criminal proceeds before Indictment was ordered for 44 cases of gambling, black market financing, distribution of obscene material, Worker Dispatch Act violations, and Pharmaceutical Affairs Act violations under the Organized Crime Punishment Act (an increase of 23 cases and 109.5% from the previous year), 7 cases for Anti-Drug Special Act violations (an increase 3 cases

and 75.0% from the previous year).

The Organized Crime Punishment Act made it possible to confiscate and impose penalties on assets gained by illegal activities such as *Furikome* fraud (extortion) or black market finance offenses. In 2008, the police also gained an issue of the order of confiscation/additional penalties prior to indictment regarding interests illegally collected from victims in three cases.

Table 2-22 Confiscation / Additional Penalty Order prior to Indictment (2004-2008)

Year	2004	2005	2006	2007	2008
Organized Crime Punishment Act (cases)	7 (5)	8 (0)	9 (3)	21 (7)	44 (21)
Anti-Drug Special Act	5 (2)	8 (5)	3 (2)	4 (3)	7 (5)

Note: Those shown in parentheses show those committed by *Boryokudan* members (NPA confirmed)

4. International Cooperation

As globalization of economic and financial services progresses, so does money laundering and financing terrorism and now they are being committed across the borders. In order to prevent these activities, it is essential for each country to cooperate and take measures so as not that financial services are wrongfully used (misapplied) in countries whose regulations are relatively loose. For this reason, under the framework of FATF¹, the Asia/Pacific Group on Money Laundering (APG)², the Egmont Group³, etc., international standards of measures against money laundering and financing of terrorism are being created

and diffused, in which the NPA is proactively participating.

Note 1: Financial Action Task Force on Money Laundering

2: Asia/Pacific Group on Money Laundering

3: As of 1 June 2009, 116 countries/regions including Japan participate.

(1) The FATF Activities and the Tokyo Metropolitan Police Department Participation

The Financial Action Task Force on Money Laundering (FATF) is an inter-governmental

conference established in order to promote international cooperation relating to countermeasures against money laundering and terrorist financing. As of 1 June 2009, 32 countries/regions including Japan and 2 international agencies participate. The FATF provided “40 Recommendations” and “9 Special Recommendations” as countermeasures against money laundering and terrorist financing to be adopted by each country, in the fields of law enforcement, criminal justice, and financial regulation. Moreover, the FATF dispatch a panel of reviewers to each member country to conduct mutual reviews in order to ensure they thoroughly abide by the recommendations in the member countries. Japan had its third review in 2008.

The NPA has always been proactively participating in FATF activities, and in 2008, dispatched personnel to discussions about creating a new framework on measures against money laundering and financing of terrorism, and as well as to be reviewers for mutual reviews.

(2) APG Activities and the NPA Participation

The Asia/Pacific Group on Money Laundering (APG) is a framework for international cooperation to

combat money laundering for countries/regions not participating in FATF in the Asia/Pacific region centered on countries/regions in the Asia/Pacific region. As of 1 June, 2009, 39 countries/regions including Japan participate. The NPA has been proactively participating in the activities of APG, as in FATT, and in 2008 dispatched personnel to the conferences on the study of money laundering and provision of financing terrorism.

(3) Information Exchanges with Foreign FIUs

In order to detect money laundering or financing terrorism, it is necessary to exchange retained information under close cooperation with foreign FIUs. The NPSC and the NPA participated anew as a Japanese FIU in the Egmont Group, an international organization, which was formed for the purpose of exchanging information between FIUs of various countries. Furthermore, during 2008 the NPSC and the NPA newly established a framework for sharing information with 5 FIUs. With this, the NPSC and the NPA established a framework for sharing information with 17 countries and regions as of December 2008.

Chapter III. Securing Safe and Pleasant Traffic

Section 1. Traffic Situation in 2008

(1) Situation of Traffic Accidents

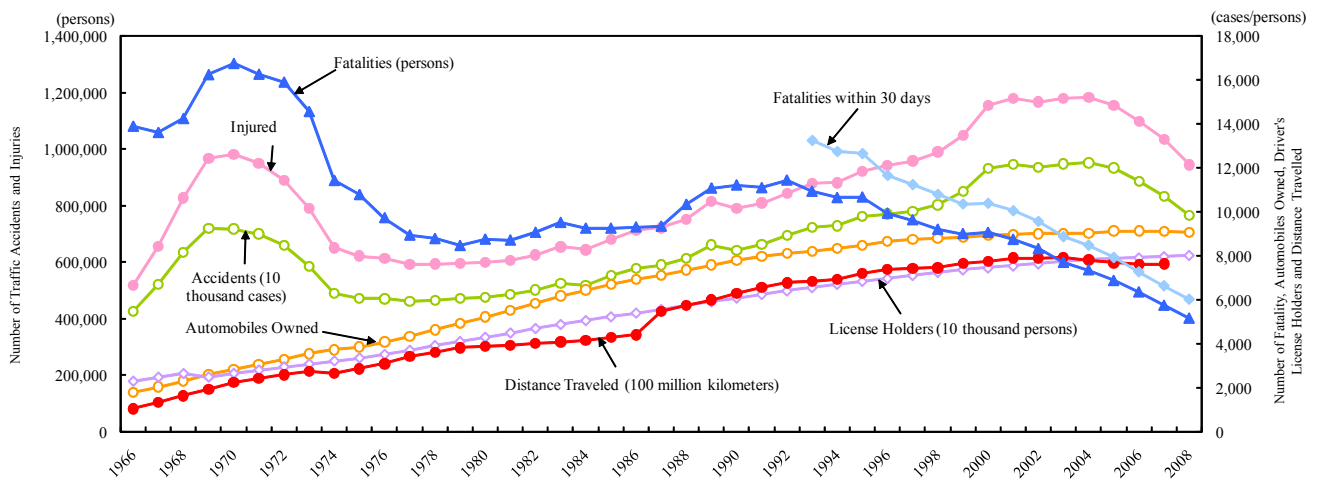
1) Overview

In 2008, the number of fatalities from traffic accidents was 5,155, marking a decrease for the eighth consecutive year, as well as a further reduction from last year when for the first time in 54 years since 1953 the figure was below 6,000. The number of accidents and number of injured have also gone down for four consecutive years, and are now below 1 million.

- Number of accidents in 2008: 766,147 cases (down 66,307 from the previous year (8.0%))
- Number of fatalities in 2008: 5,155 persons (down 589 from the previous year (10.3%))
- Number of injured in 2008: 945,504 persons (down 88,941 from the previous year (8.6%))

- Number of fatalities within 30 days from the time of accident in 2008: 6,023 (down 616 from the previous year (9.3%))
- Number of driver's license holders at the end of 2008: 80,447,842 (up 577,346 from the previous year (0.7%))
- Number of Automobiles owned at the end of 2008: 90,827,260 vehicles (down 338,860 from the previous year (0.4%))
- Number of kilometers driven by the end of FY2007 (distance traveled by automobiles): 763.6 billion kilometers (up 1.0 billion kilometers from the previous year (0.1%))

Diagram 3-1 Trends in the number of Accidents, Fatalities, Injuries, Automobiles Owned, Driver's License Holders, and Distance Traveled



Note: The number of automobiles owned and the distance traveled (100 million kilometers) are provided by the Ministry of Land, Infrastructure, Transport and Tourism

2) Fatal Accidents Situation

Among fatalities while bicycle riding, the elderly¹ occupy 34.3%.

Youths² accounted for the highest number of fatalities caused while riding on two-wheeled motor vehicles, amounting to 32.1% of two-wheeled motor vehicles fatalities).

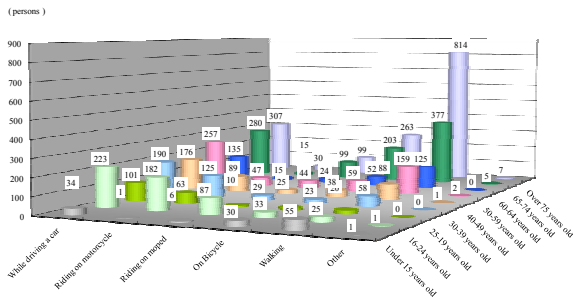
Those over 75 years of age accounted for the highest number of fatalities caused while riding bicycles, amounting to 36.7% of the total bicycle fatalities).

Those of over 75 years of age accounted for the highest number of pedestrian fatalities, amounting to 47.3 % of the pedestrian fatalities).

Note 1: Indicates 65 years of age or over.

2: Between 16-24 years of age.

Diagram 3-2 Fatalities by Situation and Age Group (2008)



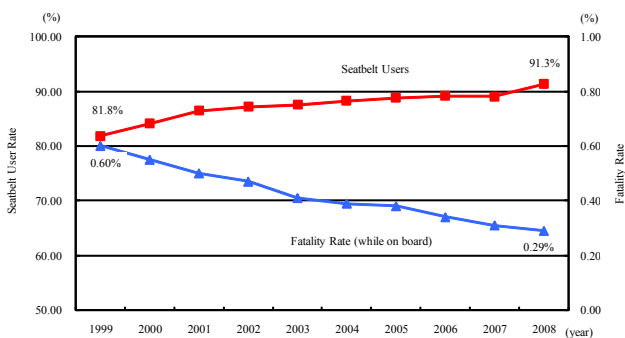
(2) Reasons for the Decrease in Fatalities in Recent Years

The decline in fatalities in the recent years is due to the following factors: a rise in the rate of seatbelt users bringing down the degree of injuries, a decrease in the number of vehicular accidents due to over speeding, a decrease in extreme and highly dangerous accidents; and a decrease in the percentage of traffic violations committed by pedestrians resulting in casualties.

1) Rise in the Rate of Seatbelt Users

In 2008, the rate of fatalities among non-seatbelt users was 11 times more than that of seatbelt users. Thus, wearing seatbelts can be recognized as contributing to reduce the number of accident fatalities. The rate of seatbelt-users has been steadily on the rise since 1993 and it is believed to be one of the factors in lowering the number of fatalities among automobile drivers/passengers.

Diagram 3-3 Trends in Seatbelt User Rates and Fatality Rates (while on board) (1999-2008)



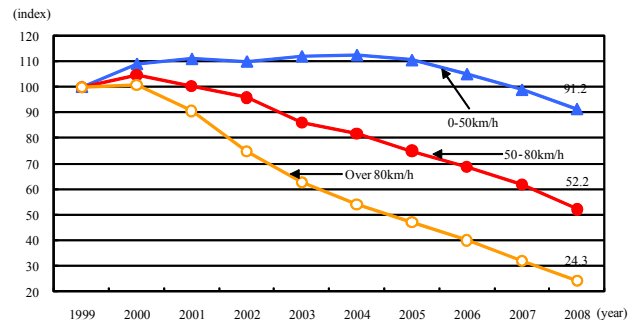
Note.1 seatbelt user rate = number of fatalities wearing seatbelts (while on board) ÷ number of fatality (while on board) × 100
 Note.2 fatality rate = number of fatalities (while on board) ÷ number of fatalities and injuries (while on board) × 100

2) Decrease in the Pre-accident Speed of Vehicles

In 2008, the fatality rate in accidents involving high speed over 80 km/h is 42.2 times higher than those at below 80 km/h. The decrease in accidents while driving at high speed is thought to be a factor that

contributes to the decrease in the number of fatalities.

Diagram 3-4 Trends in the Number of Traffic Accidents by Hazard Perception Speed on Open Roads (1999-2008)

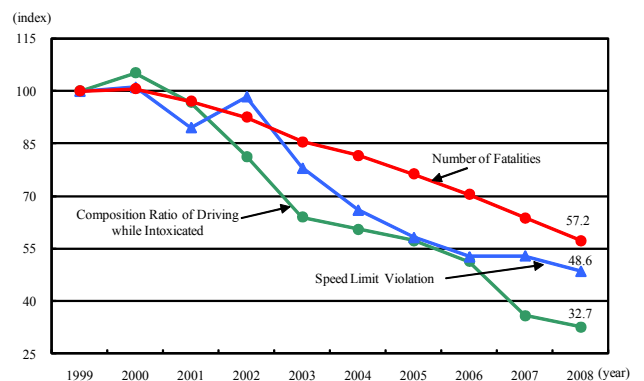


Note.1: A value of 100 was set for 1999 in the index
 2. Hazard perception speed is the speed at the moment in which the driver of an automobile or moped recognizes the hazard posed by another vehicle, person, parked vehicle or object.

3) Decrease in Extreme and Highly Dangerous Accidents

In 2008, the fatality rate of accidents due to drunk driving and maximum speed limit violations in comparison with the overall level is 7.2 times and 16.0 times higher, respectively. The great decrease in these accidents is seen as one reason for the decrease in the number of fatalities.

Diagram 3-5 Trends in the Composition Ratio and Number of Fatalities Caused by Accidents Resulting from Drunk Driving / Maximum Speed Violations (1999-2008)



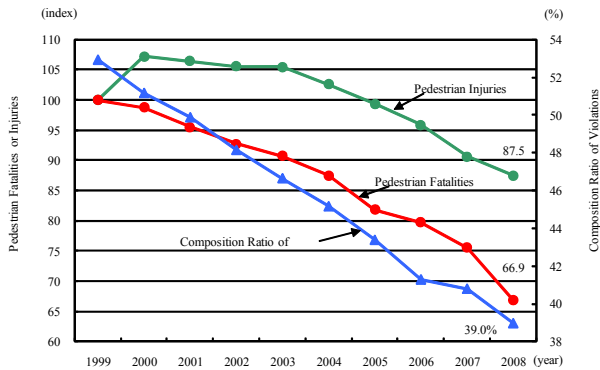
Note 1: A value of 100 was set for 1999 in the index
 2. Composition ratio of driving while intoxicated (speed limit violation) = total number of accidents caused by driving while intoxicated (speed limit violation) resulting in bodily harm (vehicle larger than a moped) ÷ total number of accidents resulting in bodily harm (vehicle larger than a moped) × 100

4) Observance of Regulations by Pedestrians

Looking at whether a violation was committed or not in pedestrian fatalities in 2008, the fatality rate in cases where violations were committed was 4.6% and cases where violations were not committed was 1.3%. Although the number of casualties among passengers has gradually decreased in recent years, the

composition ratio of violations committed has also been on a decrease, which is seen as a reason for the drop in the number of fatalities among pedestrians.

Diagram 3-6 Trends in the Number of Pedestrian Fatalities and Composition Ratio of Violations Resulting in Pedestrian Fatalities or Injuries (1999-2008)



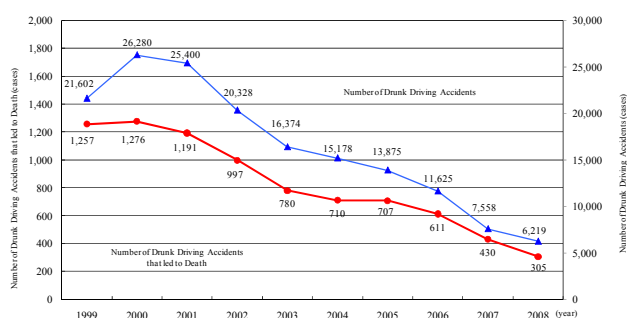
- Note 1: A value of 100 was set for 1999 in the index.
- Note 2: $\text{Composition ratio for pedestrian violators} = \frac{\text{number of fatalities or injuries of violators (pedestrians)}}{\text{number of fatalities and injuries (pedestrians)}} \times 100$
- Note 3: The composition ratio for pedestrian violators does not include cases where the other party's vehicle is a light vehicle such as a bicycle.

Section 2. Police Efforts for Eradicating Drunk Driving

(1) Current Situation of Traffic Accidents Resulting from Drunk Driving

Triggered by an accident which occurred in Fukuoka Prefecture in August 2006, which killed three infants, the public's awareness towards the eradication of drunk driving rose. The police responded by implementing the revised Road Traffic Law which contains tighter regulations and stricter penalties targeting drunk driving and environments encouraging drunk driving (enacted in September 2007). This led to a dramatic decline in the number of drunk driving related accidents during 2007. However, drunk driving still continues and the police are strengthening efforts for the eradication of drunk driving.

Diagram 3-7 Trends in Drunk Driving Accidents and Fatalities (1999-2008)



(2) Activities to “Foster a Social Environment that does not Tolerate Drunk Driving”

The police developed “All Japan Campaign to Eradicate Drunken Driving” in October 2008. In addition to actively publicizing the reality of the dangers of drunk driving as well as of the accidents caused by drunk driving, the police promote traffic safety education holding participation and experience type workshops by using “drunk driving simulator goggles” and “driving simulators.”

Additionally, they are requesting cooperation from relevant industries, including alcohol liquor manufacturers, retailers, and establishments that serve alcohol to deter drunk driving. The police also take part in promoting activities to “Foster a Social Environment that does not tolerate Drunk Driving” in cooperation with the private sector, such as encouraging people to participate in the “Designated Driver Movement” (Handle Keeper Movement)¹ which is being promoted by the Japan Traffic Safety Association.

Note 1: A campaign to eradicate drunk driving in which a person within a group of customers at an establishment serving alcohol is chosen (designated driver) to refrain from drinking and take the responsibility to drive the others safely back home, on visiting alcohol service establishments. This is done with the cooperation of the establishment serving alcohol.

(3) Strengthening Drunk Driving Regulations

In an effort to eradicate drunken driving, the police continue to promote strict regulations. In addition, when a person is arrested for drunk driving, accurate investigation is conducted not only to the driver, but also on all of the vehicle users, place of alcohol consumption, passengers, and those present at the time of alcohol consumption. In line with newly included provisions to the revised Road Traffic Law which promotes the application of the penal code to fellow passengers who provide alcohol or demand/request rides. Additionally the police are actively making arrests for violations such as soliciting and abetting violations.

Table 3-1 Number of Cases Cleared for Drunk Driving in 2008

Category	Drunk Driving	Driving while Intoxicated	Crime of Providing a Vehicle	Crime of Providing Alcohol	Crime of Demanding / Requesting a Ride
Number of Crackdowns	969	49,267	220	90	1,011

Section 3. Promotion of the safe use of bicycles

(1) Situation of Traffic Accidents Involving Bicycles

Bicycles are a beloved method of transportation for the people of Japan; they are used by a wide-range of people for a variety of purposes. In 2008, there were 162,525 cases of traffic accidents involving bicycles, 21.2% of all traffic accidents.

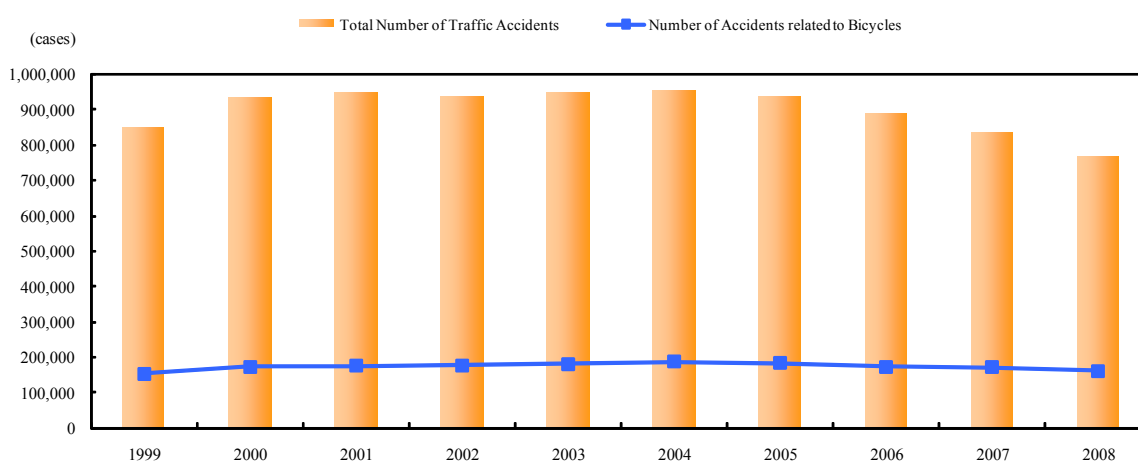
(2) Preparing Environments to Handle Bicycle Traffic

The police are promoting the preparation of a traffic environment for bicycles by partnering with road

administrators, establishing bicycle zones and modifying car roads to ensure that pedestrians and bicyclists can safely use and appropriately share roads. In particular, in January 2008, 98 locations across the country were designated as “Bicycle Environment Model Areas.” Moving forward, the police will work to expand the scale of these areas.

The police intend to finish this project by the end of 2009.

Diagram 3-8 Trends in the Number of Traffic Accidents and the Number of Accidents Involving Bicycles (1999-2008)



Category	Year	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Total Number of Traffic Accidents		850,363	931,934	947,169	936,721	947,993	952,191	933,828	886,864	832,454	766,147
	Number of Accidents related to Bicycles	154,510	173,876	175,223	178,289	181,845	187,980	183,653	174,262	171,018	162,525

(3) Promotion of Bicycle Safety Education

The police are partnering with local public entities, schools and bicycle-related organizations to promote “Rules relating to Traffic Routines” and “The Five Principles of Bicycle Safety.”¹ The police are working to spread knowledge of bicycle traffic rules among children/students, the elderly and married couples.

In addition, the police are creating a wealth of educational content by partnering with schools to promote bicycle safety education for children/students and carrying out “Education Model Projects for the Safe Use of Bicycles among Middle and High School Students,” a project which aims to create highly effective educational material. In 2008, approximately 3.46 million people participated in the 35,000 bicycle education courses targeted at children/students and the

elderly across the nation.

(4) Strengthening of Guidance and Arrest Measures for Traffic Act Infringements by Bicyclists

Focusing on bicycle guidance/enlightenment priority areas/roads,² the police are strengthening guidance measures against bicyclists not equipped with lights, those riding two-to-one-bicycle, those who ignore traffic lights, and those who loiter. Additionally, the police are sternly handling those who cause real danger to vehicles and pedestrians by breaking the law and those who continue to break the law despite warnings by utilizing traffic tickets which threaten arrest.

Note 1: These principles were specified for promotion measures

and publicity as bicycle traffic rules by “Regarding the Promotion of the Safe Use of Bicycles,” which was established by the Head Office for Traffic Countermeasures of the Central Traffic Safety Countermeasures Committee in July 2007.

- 2: Building on local resident complaints and demand work on the state of traffic accidents involving pedestrians and bicycles, 1,827 locations (as of May 1, 2008) have been specified as bicycle guidance/enlightenment priority areas/roads. The police are promoting guidance and enlightenment regarding bicycle use in these areas.

Section 4. Traffic Safety Education and Traffic Safety Activities

(1) Traffic Safety Education

1) Guidelines to Traffic Safety Education

The National Public Safety Commission (NPSC) has drawn up and made public the Traffic Safety Education Guidelines to ensure that local public entities and private entities can carry out effective and appropriate traffic safety education, and to establish a common standard for the traffic safety education carried out by the Prefectural Public Safety Commissions. The Guidelines specify the basic attitude required of those engaged in traffic safety education, as well as the contents and methods of systematic traffic safety education that are suited to the mental and physical development and traffic attitudes of each age group.

2) Traffic Safety Education in Business Establishments and Other Places

Business establishments using more than a specified number of vehicles are obliged, under the stipulations of the Road Traffic Law, to carry out traffic safety education in accordance with the Guidelines by appointing a safe driving supervisor. The police provide the necessary instruction such as lessons for safe driving supervisors in order to ensure that traffic safety education is implemented appropriately.

(2) Traffic Safety Activities

The police are trying to uplift the national traffic safety awareness in cooperation with concerned organizations/entities and local volunteers (traffic safety campaign promotion committees, traffic counselors and others) in various ways.

1) National Traffic Safety Campaign

The police conduct National Safety Campaigns in spring and fall every year aiming for the thorough prevention of traffic accidents by widely spreading and implementing the idea of traffic safety and to

encourage people to comply with traffic rules and uphold good standards in traffic manners. During campaign periods, national and local public entities and private entities work together to carry out large-scale, nationwide campaigns.

Diagram 3-9 Traffic Safety Education by Age

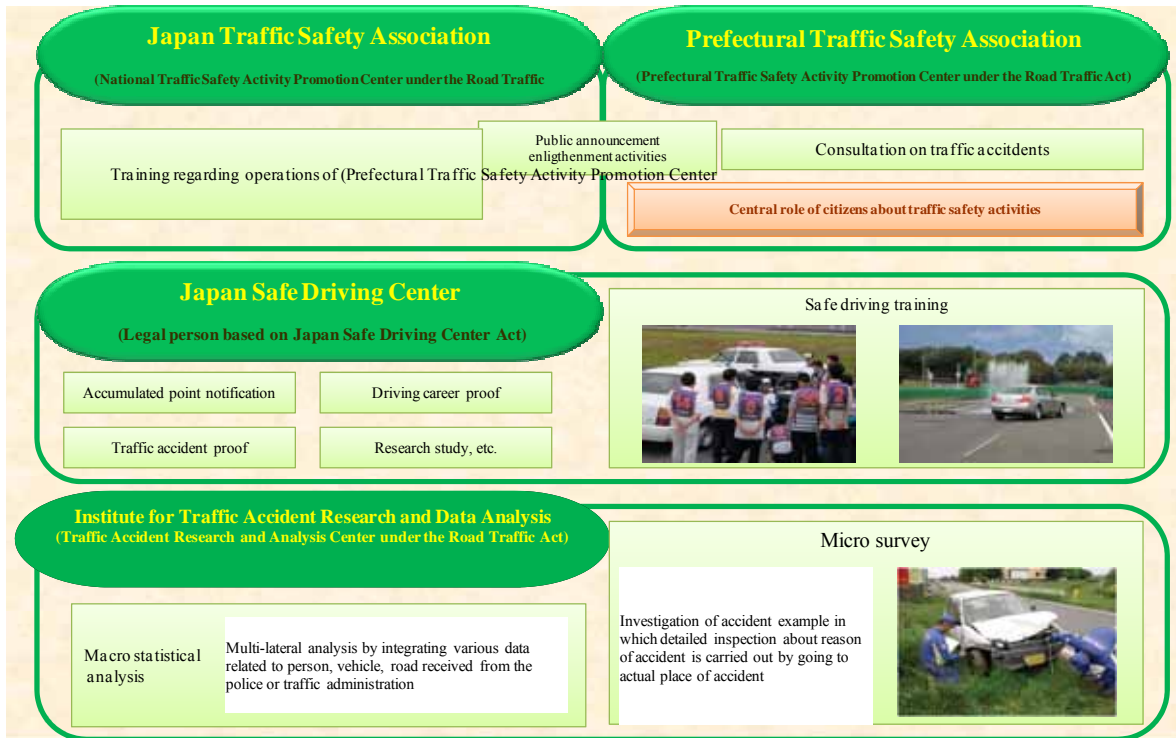


2) Other Traffic Safety Activities

To uplift national traffic safety awareness, the police provide various assistances. These include cooperation in announcing public activities such as traffic safety campaigns that are conducted by local public entities and other entities, workshops for the leaders of local volunteers who takes initiatives in traffic safety activities to ensure efficiency, and provision of information on the actual state of traffic accidents.

Other than above, the following entities shown in Diagram 3-10 are developing activities to aim at the traffic safety.

Diagram 3-10 Activities of Various Institutions



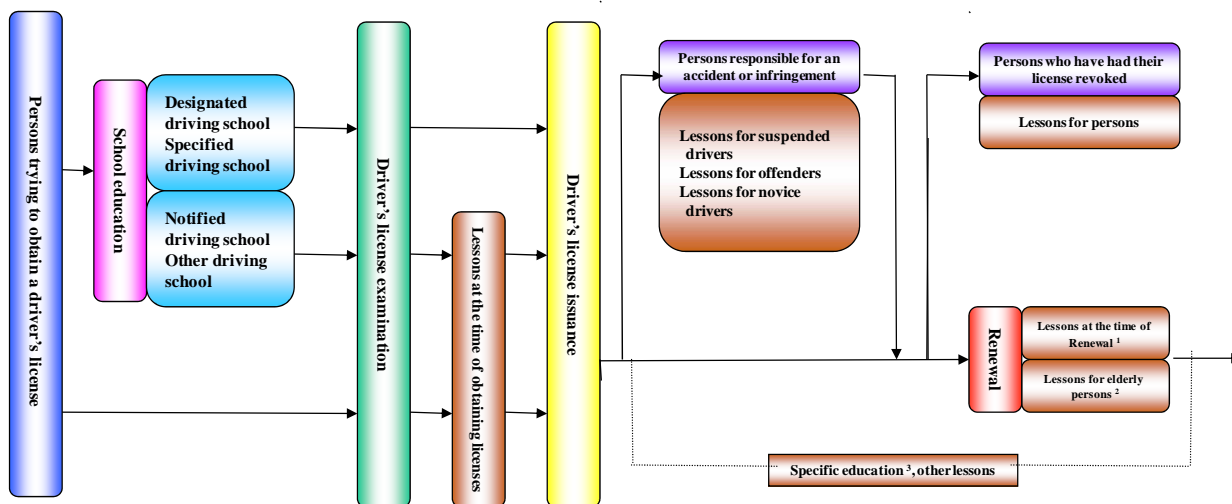
Section 5. Traffic Safety Education and Traffic Safety Activities

(1) Traffic Safety Education

Opportunities for driver education are systematically established at various stages in the license-obtaining

process and after licenses are issued. The flow of this setup is as follows.

Diagram 3-11 Driver's Education System



Note 1: Persons trying to renew a driver's license are required to take lessons at the time of renewal.

2: Persons who are 70 years old or over on the day of driver's license expiration are required to take lessons for senior citizens. In addition, for those who are 75 years old or over are required to take preliminary inspection training (Cognitive Impairment Screening Test for Senior Drivers, and lessons for elderly persons are held based on the result.

3: As part of driver's license education which has been approved by the Prefectural Public Safety Commission (PPSC), persons who have completed the equivalent process of training as the lessons for elderly drivers and the lessons at the time of renewal are exempt from taking lessons.

(2) Enhancement of Education for Those Who Wish to Acquire a Driver's License

Individuals who wish to acquire a driver's license must take the driver's license examination given by Prefectural Public Safety Commissions. However, those who have graduated from designated driving schools¹ are exempt from the skills test. The police are striving to enhance the instruction given at driving schools through such means as improving the quality of instructors.

- Designated driving schools: 1,408 places nationwide (as of the end of 2008).
- Number of graduates who have passed the driver's license examination during the same year: 1.62 million (95.7% of all passed persons).

Additionally, applicants for driver's licenses are obligated to take lectures (lectures for license acquisition) in order to learn the necessary skills and knowledge for safe driving in accordance with the type of license sought. However, graduates of designated driving schools and specified driving schools² do not need to take these courses as they have received instruction on these contents.

and teaching methods.

- 2: Specified driving schools that provide training courses specified by Prefectural Public Safety Commissions as meeting set standards for staff, facilities, training methods, and so forth.

Note 1: Driving schools designated by the Prefectural Public Safety Commissions as meeting set standards for staff, facilities,

Table 3-2 Situation of Provision of Lectures for License Acquisition (2008)

Type of License	Course Name	Contents	Number of Attendees (persons)
Ordinary Licenses etc.	Large-sized Vehicles	Driving techniques and knowledge essential for safe driving of respective vehicles such as risk assessment	434
	Medium-sized Vehicle		223
	Ordinary Vehicle Course		17,964
	Large-sized Two-wheel Motor Vehicle Course		661
	Ordinary Two-wheel Vehicle Course		3,016
	Large-sized Passenger-carrying Vehicle Course		1,828
	Medium-sized Passenger-carrying Vehicle Course		73
	Ordinary Passenger-carrying Vehicle Lecture		2,193
	Emergency Treatment Course	Essential knowledge on emergency treatment such as artificial respiration, CPR, etc.	22,368
Moped License	Moped Course	Essential knowledge for safe driving such as manipulating methods and driving methods of mopeds	202,988

Note: Each course should include practical training sessions.

driver's safety awareness, by supplementing necessary knowledge for safety driving periodically upon renewal of licenses. The lectures are held by categorizing drivers by the degree of compliance with the law and other criteria including whether the driver is a general driver, whether they have broken the law, and whether or not they are a first-time updater, and by forming particular courses by type such as senior drivers' courses, student drivers' courses, and motorcycle drivers' courses.

(3) Improvement of Education following Acquisition of a Driver's License

1) Provision of Detailed Lectures upon Renewing License

Lectures at the time of renewal aims to increase the

Table 3-3 Situation of Provision of Lectures at the Time of Renewal (2008)

Category	Lectures for Safe Drivers	Lectures for General Drivers	Lectures for Offenders	Lectures for Drivers Renewing for the First Time
Number of attendants (persons)	6,802,037	2,974,039	4,351,008	1,179,231
Drivers with expired licenses with specialized reasons	11,536	76,715	93,247	42,041
Lecture Time	30 minutes	1 hour	2 hours	2 hours
Lecture Contents	An explanation is given on the situations of traffic accidents as well as knowledge necessary for safe driving by using videos and other audio visual materials.	In addition to the contents of the lectures for safe drivers, a qualification test using "safe driving self diagnosis" is offered and practical guidance is given.	In addition to the contents of the lectures for general drivers, discussions are held and guidance related to knowledge essential for driving automobiles is given.	In addition to the contents of the lectures for offenders, an exercise is given for the drivers to fully acquire the fundamental knowledge related to driving of automobiles.

2) Education for Reeducating Reckless Drivers

Enhanced education is provided for dangerous drivers on the following scheme. An education program is held to decrease the dangers in driving of those who have accumulated a certain number of points due to violations of the Road Traffic Law and who have received administrative punishment.

Additionally, Drunk Driving classes have been established for those whose licenses are suspended due to alcohol driving violations within the suspended drivers' course.

Table 3-4 Situation of Education to Reeducate Reckless Drivers (2008)

Lecture Names	Target Persons	Contents	Outcome	Number of Participants (persons)
Lectures for Novice Drivers	Persons under one year since license acquisition who have violated the law and meet certain standards	This program provides practical instructions through on-road training and training to predict and avoid risks using driving simulators aimed at stabilizing driving techniques and knowledge.	Re-examination exempted (Note)	61,820
Lectures for those with Revoked Licenses	Persons whose licenses have been revoked or cancelled	In order to make the participants recognize their aptitude for driving and improve their driving attitude, examinations are conducted regarding driving aptitude by having them drive and then provide individual and concrete instructions based on the results.	The persons become qualified for taking driving license examination again.	38,460
Lectures for Suspended Drivers	Persons whose licenses are suspended or validities are terminated.	Appropriate guidance is given on a request basis by persons who have been penalized as well as based on the results of driving aptitude tests conducted by having them drive.	The period of suspension is reduced.	470,936
Lectures for Offenders	Persons whose violations amount to less than three points and meet certain standards	It is possible to select a course which includes guidance and diagnosis to check individual driving aptitude by actually driving or a course which includes social participation activities which help to improve qualities in the driver.	An administrative punishment such as suspension of driver's license is not performed.	194,680

Note: Re-examinations are held for those who did not attend the lectures for novice drivers and the criteria is the same as those for the driver's license examination. In 2007, 3,661 candidates took the examination and the driver's licenses of 2,683 candidates who failed in the examination were revoked.

3) Traffic Safety Education at Driving Schools

Driving schools also offer traffic safety education for license holders, for instance for the so-called "paper drivers," and act as a traffic safety education center in the community. In order to raise the standard and the extent of training, accreditation may be received from Prefectural Public Safety Commissions when prescribed standards are met.

(4) Enhanced Measures for Senior Drivers

1) Implementation of Lectures for Senior Drivers

Lectures for the senior drivers are mandatory for those above 70 years of age upon the renewal of their licenses. Besides the lecture concerning necessary knowledge for safe driving etc., physical inspections such as driving and the dynamic visual acuity tests are conducted. Participants must face the changes in their own physical functions and advice and guidance are given based on the results. 1,364,488 persons attended these lectures in 2008.

2) Introduction of a Training Examination (Cognitive Function Examination)

Those who are aged 75 and older must take a Training Examination (Cognitive Function Examination) within 6 months of renewing their driver's license, according to the amended Road Traffic Law enforced in June 2009. The examination has been introduced with the purpose of helping the elderly to understand the state of their own memory/judgment through a simple examination. The examination also supports safe driving practices. The exam, which last about 30 minutes, consists of a time approximation test,¹ a deduction test² and a test in which test-takers draw watches,³ with the aim of testing the state of test-takers' memory and judgment.

If the test results show the test-taker to have low powers of memory and judgment, and if the test-taker has been implicated in a specific traffic violation, such as ignoring a stoplight, after the time of update or one year prior to the date on which the test-taker updated their license, the test-taker is required to take a special aptitude test from a specialist. If it is found that the test-taker has dementia, his/her license may be revoked or canceled.

Note 1: Applicants must answer the time, date, and day of the week of the test during this examination.

2: In this examination, applicants are asked to memorize an illustration, and after some talk about an unrelated matter, are asked the name of the illustration without being provided any hints.

3: In this examination, applicants are asked to draw a watch, and draw the correct time on it.

3) Application to Cancel a Driver's License (The Voluntary Turning-in of a Driver's License)

License holders may apply to cancel and turn in their driver's license if the degradation of their physical abilities prevents them from driving a vehicle or if they decide they wish to stop driving. Additionally, in the event that the license is to be turned in, the applicants may apply to receive proof of their driving history. In 2008 29,150 people applied to cancel their driver's license (26,311 of these were over 70), and 16,376 applied for records of their driving history (of these 15,054 were over 70).

Section 6. Policies for Drivers

(1) Administrative Punishment and Education Tailored to Degree of Negligence

The police are working for the strict and swift implementation of administrative punishment for the early removal from road traffic areas of drivers who repeat Road Traffic Law violations and who have initiated major traffic accidents.

The amending of the Road Traffic Law in June 2009 raised the amount of time required before a potential driver can reapply for a license after their license has been revoked due to certain malicious and reckless driving. The police are spreading knowledge on the amendment, and working to prevent malicious and reckless driving.

Table 3-5 Trends in Administrative Punishment for Driver's Licenses (2004-2008)

Year	2004	2005	2006	2007	2008
Total (cases)	945,327	911,001	847,721	728,060	612,163
Revoked	59,173	55,138	54,461	44,252	34,942
Suspended	886,154	855,863	793,260	683,808	577,221

Note: Number of cases of revocation does not include the number of revocations related to retesting of driving beginners and revocations resulting from application.

(2) Improvement in Convenience of Procedures for Obtaining a Driver's License

To mitigate the citizens' burden during the process of driver's license renewal, policies and measures such as the following are being enforced: issuance of renewed licenses on the day of application;; acceptance of applications on Sundays; setting up counters for renewing driver's licenses at police stations; the omission of an ID photo from application forms; and the acceptance of renewal applications through Public Safety Commissions other than the area of the driver's residence (limited to gold card holders).

In addition, for the benefit of disabled applicants/drivers, development and improvement of examination facilities, utilization of instructional video with subtitles, and implementation of academic examinations with hiragana readings for the kanji

characters used in examination questions are among the measures being put into effect.

Moreover, in order to individually assess whether persons with physical disabilities or chronic illnesses are capable of driving safely, the police assign staff with abundant expert knowledge and are working for the enhancement of counseling activities on proper driving.

(3) License Administration Adapted to Internationalization

Individuals who possess driver's licenses issued by foreign administrative agencies are exempt from a portion of the driver's license examination under certain conditions. The number of driver's licenses issued under the same conditions in 2008 was 37,512. The police also produced a video for traffic safety education for foreign drivers, making it more available. As such, the police are striving to enhance traffic safety education based on local circumstances for foreign drivers.

(4) Digitalizing Driver's Licenses

IC card licenses began to be issued in January 2007, and have currently been introduced in 38 prefectures (as of FY2008). Individuals who possess driver's licenses issued by foreign administrative agencies are exempt from a portion of the driver's license examination under certain conditions. As there have been cases of individuals attempting to use false foreign licenses to obtain Japanese driver's licenses, the police carefully screen licenses in an effort to prevent fraudulent acquisition of Japanese driver's licenses.

Section 7. Development of Safe and Secure Traffic Environment

(1) Promotion of Development of the Project for Traffic Safety Facilities

The police are promoting the development of traffic safety facilities such as signals to secure traffic safety and smoothness.

The Project for Traffic Safety Facilities is planned to be promoted according to the Social Infrastructure Maintenance Emphasis Plan. Based on the plan with the planned period of 2008 through 2012, the project is currently promoting development of traffic safety facilities emphatically, effectively and efficiently.

Diagram 3-12 Implementation of Main Traffic Safety Facilities

• Signals :	Approx.200,000 units
• Road Signs :	Approx.6.77 million boards
• Infrared Beacon Devices:	Approx.52,000 units
• Traffic Information Boards:	Approx.3,600 boards
• Traffic Control Centers:	Approx.163 locations
(As of the end of FY2008)	

Diagram 3-13 Infrastructure Maintenance Emphasis Plan (Planning Period 2008-2012)

[Outcome of Improvement of Traffic Facilities Arranged by Police]

1. Improvement of traffic safety
 - Fatality and Injury Rate in Traffic Accident (Reduced by approx. 10%)
2. Promoting measures for community roads and measures related to pedestrians and bicycles
 - Control rate over accidents causing death and injuries in safe pedestrian areas (controlled by approx.20% of the number of accidents causing death and injuries related to pedestrians and bicycles at places where measures are taken)
 - Barrier-free type signals in major community-related roads (Approx.83% 100%)
3. Promoting measures for trunk roads
 - Control rate over accidents causing death and injuries in accident risk prone places (Controlled by approx. 30 at places where measures are taken)
 - Control over accidents causing death and injuries (Controlled by approx. 40,000 cases/year)
4. Promoting smoothness in traffic by advanced signals
 - Reducing the intersection passing time by advanced signals (reduced by approx. 220 million-persons/hour/year)
 - Control over elimination of carbon dioxide by advanced signals (controlled CO₂ by 460,000t every year)
5. Promoting Intelligent Transport Systems

(2) Development of Advanced Traffic Control System

In the urban area, complex and concentrated street traffic is one of the causes of traffic jams, traffic pollution, and traffic accidents.

The police strive to make the flow of traffic smoother by analyzing data of the traffic volume and driving speed collected through vehicle recognition devices and other devices. By based on the analyzed information by traffic control systems, the police control traffic signals and provide traffic information.

The measures taken are as follows:

- Smoothening of traffic by controlling traffic signals in response to traffic conditions
- Guiding and dispersing the flow and volume of traffic by providing detailed traffic information
- Control over gross traffic volume by controlling signals to give busses priority and lowering the demand for individual vehicles

The measures described above and other measures are taken to effectively and safely control street traffic which has become highly complex and concentrated.

Diagram 3-14 Traffic Control Center On-board unit



(3) Environmental Measures through Traffic Control

1) Traffic Control for Environmental Measures

The police execute measures such as the maximum speed restriction to reduce the engine sound and vibrations by reducing the speed of passing vehicles and the middle lane restriction to keep away the large-sized cars with large engine sounds and vibration from the roadside, according to the situation of the traffic noise and the vibration.

2) Promoting Eco-Driving

Since the “use of cars in which the reduction of the environmental burden is considered (eco-driving)” is effective for environmental preservation and is expected to contribute to a certain extent for traffic accident prevention, the police are trying to spread eco-driving based on the “10 tips for Eco-Driving”

formulated in October 2006 by the Eco-Drive Spread Liaison Council which consists of four ministries/agencies including the NPA.

Diagram 3-15 Ten Tips for Eco-Driving

1 “e-start” by putting foot on the gas pedal lightly	6 Warming up the engine properly
2 Driving without acceleration/braking	7 Utilize road traffic information
3 Release the gas pedal early	8 Check outside air pressure in tires frequently
4 Refrain from using the air conditioner	9 Drive without unnecessary baggage loaded
5 Stop idling	10 Attention to parking

Section 8. Introduction of IT into Road Traffic

(1) Intelligent Transport Systems (ITS)¹ by Police

The police are promoting the development and installation of Universal Traffic Management Systems (UTMS)³ such as the following three systems, using infrared beacons devices² that optimize traffic management using the latest information transmission technologies in order to achieve a safe, smooth, and comfortable traffic society with low environmental burden.

1) Public Transportation Priority Systems (PTPS)⁴

This system aims to prevent traffic accident by drawing attention to risk factors by offering peripheral traffic situations to drivers with the help of visual and audio information through car navigation devices for Vehicle Information and Communication System (VICS)⁵ by creating an environment that enables driving with composure. (In FY2007, a model project was implemented in Tokyo and Saitama prefecture to evaluate the effect of providing simple diagrams which are designed to draw the driver's attention to collisions). Plans to conduct a range of sustentative experiments through joint initiatives of public and private sectors and to assess the nature of effective service are schedule for FY2008.

2) FAST Emergency Vehicle Preemption Systems (FAST)⁵

This system allows traffic priority to vehicles used for lifesaving and other emergency purposes by controlling traffic signals. The aim of this system is to shorten the travel time for these vehicles to reach their destinations and avoid any accidents en route to reach their destinations (introduced in 13 prefectures as of the end of FY2008).

3) Driving Safety Support Systems (DSSS)⁶

This system aims to prevent traffic accident by drawing attention to risk factors by offering peripheral traffic situations to drivers with the help of visual and audio information by creating an environment that enables driving with composure. (In FY2007, a model project was implemented in Tokyo and Saitama prefecture to evaluate the effect of providing simple diagrams which are designed to draw the driver's attention to collisions). In FY2008, it plans to conduct a range of substantiate experiments through joint initiatives of public and private sectors, then to assess

the nature of effective service.

Note 1: Intelligent Transport Systems

2: An infrared ray communication device which is installed on road to perceive passing car, to measure traffic loads and mediate the information between the on-board unit and the Traffic Control Center.

3: Universal Traffic Management Systems

4: Public Transportation Priority Systems

5: FAST Emergency Vehicle Preemption Systems

6: Driving Safety Support Systems

(2) Promotion of International Cooperation concerning ITS

Promotion of collaborative projects with other countries and the establishment of other such international cooperation are important since it is necessary to investigate from a broad view in the field of technological development. The NPA participated in the 15th ITS World Congress held in New York, the United States in November, 2008 (approximately 8,000 concerned participants from governments, private sector and educational institutions from 66 countries) in October 2007. At the conference, the countries shared ITS information and further strengthened the cooperative relationship. In addition, based on a written agreement concerning the cooperation in traffic safety and ITS, and in response to emergency situations between the NPA and the US Department of Transportation's National Highway Traffic Safety Administration, the police also sponsored a meeting in the United States in January 2008 to hold research presentations on measures and policies of bilateral promotions for ITS.

(3) Traffic Information Provision by the Police

The police are making efforts to enable drivers to precisely ascertain the level of traffic congestion and the amount of time required for safe transit and pleasant driving by providing traffic information data gathered and analyzed by traffic control systems to the public at large. Efforts are also being made to disperse traffic to reduce congestion and accidents.

VICS (Vehicle Information and Communication System)¹ has been used as a means of information provisioning addition to traffic information boards. VICS can display the real time situation of the road traffic which changes by the minute on the map screen with the system which offers the traffic information

through infrared beacon devices to the car navigation devices installed in cars.

In addition, with the aid of concerned entities, the police are supporting private businesses that provide traffic information by means of mobile phones, the Internet, and car navigation systems through the construction of a system that provides real-time online traffic information. The police are also setting guidelines for the provision of traffic information so that these businesses can smoothly contribute to safe traffic.

Note 1: Vehicle Information and Communication System

Section 9. Ensuring the Safe Passage of Pedestrians and Others by Improving the Road Traffic Environment

(1) Ensuring the Safe Passage of Pedestrians

Compared to the US and various countries in Europe, the ratio of pedestrian and bicycle user deaths to overall traffic accident fatalities in Japan is remarkably high. Thus, creating measures to deter traffic accidents involving pedestrians and bicycle users has become a vital task.

1) Development of Safe Pedestrian Areas

In cooperation with road administrators, the police designated the locations as “safe pedestrian areas” that require urgent measures for securing safe passage of pedestrians and bicycle riders. These include areas such as those used frequently by children who walk or take a bicycle to school; the areas surrounding facilities used by the elderly or persons with disabilities; and areas with shopping streets crowded with pedestrians. In these areas, the police have been undertaking safety measures focused on the special characteristics of the given area including carrying out traffic regulations which aim to lessen the volume of traffic and decrease

traveling speeds; making traffic signals, road markers, and signs user-friendly for the elderly and persons with disabilities

2) Installation of Barrier-Free Type Traffic Signals and Other Equipment

The police are promoting various measures to ensure safety for the elderly and disabled persons when crossing streets, in line with the law relating to ease of mobility of the elderly and the disabled persons. These include measures for the installation of barrier-free traffic signals such as those that emit sound to indicate the state of the traffic signal and traffic signals which indicate how much time remains until the light changes color, measures to enlarge the display panels of road signs and markers, and using reflective material which is easily visible when illuminated by car headlights.

Section 10. Revitalizing Cities through the Promotion of Comprehensive Measures against Illegal Parking

(1) Current Situation of Illegal Parking

Illegal parking not only aggravates traffic congestion on trunk roads, it also impedes the safe passage of pedestrians and vehicles, interferes with the work of emergency vehicles, damages the living environment of residents, and has a large effect on the lives of people in general.

Furthermore, illegal parking is also a cause of traffic accidents. During 2008 there were 1,556 collisions involving parked vehicles, with 59 people killed in these accidents. Among complaints, requests, and consultations made through “Dial 110” emergency number, 19.6% were related to parking issues, showing the public’s high concern.

(2) Promotion of Measures against Illegal Parking

1) Detailed Parking Regulations

In order to establish better parking conditions that adapt to factors such as change in the road environment, traffic conditions, and parking demand, the police are reviewing current regulations. In doing so, the police are considering things both from a time-specific perspective of changes in the flow and volume of traffic depending on the time of day, day of the week, and season, and from a location-specific perspective of the special features in the traffic situation and road structure of each road section.

2) Regulation of Illegal Parking

The legislation of new illegal parking regulations was enacted on 1 June 2006 to enable Chiefs of Police Stations to outsource the checking work¹ of unattended parked vehicles² to corporations designated by Prefectural Public Safety Commissions nationwide.

Crackdowns on illegal parking are conducted in accordance with guidelines based on the opinions and requests of local residents.

Note 1: Defined as an illegally parked vehicle whose driver is away from the vehicle.

2: Tasks related to attaching stickers after confirmation of illegal parking.

Table 3-6 Trends in the Situation of Outsourcing of Checking Work (2006-2008)

Category \ Year	2006	2007	2008
Number of Police Stations Outsourcing (stations)	270	310	347
Number of Companies Commissioned (legal persons)	74	73	73
Number of Parking Control Officers (persons)	1,580	1,766	1,966

Table 3-7 Situation of Crackdowns on Illegal Parking (2008)

Number of crackdowns on illegal parking	2,809,657
Order for payment of a fine for illegal parking	2,251,254
Number of illegal parking stickers on unattended parked vehicles	2,759,804
By Parking Control Officers	1,672,606
Number of towed vehicles (vehicles)	36,993

3) Parking Measures Combining Hard and Soft Methods

Illegal parking is particularly striking in trunk roads, and Prefectural Public Safety Commissions, road administrators, and others are cooperating to promote intensive parking measures that combine hard methods (off-road parking and spaces for freight-handling and others, use of colored pavement to clearly mark areas where parking is prohibited) and soft methods (implementation of detailed parking regulations, crackdown on illegal parking and others) against illegal parking.

4) Measures for Securing Parking Spaces

In order to stop the use of roads as vehicle parking spaces, the police issue parking space certificates, accept notices concerning parking spaces for mini-vehicles based on the Act on Securing Vehicle Parking Spaces. Additionally, the police are cracking down on such acts called *aozora chusha*¹ and, *shako tobashi*².

Note 1: To park on the public road as if it were a parking space.

2: To obtain parking space certificates by giving false information on the parking space and base location for using the vehicle.

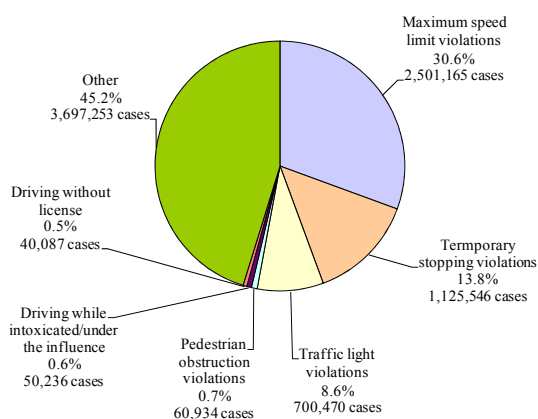
Section 11. Traffic Guidance and Regulation

(1) Strengthening Measures against Vicious, Dangerous, and Troublesome Driving

The police are advancing traffic guidance and control activities with mobility in the streets, working to prevent violations, and focusing their law enforcement activities on vicious, dangerous and troublesome driving such as driving without a license, driving while intoxicated, significant speeding and ignoring traffic lights, etc., which directly leads to traffic accidents and for which regulations is highly requested by residents for their annoyance.

In 2008, the police crackdowns accounted for 8,175,691 cases of violations of the Road Traffic Act.

Diagram 3-16 Situation of Crackdowns on the Road Traffic Law Violations (2008)



(2) Pursuing Employer Responsibility

When enforcing regulations on driving under extreme fatigue, overloading, illegal parking, speeding, and other violations committed with vehicles used for a commercial purpose, as well as traffic accidents resulting from these violations, the police not only prosecute the driver, but also give the employer instructions or orders for the restricted use of the vehicle. Employers who have ordered or approved these violations¹ are arrested and their involvement and responsibility are pursued.

Moreover, violations of regulations such as the Road Traffic Law committed by the drivers of vehicles used for commercial purposes such as taxi and trucking services during the term of these operations are reported to the Transport Bureau and the necessary administrative sanctions are advocated, in order to prevent accidents involving commercial vehicles.

Furthermore, the police are also enforcing regulations on crimes by companies which threaten traffic safety such as illegal vehicle remodeling by automobile manufacturers.

Note 1: Includes users, safe driving supervisors and other persons who directly manage the operation/driving of the vehicles.

Section 12. Comprehensive Measures against Motorcycle Gangs (*Boso-zoku*)

(1) Status and Trends in *Boso-zoku*

Although both the number of *Boso-zoku* members and the number of emergency calls to the police related to *Boso-zoku* have decreased compared with the previous year, the public's demand for the improvement of measures against *Boso-zoku* remains as strong as ever.

There are two types of *Boso-zoku* members: reckless group drivers (who recklessly drive through the streets in groups making loud noises) and illegal racers (whose members compete in illegal driving skills such as rolling and drifting). As shown in Diagram 3-17, the illegal racers account for about 13.3% of the total and the most of *Boso-zoku* are categorized as enthusiasts. Moreover, up until now the majority of *Boso-zoku* consisted of minors, however, the ratio of adults have increased in the past few years to the point that they have now become the majority.

In addition, the *Kyushakai* was also formed, mainly composed of former and current *Boso-zoku* members who amass old two-wheel motor vehicles refurbished in *Boso-zoku* style and travel in large groups. They have been spotted traveling towards scenic areas and in a number of other areas.

Boso-zoku commits a wide range of crimes, from violating road traffic related regulations to Penal Code violations and drug abuse. There have been a number of murder cases within *Boso-zoku* groups and cases of bodily injury to regular citizens. Furthermore, some of these groups have been confirmed to be potential *Boryokudan* (*yakuza* syndicates) members.

Table 3-8 Trends in the Number of *Boso-zoku* Members and Emergency Calls to the Police Related to *Boso-zoku* (2004-2008)

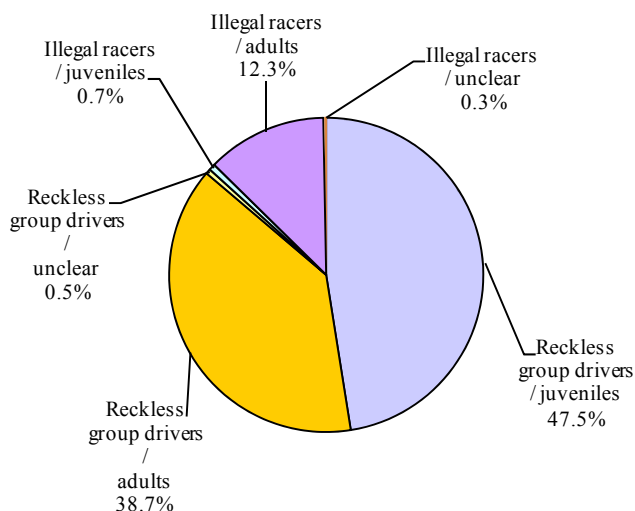
Category	Year	2004	2005	2006	2007	2008
Number of Motorcycle Gang Members (Note) (persons)		18,811	15,086	13,677	12,584	11,516
Number of Emergency Calls to the Police		87,448	73,364	65,520	64,057	57,593

Note: Number of persons who are counted by police at the end of every year.

Table 3-9 Situation of Clearances by Law (2008)

Category	Number of Arrests (persons)
Road Traffic Act	32,963
Joint Dangerous Act	2,833
Penal Code	2,229
Murder/burglary/arson, etc.	100
Obstruction of performance of official duties	89
Violence/battery	351
Unlawful Assembly with Dangerous Weapons	15
Larceny	1,212
Other	462
Road Trucking Vehicle Act	280
Other	282
Total	35,754
Arrests	3,336

Diagram 3-17 Makeup of *Boso-zoku* Members by Type (Enthusiasts/Illegal Racers) (2008)



(2) Regulations on and Other Measures against *Boso-zoku* in Cooperation with Relevant Organizations

The traffic, juvenile and community police affairs divisions of the police are cooperating to dismantle *Boso-zoku* groups and encouraging members to withdraw by advancing regulations by applying various laws, including arresting those involved in group risk activities at site.

Moreover, the police cooperate for the establishment

and application of the *Boso-zoku* Eradication (Ejection) Ordinance¹ in local public entities. The police are also implementing comprehensive measures against *Boso-zoku*, such as sponsoring lectures to discourage memberships in *Boso-zoku* in junior high schools and high schools and encouraging withdrawal from these groups with the cooperation of families, schools and guardians.

Note 1: As of the end of 2008, regulations were enacted in 24 prefectures and 154 cities and towns

Section 13. Traffic Accident Investigation

(1) Situation Regarding Traffic Accident Investigations

The number of cases cleared concerning traffic

accidents in 2008 is as follows.

Table 3-10 Situation of Clearance of Cases of Charges of Dangerous Driving Resulting in Death or Injuries

Category	Driving negligence resulting in injury	Driving negligence resulting in death	Gross negligence and injury by negligence	Gross negligence resulting in death and death by negligence	Total
Cases	705,800	4,371	4,773	33	714,977

Note 1: Driving negligence resulting in injury indicates driving negligence resulting in injury or occupational negligence resulting in injury.

2: Driving negligence resulting in death indicates driving negligence resulting in death or occupational negligence resulting in death.

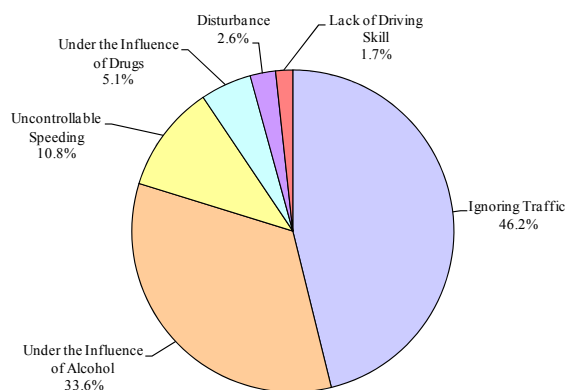
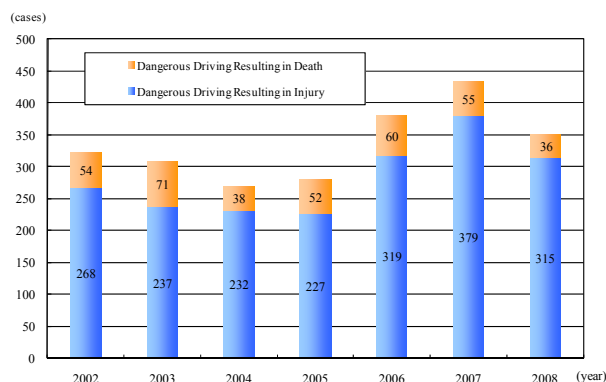
(2) Promotion of Appropriate Investigations of Traffic Accidents

Traffic Accident Investigation Instructors assigned in Traffic Investigation Divisions at Tokyo Metropolitan Police Department and Prefectural Police Headquarters are providing on-the-spot guidance in cases including hit-and-run cases, or cases in which it is deemed a charge of dangerous driving resulting in death and injuries applicable, or it is difficult to acquire evidence other than the statements of the party involved one-sidedly among traffic accidents resulting in death and injuries. They are thus promoting systematic and focused investigation.

Furthermore, the police are working to ensure prompt initial investigation of hit-and-run cases and to make prompt arrests of suspects by effectively employing traffic identification devices such as computer search systems for traces of evidence¹. In 2008, the clearance rate for fatal hit-and-run accidents was 93.2%.

Note 1: A system which filters and identifies the model and other information of a vehicle from pieces of a lens or from tire marks left behind at the scene of the hit-and-run.

Diagram 3-18 Trends in the Number of Applied Dangerous Driving Resulting in Death or Injuries (2002-2008)



(3) Scientific and Rational Traffic Accident Investigations

Taking up the opinions of citizens seeking precise, scientific investigations of traffic accidents, the police are offering specialized courses on the appraisal of traffic accidents that make use of crash experiment accident analysis in order to cultivate traffic investigators with sophisticated knowledge and skills.

Additionally in order to lessen the burden of the

involved parties and the early dissolution of traffic buildup by fast-tracking the handling of accidents, a support system for each investigation, such as equipment that automatically records traffic accidents¹, as well as a system which leaves out on-scene inspections of certain minor accidents, are being utilized.

(4) Promotion of Assistance Considering the Feelings of Traffic Accident Victims (Refer to Page 183)

The police have been making continuous effort to ensure appropriate victim support is carried out for victims and their bereaved families (hereafter referred to as “victims”) under the “Basic Plan for the Victims of Crimes” enacted in December 2005. In addition to carrying out investigations while placing consideration to their requests and sentiments, the police inform the victims of hit-and-run cases, cases equivalent to dangerous driving resulting in death and injuries, fatal traffic accidents or cases in which it takes three months after accidents for the recovery of heavy injuries of such information as the outline of the accident, the progress of investigation, and the status of arrests of suspects in line with the “Guidelines for Contact with Victims”².from early stage.

Several other efforts include the revision of the “Booklet for victims” in which detailed explanation was added on criminal procedures and compensation systems to victims and the creation and distribution of different types of “Booklet for victims” differing in contents by characteristics of the accidents and needs, and leaflets to be handed out at accident sites which introduces various consultation offices.

Moreover, since April 2008, other than assigning Traffic Accident Investigation Instructors in Traffic Investigation Divisions at Tokyo Metropolitan Police Department and Prefectural Police Headquarters, as well as securing systematic and unified liaison measures with the victims, education and training to those traffic accident investigators are being strengthened so as to assert that adequate responses by considering the feelings of the victims.

Note 1: A device which reacts to collision sounds and slip sounds of traffic accidents, and records the situation of the moment before and after the accident

2: In order to expect the positive implementation of reporting of investigation situation to the victims of hit-and-run and other cases, it was enacted in 1996 and has set about the incidents to be covered and the contents of reporting.

Section 14. Traffic Police Activities on Expressways

(1) Current Status of Expressway Networks

The number of expressways routes (national expressways and designated motorways) is increasing every year and the total extension is also increasing to over 10,000 kilometers.

In the future, exact traffic management corresponding to various situations such as safety measures in the sections where the lanes are not divided by a median showing the direction of travel

and the Smart Interchange system¹ is expected.

The number of fatalities on the expressway in 2008 is 193, a decline for five consecutive years since 2004. The number of traffic accidents and the number of the injured have also declined continuously since last year.

Note 1: Interchanges at service areas, parking areas, and bus stops on expressways with newly built ETC dedicated gates to stop at to be able to exit to or enter from nearby roads.

Table 3-11 Trends in the Number of Routes and Total Extension of Expressways (2004-2008) (2004-2008)

Category	Year	2004		2005		2006		2007		2008	
		Expressways Routes (routes)	Total Extension (km)	Expressways Routes (routes)	Total Extension (km)	Expressways Routes (routes)	Total Extension (km)	Expressways Routes (routes)	Total Extension (km)	Expressways Routes (routes)	Total Extension (km)
Expressways Routes		138	9,373.9	142	9,533.4	146	9,749.7	149	9,930.6	150	10,109.7
National Expressways		48	7,341.1	48	7,367.5	49	7,421.6	50	7,488.2	50	7,621.3
Designated Motorways		90	2,032.8	94	2,165.9	97	2,328.1	99	2,442.4	100	2,488.4

Table 3-12 Trends in the Number of Expressway Accidents and Resulting Fatalities (1999 -2008) (1999-2008)

Category	Year	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008
Number of Accident (cases)		12,986	14,325	14,726	14,083	13,992	13,797	13,775	13,803	12,674	10,965
Fatalities (persons)		323	367	389	338	351	329	285	262	244	193
Injuries (persons)		21,079	23,181	23,888	22,875	22,661	22,119	21,931	22,007	21,005	18,123

(2) Securing Safety and Smoothness of Traffic on Expressways

1) Traffic Accident Prevention Measures for Larger-sized Trucks

The police are implementing traffic regulations (first lane classification transit regulations) which stipulates that all large-sized trucks (large-sized commercial vehicles, special medium-sized commercial vehicles, and special large-sized vehicles) must use the farthest-left-side lane in nine routes, including the Tomei Expressway (as of the end of March 2008).

2) Promoting Measures against Traveling the Wrong Direction

The police are taking into consideration factors such as road construction, weather conditions, traffic volume, and the state of traffic accident occurrences to ensure the propriety of traffic regulations on expressways and review them adequately if and when necessary.

In recent years, with the frequency of accidents involving elderly drivers traveling in the wrong direction, the police have been promoting enlightening campaigns with the cooperation of concerned organizations and entities as well as working with road administrators in improving the size of road signs and installment of on-road indicators, as well as

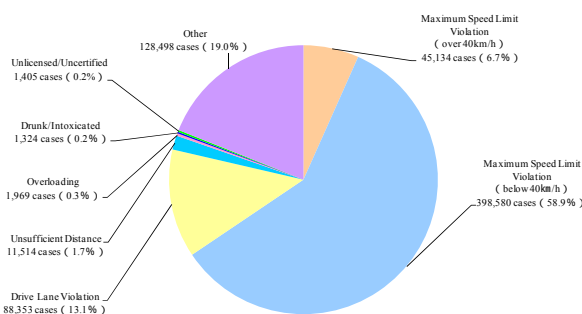
wrong-direction preventing devices¹.

Note 1: Devices at the entrances and exits at expressway services areas and other locations, which detect vehicles driving in the wrong direction and alert the drivers using sirens and electronic signs.

3) Traffic Guidance and Regulation

The police are enforcing traffic regulations focused on extreme and dangerous driving such as excessive speeding, drunk driving, tailgating, and road or lane infringement. In addition, the police are implementing proper guidance and regulation.

Diagram 3-19 Situation of Traffic Violation Crackdowns on Expressways (2008)



Note: Excluding notification of the number of basic points for administrative punishment against driving without wearing seatbelts.

Section 15. Substitute Driving Business

(1) Current Status of the Substitute Driving Business

The number of persons operating substitute-driving businesses has been consistently increasing after the enforcement of the Act on Promoting Proper Substitute Driving Business (hereafter referred as “Substitute Driving Business Act”). In particular, the number has been significantly increasing since August 2005 when drunken driving became a social issue.

The Substitute Driving Business Act stipulates that persons operating a substitute driving business must receive approval from Prefectural Public Safety Commissions, as well as specifying that obligatory measures be taken to provide compensation for losses incurred by accidents which occur during business operations. Moreover, from June 2004, drivers of ordinary vehicles for substitute driving must obtain a second-class license.

Table 3-13 Trends in the Number of Recognized Substitute Driving Agencies (2004-2008)

Category \ Year	2004	2005	2006	2007	2008
Number of Application Received (cases)	6,771	7,774	8,863	10,380	11,687
Number of Recognized Agencies (agencies)	5,635	6,010	6,447	7,253	7,763
Number of Employees of Substitute Driving Business (persons)	62,296	64,570	69,762	77,944	81,274
Number of Vehicles for Accompaniment (vehicles)	22,883	23,817	25,332	28,002	28,347

(2) Securing the Propriety of Substitute Driving Businesses

In order to ensure fair operation of substitute driving businesses, the police collect reports from substitute driving businesses, conduct on-site inspections, and strongly enforce regulations on uncertified operators and illegal acts, including violations of the obligation to take measures for compensation for damages and violations of the Road Transportation Law, as well as ordering the suspension of such businesses. Since the implementation of the Substitute Driving Business Act until the end of 2008, there were 2,266 cases where administrative punishments such as orders based on the Substitute Driving Business Act were imposed and 300 cases relating to uncertified operations, violations of the obligation to take measures for compensation for damages, and allowance of driving without license.

Moreover, through the guidance of the Japan Driving Agent, the police are working on the sound

development of the business.

(3) Promoting the spread of substitute driving business as means to eradicate drunken driving

From the viewpoint of drunken-driving extermination, sound development of substitute driving business is indispensable. From the point of view of eradicating drunk driving, wide promotion of substitute driving as the means for this is important. The police, in tandem with the Ministry of Land, Infrastructure, Transport and Tourism, formulated the “Program for the Improvement of the Environment and Use of the Substitute Driving Services” to explore ways to improve customers’ convenience and safety as well as the sound operation of substitute driving businesses on February 2008, and advance measures to improve the safety and quality for the usage of these services.

Chapter IV.

Maintenance of Public Safety and Disaster Countermeasures

Section 1. Situation of International Terrorism

(1) Islamic Extremists and Other Extremists

One Japanese citizen was among the 160 casualties of the series of terrorist attacks which occurred in Mumbai, India in 2008. As shown in Table 4-1, the number of terrorism incidents around the world is increasing. Despite the strengthening of terrorism countermeasures by governments of all countries since the terrorist attacks on the United States on 11 Sept 2001, the threat of terrorism by Islamic extremists remains as high as ever. Among them, Al-Qaeda is attracting Islamic extremists in the world as the symbol of *jihād* (holy war) against the United States.

Moreover, it is believed that Islamic extremist organizations such as Al-Qaeda are forming networks

of extremist thought; specifically, extremist organizations and their supporters are thought to be making effective use of the internet to spread extremist thought and recruit constituent members.

Through such means, it has recently been observed that organizations that do not have a direct connection to Al-Qaeda's core (the leadership) are propagating terrorism schemes in various parts of the world. In particular, every country in the world now recognizes that there is a danger of individuals with no connection to terrorist organizations otherwise being influenced by extremist thought spread through the internet, leading them to carry out terrorist activities.

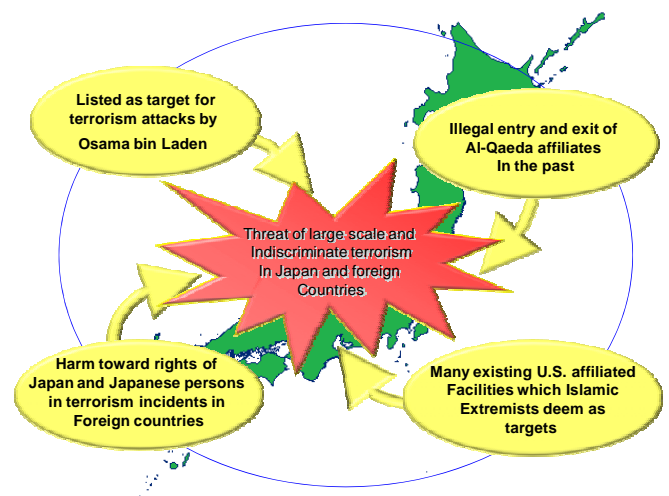
Table 4-1 Major Incidents of International Terrorism in 2008

Date	Incident
2 Jun.	The bombing of the Embassy of Denmark in Islamabad, Pakistan
1 Jul.	The exposure of a terrorist plot in Palembang, Indonesia
7 Jul.	The bombing of the Embassy of India in Kabul, Afghanistan
19 Aug.	The bombing of a prefectural police school in Algiers, Algeria
17 Sep.	The bombing of the Embassy of the United States in Sana'a, Yemen
20 Sep.	The bombing of a US-company-owned hotel in Islamabad, Pakistan
26 Nov.	The series of terrorist attacks in Mumbai, India

(2) The Threat of Terrorism against Japan

Japan is included on the list of terrorism targets of Al-Qaeda, and it has been confirmed that those connected to Al-Qaeda have illegally entered and left the country in the past years. Japan is faces a serious threat of large scale and indiscriminate terrorism within the country, and Japanese citizens face the threat of terror while abroad.

Diagram 4-1 Threat of Terrorism against Japan



(3) The Japanese Red Army and the “Yodo-go” Group

1) The Japanese Red Army

The leader of the Japanese Red Army (JRA) Fusako Shigenobu, who is currently on trial¹ for the Hague incident² and other crimes, declared the dissolution of the JRA in April 2001 from her prison cell, and announced that the organization had been broken up officially in May of the same year. However, members of the organization are continuing their activities under different organizational names and thus still pose a threat.

The police are strengthening their cooperation with relevant domestic and overseas agencies, and are promoting efforts toward clarifying the activity status of member organizations. The police have arrested seven members of the JRA who were previously on an international wanted list.

2) The “Yodo-go” Group

The hijacking of the *Yodo-go* took place on 31 March 1970, when nine people, together with Takamaro Tamiya, hijacked Japan Airlines Flight 351 from Tokyo to Fukuoka, commonly known as the “*Yodo-go*,” and landed in North Korea. Currently, five suspects involved in the hijacking and three of their wives and children are thought to reside in North Korea³. Arrest warrants have been issued for three of the suspects for kidnapping Japanese nationals.

Moreover, regarding the wives of the “*Yodo-go*” perpetrators and other group members, the five who have returned to Japan were arrested for breaking the Passport Act (and have been ordered to surrender their passports) and other reasons. All five have been found guilty. 20 of the perpetrator’s children have returned to the country. The police have placed the *Yodo-go* perpetrators on an international wanted list, and

through Ministry of Foreign Affairs of Japan have requested from North Korea the transfer of the hijackers. The police are also carrying out a full investigation into the activities of the *Yodo-go* group.

Note 1: In February 2006, Shigenobu was sentenced to 20 years in prison at the Tokyo District court, and in March of the same year, her defense, along with the prosecuting council, appealed to the Tokyo High Court in an objection to this verdict. However, in December 2007, this was rejected and her defense appealed to the Supreme Court of Japan in January 2008.

2: The incident where three people, including Junzo Okudaira, seized the French Embassy at Hague, Netherlands and the 11 ambassadors were confined as hostage in September 1974.

3: It is assumed that one of the five suspects involved in the hijacking and one of their wives is dead, but this has not been confirmed.

(4) Democratic People’s Republic of Korea (North Korea)

1) Suspected Cases of Abduction by North Korea

The police currently judge there to be a total of 13 cases (19 victims) which can be considered kidnapping cases by North Korea. These include 12 cases in which Japanese citizens were kidnapped (17 victims) and one case in which North Korean nationals were kidnapped while within Japan (2 victims). The police have issued arrest warrants for 11 people suspected of involvement in 8 cases, and have placed these suspects on international wanted lists.

Table 4-2 Suspected Cases of Abduction by North Korea (12 cases, 17 persons)

Table 4-2 Suspected Cases of Abduction by North Korea in which Victims were Japanese (12 cases, 17 persons)












	Occurrence Period	Occurrence Place	Victim (Age at that time)	Case (Incident) Name
1	September-77	Fugeshi District (present Housu District), Ishikawa Prefecture	Mr. Yutaka Kume (52)	Ushitsu Incident
2	October-77	Yonago City, Tottori Prefecture	Ms. Kyoko Matsumoto (29)	Suspected abduction case of a girl
3	November-77	Niigata City, Niigata Prefecture	Ms. Megumi Yokota (13)	Suspected abduction case of a girl
4	Around the month of June 1978	Kobe City, Hyogo Prefecture	Mr. Minoru Tanaka (28)	Suspected abduction case of a former restaurant worker
5	Around the month of June 1978	Unknown	Ms. Yaeko Taguchi (22)	Suspected abduction case of Ri Unhye
6	July-78	Obama City, Fukui Prefecture	Mr. Yasushi Chimura (23) Ms. Fukie Chimura (original family name: Hamamoto) (23)	Suspected abduction case of a couple (Fukui) (Note 1)
7	July-78	Kashiwazaki City, Niigata Prefecture	Mr. Kaoru Hasuike (20) Ms. Yukiko Hasuike (original family name: Okudo) (22)	Suspected abduction case of a couple (Niigata) (Note 2)
8	August-78	Hioki District (present Hioki City), Kagoshima Prefecture	Mr. Shuichi Ichikawa (23) Ms. Rumiko Masumoto (24)	Suspected abduction case of a couple (Kagoshima)
9	August-78	Sado District (present Sado City), Niigata Prefecture	Ms. Hitomi Soga (19) Ms. Miyoshi Soga (46)	Suspected abduction case of a mother and daughter (Note 3)
10	Around the month of May 1980	Europe	Mr. Toru Ishioka (22) Mr. Kaoru Matsuki (26)	Suspected abduction case of Japanese males in Europe
11	Mid-June 1980	Miyazaki City, Miyazaki Prefecture	Mr. Tadaaki Hara (43)	Sin Kwang Su incident
12	Around the month of July 1983	Europe	Ms. Keiko Arimoto (23)	Suspected abduction case of a Japanese female in Europe

Note: Five people, namely Mr. Yasushi Chimura, Ms. Fukie Chimura (original family name: Hamamoto), Mr. Kaoru Hasuike, Ms. Yukiko Hasuike (original family name: Okudo), and Ms. Hitomi Soga returned to the country in October 2002 after 24 years.

In addition, aside from the above, the police are making accusations in cases which seem to be abduction by North Korea and accepting consultations and petitions regarding these cases. The police are strengthening linkages with relevant organizations and working to promote necessary investigations and surveys.

Although North Korea agreed regarding to a survey into the exact situation of the abduction issue at a Japan-North Korea Working-level meeting in August 2008, this survey is being put off in favor of exchange between the two heads of state.

Diagram 4-2 Suspects on the International Wanted List (Related to the Suspected Abduction Cases)

Case (Incident) Name	Suspected Abduction Case of a Japanese female in Europe	Ushitsu Incident	Suspected abduction case of a couple (Fukui) Sin kwang Su Incident	Sin Kwang Su Incident	Suspected abduction case of a mother and daughter (Niigata)	Suspected abduction case of a couple (Niigata)
Suspect	Kimihiko Uomoto (original family name: Abe)	Kim Se Ho	Sin Kwang Su	Kim Gil Uk	alias: Kim Myung Sook	alias: Choi Seung Cheol
						
Date put on the International Wanted List	October 2002	January 2003	September 2002 (Suspected posing as Mr. Hara) / March 2006 (Suspected abduction of the Chimuras) / April (Suspected abduction of Mr. Hara)	April 2006	November 2006	March 2006
Case (Incident) Name	Suspected abduction case of a couple (Niigata)		Suspected abduction case of a sister and a brother	Suspected abduction case of a Japanese male in Europe		
Suspect	alias: Han Geum Nyeong	alias: Kim Nam Jin	Yoko Kinoshita so-called Hong Su Hye	Yoriko Mori	Sakiko Wakabayashi (original family name: Kuroda)	
						
Date put on the International Wanted List	February 2007	February 2007	April 2007	July 2007	July 2007	

2) Major Terrorist Incidents by North Korea

Since the Korean War, North Korea has been in a military standoff with the Republic of Korea over the boundary between the North and South, and its agents have caused incidences of terrorism around the world as part of terrorist activities against the Republic of Korea.

Among such incidents, the bombing of a Korean Air Lines plane in 1987 was carried out by an agent disguised as a Japanese national.

Diagram 4-3 Major Incidents of Terrorism by Democratic People’s Republic of Korea

Attempted Attack on the *Cheong Wa Dae* (Blue House), the Official Office and Residence of the President of South Korea
 In January 1968, 31 North Korean armed guerillas disguised as South Korean soldiers entered South Korea with a plan to assassinate the South Korean President Park Chung Hee, and other senior South Korean officials. On the street near the president’s house (the Blue House), the guerillas opened fire on the South Korean authorities, killing civilians.

Rangoon Bombing in Burma
 In October 1983, three North Korean armed guerillas entered Burma (present Myanmar), with a plan to assassinate South Korean President Chun Doo Hwan, who was on a visit to Burma at that time. They set off a bomb in Aung San’s mausoleum, one of the planned visiting spots, killing officials including the Foreign Minister of South Korea.

Bombing of a Korean Air Lines Airliner
 In November 1987, North Korea agents Kim Seung Il and Kim Hyeon Hui in possession of forged passports under Japanese names, set a time bomb in Korean Air Line Flight 858 from Seoul to Baghdad by the instructions of North Korea. The bomb detonated above the Andaman Sea, south of Burma, killing all passengers and crew members.

Section 2. International Terrorism Countermeasures

(1) Promotion of Terrorism Prevention Measures

1) Information Gathering and Thorough Investigation

In order to prevent terrorism, above all else, gathering and accurately analyzing a wide range of information is essential. Terrorism is an extremely secretive activity and the majority of relevant information gathered is fragmentary. Therefore, accumulation and comprehensive analysis of such information is necessary. Consequently, the police are strengthening the collection and analysis of such information through further close cooperation with foreign security agencies and foreign intelligence agencies with a central focus on the Foreign Affairs and Intelligence Department of the Security Bureau of the NPA. The police use this comprehensive analysis for various measures such as guarding important facilities.

Moreover, the police are promote continuous and thorough investigation regarding the French members of Al-Qaeda who are on international wanted lists and suspected of hiding in Japan using other people's passports.

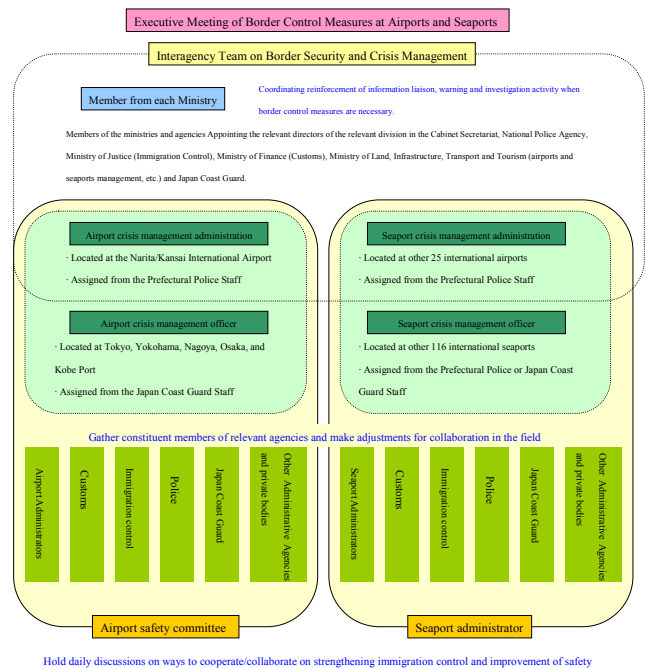
2) Strengthening Border Control Measures

As Japan is surrounded entirely by water, in order to prevent terrorists from entering Japan, it is important to accurately promote border control measures at international airports and seaports, through immigration and the inspection of imported and exported goods. The Government established the Interagency Team on Border Security and Crisis Management within the Cabinet Secretariat in January 2004, and is working to make adjustments in enhancing border control measures carried out by relevant organizations. In addition, airport/seaport security and crisis management administration/officers¹ have been placed at international airports/seaports, which, through the cooperation of relevant organizations, have led to improvements in the protection of important facilities. Training exercises have also been conducted which have assumed specific cases like preventing the entry of terrorists in the country, and the handling of suspicious material.

Note 1: Prefectural Police officers are assigned as airport crisis

management administration/officers and part of seaport crisis management staff.

Diagram 4-4 Enhancement of the Border Control Measure/Crisis Management System at Airports and Seaports



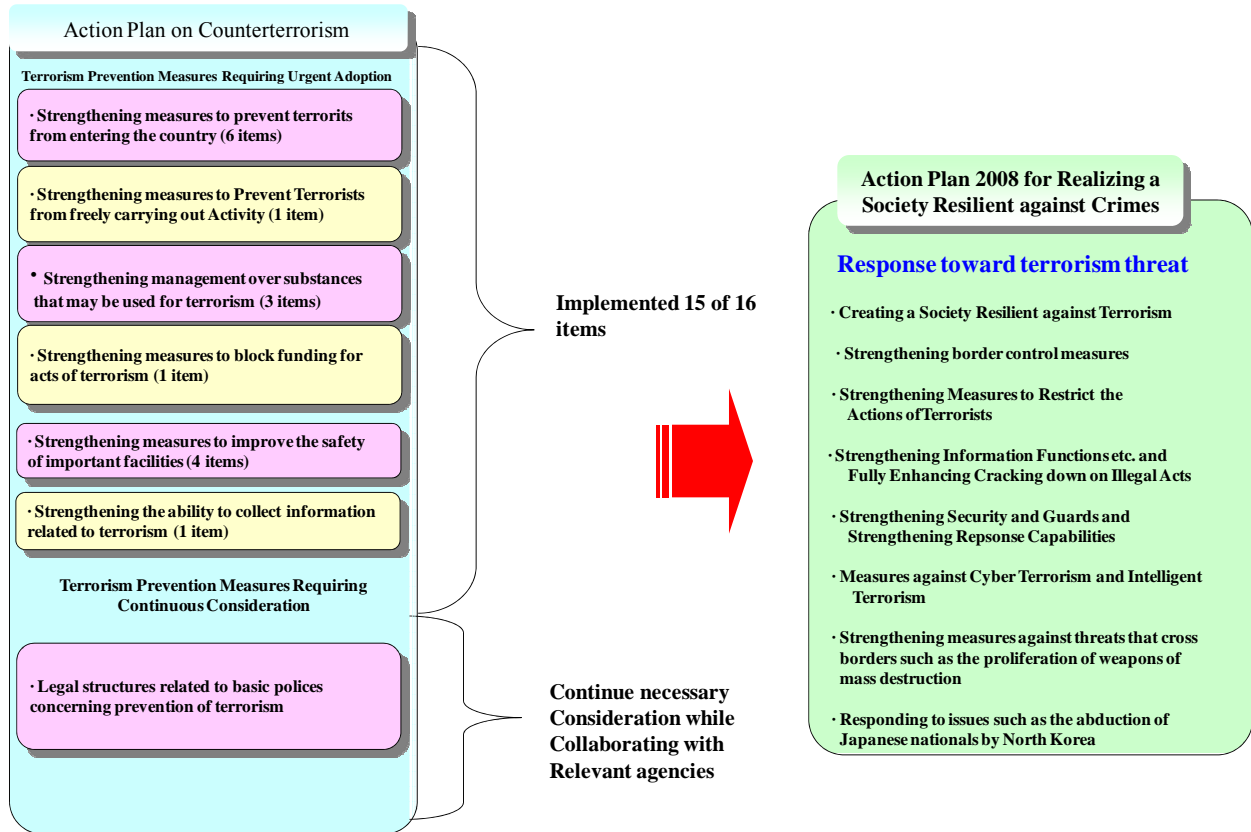
3) Security at Important Facilities

Given the recent grave international terrorism situation, the police have tightened security at important facilities around Japan, including the Prime Minister's Official Residence, airports, nuclear power stations and facilities related to the US, as well as public transportation facilities such as railroads.

4) Promotion of Deliberations for Developing Legislation Related to Terrorism Prevention Measures

In December 2004, the "Action Plan for Prevention of Terrorism" (hereafter referred to as the "Action Plan") was concluded by the Japanese government's Headquarters for the Promotion of Measures against Transnational Organized Crime (TOC).

Diagram 4-5 Promotion of Deliberations for Developing Legislation Related to Terrorism Prevention Measures



Prevention is the essence of counterterrorism measures. In order to thus promote such measures, it is necessary to set in place legal structures for basic policies relating to countermeasures against terrorism. While working towards forming alliances with other relevant organizations, the NPA is investigating what is necessary for developing legal structures, such as researching legal structures of other countries.

(2) Enhancement of Terrorism Response Capabilities

1) Improvement of the Counterterrorism Unit

In preparation for possible terrorist attacks, the police have established various units such as Special Assault Teams (SAT)¹ and Anti-Firearms Squads and Counter-NBC Terrorism Squads², and are working towards developing and strengthening such units. In addition, in order to respond quickly and precisely to terrorism incidents, the police are conducting joint training with relevant organizations regularly.

Note 1: Special Assault Team

2: General term for terrorism using such materials as Nuclear, Biological, and Chemical

Diagram 4-6 Overview of Counterterrorism Units



2) Utilization of Sky Marshals

Since the terrorist attacks in the United States in September 2001, foreign countries have been introducing the sky marshal system in an effort to prevent airplanes from being hijacked and used for suicide terrorist attacks. This system places police officers as guards on airplanes, and enhances flight security measures on the ground.

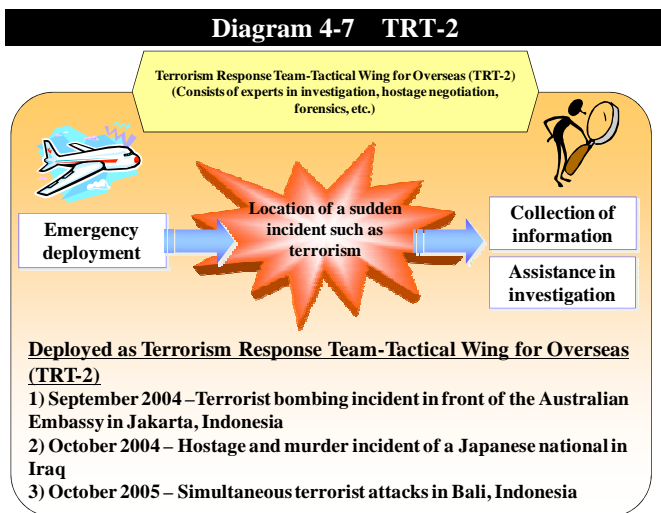
The police have been utilizing the sky marshal system from December 2004 in close cooperation with the Ministry of Land, Infrastructure and Transport (MLIT), and other relevant ministries, agencies and

airline companies. Each organization is working to improve response capabilities through an exchange of information with various foreign countries.

3) Dispatch of Terrorism Response Team - Tactical Wing for Overseas (TRT-2)

Based on the lessons learned from the incident in which the Japanese Ambassador's residence in Peru was seized in 1996, the NPA established the Terrorism Response Team (TRT). This team is dispatched when serious terrorism incidents relating to Japanese nationals and Japan's interests occur overseas. The team has assisted investigative activities such as gathering information and conducting hostage negotiations in close cooperation with local law enforcement institutions.

In the wake of the terrorist bombing incident in Bali, Indonesia in October 2002, security agencies of the country made a request to Japan for assistance; in response, DNA analysis experts were dispatched to Bali as part of TRT. Since such requests for assistance tend to vary in type, the existing TRT underwent progressive reorganization in August 2004 and launched the Terrorism Response Team - Tactical Wing for Overseas (TRT-2), which has the capability of carrying out a wider range of assistance for local security agencies.



4) Cooperation with Relevant Government Agencies and Ministries

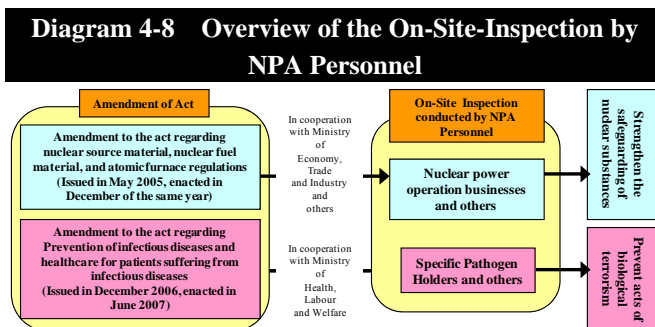
The police are regularly engaged in information exchange in close cooperation with the Ministry of Defense and Self-Defense Forces (SDF), and are working to strengthen a response system prepared for possible serious terrorism incidences.

Since 2000, the police have concluded an agreement between the Defense Agency (at that time) and the SDF, and have carried out joint mapped training

regarding public security operations for simulated attacks by armed agents, in order to be capable of responding to unlawful acts by armed agents. Based on the results of such training, between October 2005 and March 2009, 44 Prefectural Police conducted joint field exercises with their respective corresponding teams of the Japan Ground Self Defense Forces (JGSD). The police plan to continue such training in various areas and strengthen their close cooperation with the Ministry of Defense and the SDF.

In addition, the police assume responsibility of the security of nuclear power stations in cooperation with the Japan Coast Guard, and they plan to continue strengthening their partnership through conducting joint exercises and other methods.

Besides this, the NPA has conducted on-the-spot inspections of nuclear power operation businesses, holder of specific pathogens, etc., in cooperation with relevant agencies, and are continuing efforts to strengthen the safeguarding of nuclear substances and prevent acts of biological terrorism.



5) Contributions toward the Freezing of Terrorist Assets

Japan is proactively engaged in freezing the assets of terrorist, as called for in the UN Security Council Resolution 1373. The NPA is also taking part in a liaison conference with relevant ministries and agencies relating to the freezing of terrorist funds and is contributing to an active operation of freezing assets.

6) Safety Measures for Japanese Nationals Overseas

The NPA dispatches personnel with specialized knowledge overseas as a regular practice, to conduct proactive information gathering activities, including information exchanges with foreign security agencies, intelligence agencies, and other organizations. The NPA is striving to comprehend the movements of international terrorists and international terrorist organizations, and has been providing information on-demand to relevant organizations and other entities, thereby contributing toward safety measures for

Japanese nationals overseas. Furthermore, police personnel are dispatched as panelists for the Overseas Safety Measures Council¹, where they inform attendees about the international terrorism situation and safety measures that should be taken by Japanese nationals staying abroad.

Note 1: The conference that the Council for Public Policy and others organize for the safety measures of overseas Japanese nationals in major overseas cities. It has been held every year since 1993.

Section 3. Countermeasures against Armed Attacks and Similar Situations

(1) National Protection Measures regarding the Situation of Armed Attack

Regarding armed attack situations¹, anticipated armed attack situations², and emergency situations³ (hereafter referred as “armed attack situations”), the police prescribes to carry out the Measures for Protection of Citizens Prescribed in the Civil Protection Plan of the National Public Safety Commission and the NPA (hereafter referred as “Citizen Protection Measures”), based on the Act regarding Measures for Protection of Citizens in Armed Attack Situations (hereafter referred as “Citizen Protection Act”).

Since it is important to be regularly prepared to respond to such situations, the Prefectural Police are proactively participating in the formulation/revision of prefectural and municipal Civil Protection Plans and evacuation operation patterns of municipal areas, which are based on the Citizen Protection Act.

Note 1: Situations in which an armed attack has occurred or where the imminence of apparent danger of an armed attack has been recognized.

2: Situations in which an armed attack has not occurred but the situation is tense and possible armed attacks are anticipated.

3: Situations in which an act killing/wounding many people has occurred through means equivalent to armed attacks or where the imminence of apparent danger has been recognized, and an urgent response on a national level is necessary.

(2) Participating in Citizen Protection Training

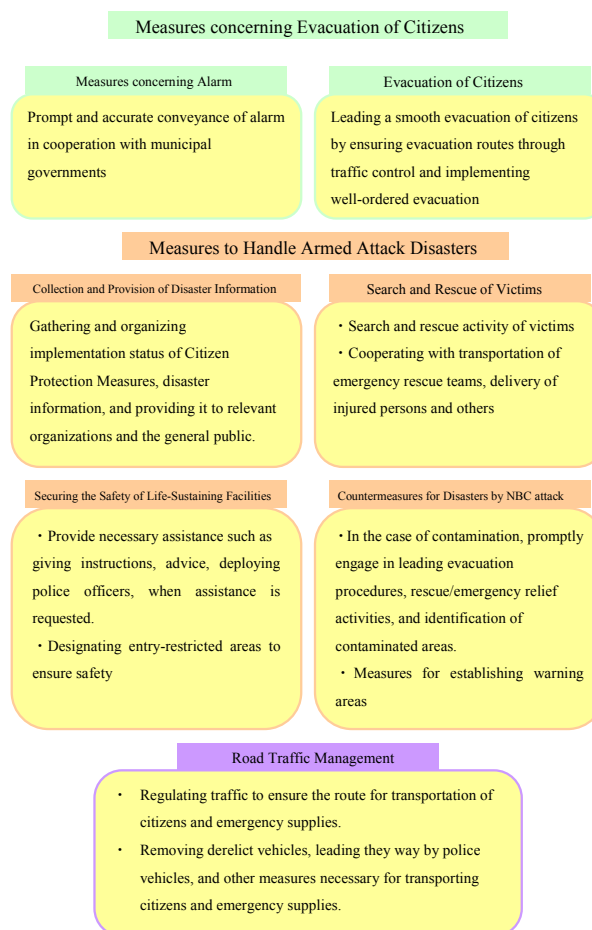
The police are actively participating in the training exercises which are conducted based on the Citizen Protection Act (hereafter referred as “citizen protection training”) in order to implement Citizen Protection Measures promptly and precisely in armed attack situations.

The police have participated in the citizen protection trainings sponsored by the Cabinet Secretariat and prefectural governments, such as Miyazaki Prefecture

Citizen Protection Joint Mapped Training in October 2008 and Nagano Prefecture Citizen Protection Joint Practical Training in November, in which they received training in evacuation of citizens, collection and provision of disaster information, search and rescue of victims.

The police are making efforts to strengthen cooperation with relevant organizations through such trainings, while working to become proficient in the collection of disaster information and evacuation of citizens in armed attack situations.

Diagram 4-9 Major Citizen Protection Measures Performed by the Police



Section 4. Measures against Cyber Terrorism

Information technology has become widespread in the lives of citizens and in social and economic activities in general. When cyber attacks are carried out against the core system of such essential infrastructure¹ which forms the base of our society, the effect will be enormous. In order to foresee the threat of cyber terrorism at the earliest stage possible and prevent damage from occurring or spreading, the police are engaged continuously in measures against cyber terrorism².

(1) Situation of Measures against Cyber Terrorism

The NPA is promoting measures against cyber terrorism through the Cyber Terrorism Countermeasure Promotion Office, which is a cross-divisional section related to security, community safety and info-communication.

In addition, the Cyber Force Center is established within the NPA as a technical core for measures against cyber terrorism. It operates a real time, detection network system³ 24 hours to recognize the trends of computers infected by bots⁴ and other cyber terrorism plots, and thus attends to the recognition of cyber terrorism incidents. Moreover, this center functions as a technical support base for emergency correspondence when cyber terrorisms occur, and assumes responsibility for providing assistance to Prefectural Police through Cyber Forces established in regional police bureaus and others.

A cross-divisional Anti-Cyber Terrorism Project is also established in Prefectural Police offices. It promotes various measures through cooperation between the public and private sectors by receiving technical support of Cyber Forces.

(2) Approaches Related to Measures against Cyber Terrorism

1) Strengthening the Cooperation with Essential Infrastructure Providers

The Anti-Cyber Terrorism Project makes individual visits to each essential infrastructure provider in order

to ask cooperation for investigation. At the same time, it organizes seminars on cyber terrorism countermeasures and Cyber Terrorism Countermeasure Councils to provide information and exchange opinions on information security. Besides this, joint training simulating such incidences is conducted with essential infrastructure providers, and thus striving to strengthen cooperation between private and public sectors.

2) Provision of Information to Internet Users

The NPA has started a security portal site “@police” (<http://www.cyberpolice.go.jp/>). The site discloses the latest information regarding new computer viruses and the vulnerability of various programs; in addition, the “Internet periodic observation” discloses data surrounding the state of cyber attack occurrence, which is automatically collected and analyzed in regular time intervals.

Note 1: Social infrastructure in the field of information communication, finance, aviation, railroad, electricity, gas, government/administration service, (including local public entities), healthcare, water, and transportation.

2: Attacks in cyberspace to core systems of essential infrastructure, or severe failure in the core systems which is considered to be caused by attacks in cyberspace.

3: Programs which operate based on orders by the attacker.

4: A system to summarize and analyze information from sensors which are established in internet connection points owned by police (57 locations in Japan). They observe the spread of computer virus infections.

Section 5. Trends in Activities Harmful to Japan and Countermeasures

(1) North Korea's Operations Directed at Japan

1) Critique of the Six Party Talks on North Korean Issues

Regarding the participation of Japan in the Six Party Talks on North Korean Issues¹ and the statement by Japan that as long as progress is not made on the abduction issue Japan will not provide North Korea with economic or energy support, North Korea has criticized, "Regarding Japan's participation in the Six Party Talks on North Korean Issues, it would be better if Japan did not attend the talks. The country is becoming an annoying and inconvenient presence."

2) Criticism on Measures Taken by the Japanese Government against North Korea

In the wake of North Korea's test firing of ballistic missiles in 2006, the Japanese government took action, and has since banned port entry of the *Mangyongbong-92*. North Korea and *Chosensoren*² regard such measures as "Political oppression of *Chosensoren* and North Koreans living in Japan," and have been repeatedly making severe criticisms through various media sources.

3) Criticisms, Protests against Searches on *Chosensoren*-related Facilities and Auctioning of the Head-Office Building of *Chosensoren*

Regarding searches on *Chosensoren*-related facilities conducted by the police force, North Korea has harshly criticized Japan, making such comments as "(the searches are) fascist acts of violence based on shocking and absurd pretexts" and "The criminal acts of retaliation being carried out by Japan, such as anti-*Chosenren* searches and oppression of the *Chosensoren*, will surely be settled in the future."

4) Approach to Related Parties by Inviting Them to Banquets

Chosensoren invites Japanese personnel from various fields and Japanese people aligned with North Korean allegations to banquets which commemorate North Korean national holidays. At these banquets, vice-chairman of *Chosensoren* Heo Jong-man attempts to gain the understanding of participants regarding the position of the *Chosensoren* and North Korea, through such comments as "Those who participate in these banquets act in accordance with the declarations of Pyongyang to improve Japan-North Korean relations and realize the normalization of diplomatic relations. I

am confident that all of you are helping to provide generous support for our activities to protect the human rights and livelihoods of our *zainichi* comrades and an assortment of other rights, including ethnic education."

The police intend to strengthen efforts in gathering information about operations by North Korea and *Chosensoren*, while strictly controlling relevant illegal activities.

Note 1: The formal name of the group is General Association of Korean Residents in Japan.

2: Japan, the United States, South Korea, China, Russia and North Korea participated in the Talks on North Korean Nuclear Issues.

(2) Chinese Operations Directed at Japan

China is promoting, on a national-level, policies which aim for a transition from a traditional material-industry-centered industrial structure to a self-developed industrial structure centered on manufacture and the export of high value-added goods.

In his administrative report addressed at the 17th National Congress of the Communist Party of China held in October 2007, General Secretary Hu Jintao said that China would continue to pursue the independent development of military intelligence, weapons and equipment. In September 2008, under the orders of the Director of the PLA General Armaments Department, the flagship spacecraft *Shenzhou-7* was completed and China successfully completed its first spacewalk. Additionally, the distribution of weapons and equipment created through independent development is proceeding as well.

Under such measures and policies, China is proactively sending scholars and technicians to foreign countries to obtain state-of-the-art technology. They have also sent public servants, scholars, government-sponsored international students to Japan, working around to transfer technology to their own state-of-the-art technology holding companies, defense-related companies, and research institutions. They have been engaged over a long period of time in information gathering activity through tactical and multifaceted methods.

In order to protect the national interests of Japan, the police are gathering and analyzing information related to these operations, and intend to deal strictly with illegal activity in light of the law.

(3) Russian Operations Directed at Japan

At a December 2008 celebration for the “Day of National Security Agent of the Russian Federation,” Russian President Dmitriy Anatolyevich Medvedev and Prime Minister Vladimir Putin both made statements stressing the importance of intelligence activities for the political decision-making process. Comments made included “State leaders always highly praise the bravery of security agents, and their ability to predict the future as well as expose hidden threats” and “The highly reliable information provided by the Foreign Intelligence Service (SVR) plays an extremely important role when making political or military decisions.”

Russian intelligence agents have engaged repeatedly in illegal information collection activity entering countries disguised as Ambassadors to the Russian Embassy or trade representatives. Detection of illegal activity acts continues in Japan as well, with such cases in 2005, 2006, and 2008.

The police will continuously aim to strengthen their information gathering and analysis capabilities, and crack down severely on illegal acts so as to keep Japan’s national interests from being undermined by these crimes.

(4) Countermeasures for the Illegal Export of Materials Related to Weapons of Mass Destruction (WMDs)

1) International Awareness Regarding the Proliferation of Materials Related to Weapons of Mass Destruction (WMDs)

At the G8 Hokkaido Toyako Summit held in 2008, each leader stated that they were making every effort to overcome the threat of WMDs and their proliferation and prevent WMDs from falling into the hands of terrorists. The importance of the Proliferation Security Initiative (PSI)¹ was well recognized at the summit.

Given the increasing interest being shown in the proliferation of materials related to WMDs from a security perspective, the police are actively

participating in international initiatives. In September 2008, the NPA and the Nuclear, Biological and Chemical (NBC) Terrorism Division of the Osaka Prefectural Police Department participated in “PSI Maritime Interdiction Exercise ‘Maru’” hosted by New Zealand. Working together with customs officers, participants investigated and identified materials related to WMDs which had been discovered inside transport containers.

2) Seizure of illegally Imported Substances

The police are aggressively working to seize any materials related to WMDs which are illegally imported into Japan. In 2008, 1 such case was cleared.

The cases cleared up until now have shown that materials are being transferred through third-party countries before entering Japan. Given concerns that methods for illegal importation are only going to become even more nefarious and clever, the police are exerting efforts to correctly understand and analyze the current situation of this issue in and outside of Japan, and strengthening linkages with relevant organizations through active information exchanges. The police will continue to bolster efforts to seize materials related to WMDs before they are illegally imported into Japan.

Note 1: PSI is an abbreviation of Proliferation Security Initiative.

An approach for participating countries to jointly consider and realize possible measures, within the limits of international and domestic legislations, to prevent transfer or transportation of weapons of mass destruction, missiles and related materials, in order to prevent the proliferation of such weaponry which pose a threat to peace and stability of the international world.

Section 6. Trends regarding Aum Shinrikyo and Police Countermeasures

(1) Trends regarding Aum Shinrikyo

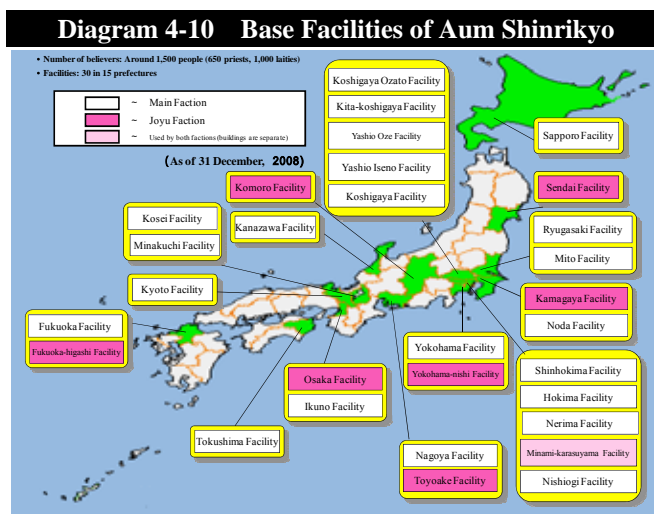
In May 2007, a faction led by former spokesman Fumihiko Joyu split from Aum Shinrikyo (hereafter “the religious group”). The main faction of Aum Shinrikyo is now called Aleph. The group is attempting to revive its dangerous religion and strict practices, and continues to emphasize absolute belief in Chizuo Matsumoto (commonly known as Shoko Asahara).¹ In May 2008 the group updated its mission statement and rules for activities and took the name Aleph. The group has done away with the rule specifying that Matsumoto’s picture and educational materials alone must be used, and is attempting to return to its foundations.

Hikari no Wa, Joyu’s faction, has announced that it has disposed of the old teaching materials and writings produced by Aum Shinrikyo and is attempting to distance itself from Matsumoto. Among the two factions, Hikari no Wa has held on to a greater number of members since the Sarin Gas Incident. The founding of the group was ordered by Matsumoto to support the religious group. At that time, it became clear that the leader of the group was to be Fumihiko Joyu, who was also an important figure for the religious group.² It is thought that the group has changed its structure and separated itself from the influence of Matsumoto in an attempt to avoid surveillance.³

Note 1: Aum Shinrikyo followers use PSI (commonly called “headgear”) during training to try and facilitate a flow of Matsumoto’s brainwaves to the minds of followers.

2: It was stated at the time Hikari no Wa was formed that Asahara Datsu was only the leader of Aum Shinrikyo as far as the outside world was concerned. The true leader of Aum Shinrikyo was said to be Matsumoto.

3: Regarding the monitoring of Aum Shinrikyo by the Public Security Investigation Agency under the law which has been in effect since February 2000 regarding the acts of mass indiscriminate violence perpetrated by the group, the Agency received permission to extend the period of monitoring until January 2012.



(2) Promotion of Countermeasures for Aum Shinrikyo

Three people on the NPA’s most wanted list are still on the run: Makoto Hirata, Katsuya Takahashi, and Naoko Kikuchi. The police are chasing these suspects through wide-spread cooperation with the people of Japan.

The police are severely cracking down on illegal acts of organization by the followers of Aum Shinrikyo. In 2008, along with arresting one person suspected of trying to export and share private electronic records with the goal of securing financial resources, the police searched four Aum Shinrikyo locations and confiscated approximately 1,100 documents.

In order to prevent acts of indiscriminate murder from occurring again, the police, in cooperation with relevant organizations, are making efforts to clarify the status of Aum Shinrikyo. At the same time, upon the request of people living close to Aum Shinrikyo facilities and relevant local entities, the police have been implementing patrols and other security measures in order to protect the peaceful lives or residents.

Section 7. Trends in Rightist Movements and Countermeasures

(1) Trends in Rightist Movements

1) Development of Criticism Activities

Rightists are those engaged persistently in criticism activities surrounding territorial disputes, historical recognition, and other issues.

Regarding China, they took issues such as the 2008 Beijing Olympic Games and the incident of poisoned frozen dumplings made in China, regarding North

Korea, issues such as the abductions of Japanese citizens, regarding South Korea, issues such as the Takeshima problem, and criticized the respective countries and the Japanese government.

The number of groups, people, and loudspeaker trucks which the rightists mobilized for the criticism activities above are shown in Table 4-3.

Table 4-3 Numbers Mobilized Involving Criticism Activities by Rightists (2008)

		Number of Organizations Mobilized (organizations)	Number of Persons Mobilized (persons)	Number of Loudspeaker Truck Mobilized (trucks)
Regarding China		Approximately 3720	Approximately 10040	Approximately 2510
Regarding North Korea		Approximately 1320	Approximately 3950	Approximately 1100
Regarding South Korea		Approximately 1750	Approximately 4990	Approximately 1540
Regarding Russia	Northern Territories Day (7 February)	Approximately 160	Approximately 480	Approximately 170
	Anti-Russian Day (9 August)	Approximately 280	Approximately 1290	Approximately 410

Note: Figures are in total.

2) Trends in Rightist-Related Incidents

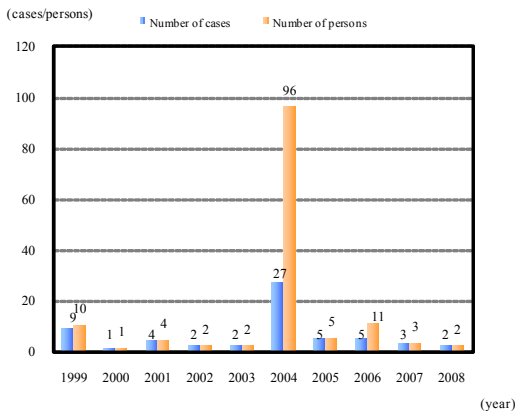
In 2008, there were two incidents of “terrorism or

guerilla”-type incidents which occurred.

Table 4-4 Overview of “Terrorism or Guerrilla Type” Cases (2008)

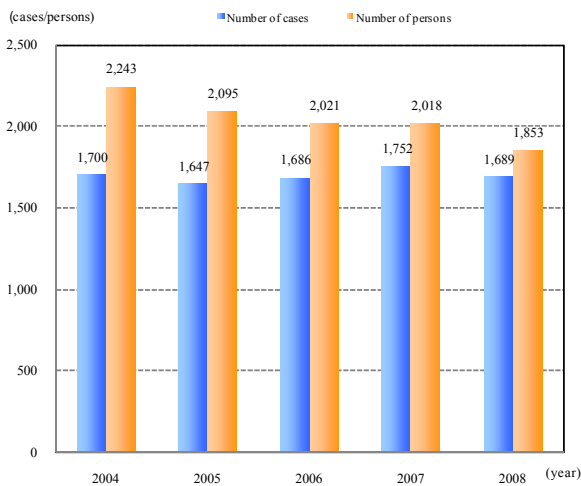
Date of Occurrence	Prefecture of Occurrence	Outline of the Event	Number of Arrested Persons
1 February	Tokyo	In protest to Japan’s participation in the 2008 Beijing Olympics, rightists gathered around the main gate of the head office of the Liberal Democratic Party and handed out leaflets calling for Japan’s withdrawal for the Olympics. They also threw containers of red paint at the main gate of the head office, making a mess. The police arrested the rightist for committing property damage on the same day.	1
6 February	Tokyo	In protest to the Ministry of Foreign Affairs’ response to Chinese nationals who committed property damage by destroying a rising sun flag at Yasukuni Shrine, a rightist broke into Ministry grounds, threw Molotov cocktails at the main gate of the Ministry, lighting it on fire, and then stabbed himself in the stomach with a sashimi knife. The police arrested the rightist on the same day for breaking the law by throwing a Molotov cocktail.	1

Diagram 4-11 Trends in the Situation of Clearances of Terrorist or Guerrilla-type Cases (1999-2008)



Note: All cases cleared between December 2003 and January 2004 regarding incidents caused by "Kenkoku Giyugun Kozakoku Seibatsuta" (nation-building volunteer corps to conquer traitors) members (24 cases cleared, 91 persons arrested) are calculated in the number in 2004.

Diagram 4-12 Trends in the Situation of Clearances of Rightists-Related Cases (2004 -2998)



The state of arrests and clearances concerning illegal acts by rightists (or those incidences related to rightists) in 2008 is shown in Diagram 4-12. Among them, the state of arrests and clearances of incidences associated with rightist operations¹ is as follows.

Situation of arrests and clearances of rightist operations-associated incidences

Cases cleared: 130 cases (7.7% of total cases cleared)

Persons arrested: 212 persons (11.4% of total arrests)

Note 1: Cases which have been caused by rightists during the process of carrying out loudspeaker truck activities and protest activities.

In addition, the state of arrests and clearances of cases aiming to acquire funding such as extortion and frauds is as follows. As they consist of 44.8% of total cases cleared not including offenses of the Road Traffic Act, such malignant funding acquisition activity have not shown to subside.

Situation of arrest and clearances of cases aimed to acquire funding:

Cases cleared: 339 cases (44.8% of total cases cleared not including offenses of the Road Traffic Act)

Persons arrested: 444 persons (48.4% of total arrests not including offenses of the Road Traffic Act)

Moreover, the situation of gun seizure from rightists and related persons is as follows; it is thought that most of these guns are obtained from crime syndicates.

Situation of gun seizure from rightists and related persons

Seizures in 2008: 7 guns (a decrease of 9 (56.3%) from the previous year

Seizures in the last five years: 85 guns (seizures from persons related to crime syndicate: 49 guns (57.6%))

(2) Promotion of Countermeasures against Rightist Groups

1) Prosecution of Illegal Acts toward Prevention of "Terrorism or Guerilla"-Type Incidents

In order to prevent the occurrence of "terrorism or guerilla"-type incidents instigated by rightists, the police are putting thorough commitment into the clearance of illegal acts by applying various laws, with a focus on fire-arms related crimes and crimes aimed at acquiring funds.

2) Promotion of Measures against Loudspeaker Trucks

Among the loudspeaker truck activities by rightists, the police are working toward thorough control of those which are malignant and may affect the peaceful lives of citizens, by applying various laws.

Situation of control in 2008

Suspension or cancellation orders (96 cases), adjurations (152 cases), on-site inspections (16 cases) based on the Anti-Noise Ordinance

Arrests for extortion, defamation crimes, and violation of the Acts Concerning Punishment for Physical Violence and Others (37 cases, 62 persons)

Section 8. Trends in Violent Ultra-Leftist Groups and Police Countermeasures

(1) Trends in Ultra-Leftist Groups

Ultra-Leftist Groups, who are aiming for the realization of a communist society through a revolution by force, continued to work towards maintaining and expanding the organization in 2008, by engaging in popular movements and labor movements, while hiding their violent nature so as not to alarm their surroundings.

1) The Revolutionary Marxist Faction

The Revolutionary Marxist Faction¹ publishes the paper “KAIHOH (Liberation)” (slogan: “Don’t let it happen! Today’s continuing impoverishment”) in which it publishes articles about precarious work. The organization participates in labor actions which include the distribution of leaflets at the regular meetings of major labor unions and has also carried out mob actions including protest actions against the Hokkaido Toyako Summit. The organization has infiltrated every level of the ranks of each labor union of major industries.

In particular, it is believed that the group has infiltrated the JR Soren² and the JR Higashi Ro-kumi^{3,4}.

The police raided four hideouts of the group in Tokyo, Chiba Prefecture and Kanagawa Prefecture.⁵ These raids clarified the status of the group’s continued research into individuals and organizations it is in conflict with.

2) Japan Revolutionary Communist League

The Japan Revolutionary Communist League (Chukakuha)⁶ is proceeding with efforts to use labor unions to expand, placing importance on “progressive labor union alignment.” With the goal of promoting this as well as an international solidarity levy, in November 2008 the group opened a “Nation-wide Workers’ Rally” which drew approximately 2,550 people to Tokyo.

In November 2007, the group’s Kansai committee broke off from the main faction and published a paper calling for the downfall of the Japan Revolutionary Communist League. The group called a nation-wide congress to reform the Japan Revolutionary Communist League at this time. In July 2007, the group called together an independent political meeting in which it plotted to create an organizational base to unite Japan’s labor unions while cooperating with other ultra-leftist violent groups.

Note 1: The official name of the Revolutionary Marxist Faction is Japan Revolutionary Communist League Revolutionary Marxist Faction.

2: The official name of JR Soren is Japan Confederation of Railway Workers’ Unions.

3: The official name of JR Higashi Ro-kumi is East Japan Railway Workers’ Union.

4: Between January 21 2001 and June 20 2001, seven people who are suspected of being members of JR Higashi Ro-kumi at East Japan Railway Company’s (Hereafter JR-East) Urawa Electric Train Depot in Omiya threatened another union member, telling him not to associate with the members of other unions. Furthermore, the seven forced the union member to resign from JR East. It is thought that the seven suspects were part of The Revolutionary Marxist Faction.

5: In February 2008 the Kanagawa Prefectural Police and NPA investigated a member of the Revolutionary Marxist Faction (age 42) for forging private documents.

6: The official name of The Japan Revolutionary Communist League is The Japan Revolutionary Communist League (Chukakuha).

3) Kakurokyo

Kakurokyo Shuryu-ha¹ has protested the northern lengthening of a temporary runway at Narita International Airport and in March 2008. Kakurokyohan Shuryu-ha² began a conflict regarding the realignment of US forces in Japan. In September of that same year, the group went to Yokosuka Naval Base and carried out terrorist/guerilla activities, firing projectiles at the base.

Both groups mobilize people for demonstrations and meetings by offering consultations on day-work issues and carrying out food programs.

Note 1: The official name of Kakurokyo Shuryu-ha is Kakumeiteki Rodosha Kyokai (Shakaito Shaseido Kaiho-ha).

2: The official name of Kakurokyohan Shuryu-ha is Kakumeiteki Rodosha Kyokai (Kaiho-ha).

(2) Trends in Countermeasures regarding Ultra-Leftist Groups

The police are moving forward with a variety of initiatives regarding ultra-leftist groups. In addition to a door-to-door campaign to uncover evidence related to incidents and the secret hideouts of ultra-leftist groups within apartment complexes and other

buildings, the police are working to encourage the public to supply a broad range of information by putting up posters about the groups.

In 2008, the police uncovered four secret hideouts of The Revolutionary Marxist Faction, arresting 109 people as a result of these raids.

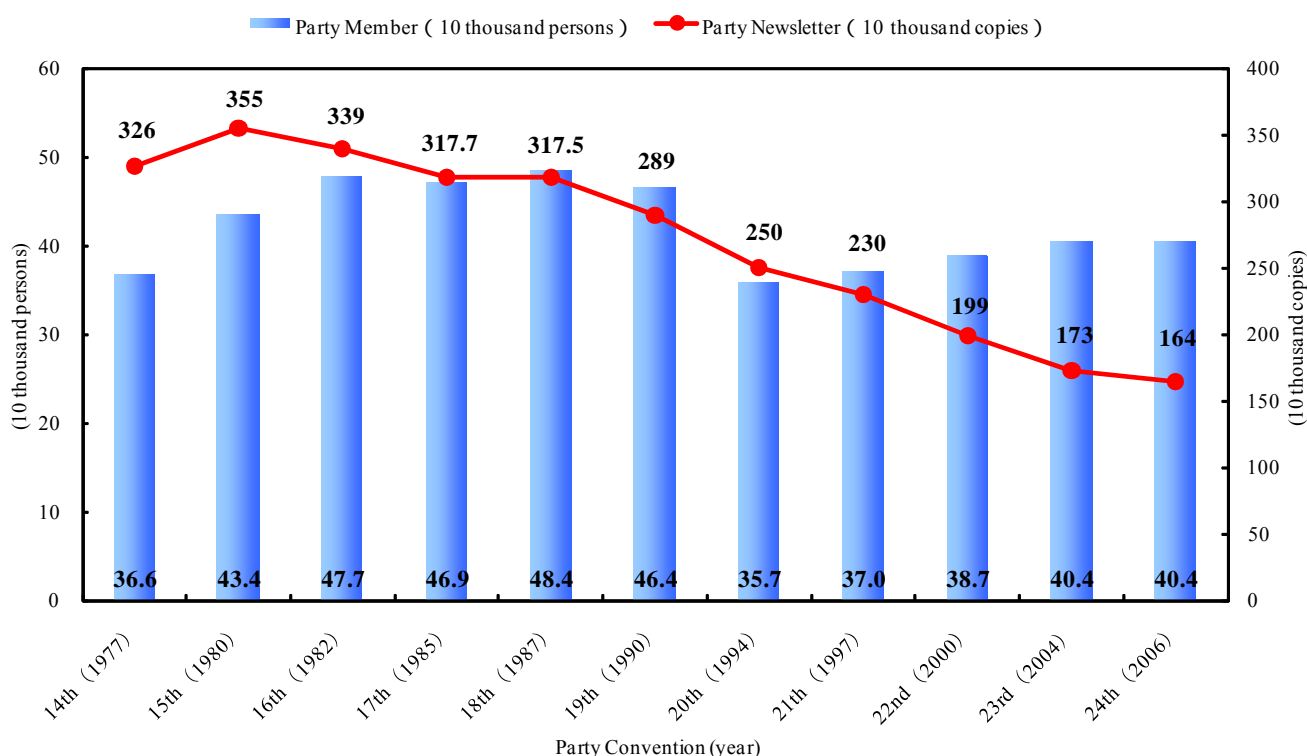
Section 9. Trends in the Japanese Communist Party

(1) Trends in the Japanese Communist Party

Following the Japanese Communist Party Central Committee 5th Plenum in September 2007, the Japanese Communist Party announced the goal of

“bringing in new members into each branch of the party” and stated that it would aim to recruit 14,000 new members in approximately one year and four months.

Diagram 4-13 Increase and Decrease of the Number of Party Members and Party Newsletter (1977-2006)



Note: The figure is published by the party.

Additionally, noting that 20-30% of new recruits are those in their 20s and 30s who identify with the party’s positions on precarious work and the social security and elderly care system (Long-Term Care, Health and Welfare Services for the Elderly), the party is plotting the continued expansion of its membership base.

With the goal of “encouraging young members of leading party bodies who are to assume future leadership roles in the Party,” the second term of the Japanese Communist Party’s “Special Party School” took place in Shizuoka Prefecture in February and August of 2008. At the Japanese Communist Party Central Committee 6th Plenum held in July of the same year, the Party strengthened its support for the Democratic Youth League of Japan, an organization which fosters young party members for work in leading party bodies, stating that “Many of the central activists currently supporting the party are those who

spent their youth as part of the Democratic Youth League of Japan. The future of the organization is extremely significant for the future of the party’s progressive activities.” Regarding joint activities between the Party and the League, the Party stressed the creation of a “Democratic Youth League built from among the greatest youth.”

(2) Trends in the National Confederation of Trade Unions (*Zenroren*)

The *Zenroren* (National Confederation of Trade Unions) was formed under the guidance and support of the Japanese Communist Party at its 23rd Convention in July 2008 with the goal of seeing the constitution of Japan implemented in the countryside and in workplaces. *Zenroren* has set its course of action for the next two years around the issues of “eliminating poverty,” “creating countryside regions in which

people want to continue to live” and “creating a Japan which does not participate in or start wars.” In addition to formally starting a “Contingent Workers Action Center” to support initiatives to strengthen the positions of dispatch and part-time workers, the group has built a system to expand its organization through the establishment of an “organizational expansion promotion fee.”

Section 10. Trends in Popular Movements

(1) Peace Movements

Labor unions and mass groups have taken up the constitution revision issue. Between May 4-6, a “Global Article 9 Meeting” was held in Chiba City, Chiba Prefecture which attracted approximately 2,000 people (according to event organizers) who claim that “The world is beginning to choose Article 9.”

Additionally, demonstrations and meetings were organized regarding the deployment of the nuclear-powered super-carrier USS George Washington to Yokosuka Naval Base. Protesters gathered in Yokosuka City, Kanagawa Prefecture under the message, “Don’t allow the deployment of a nuclear-powered super-carrier!” A demonstration on July 13 gathered approximately 30,000 people (according to organizers) and a protest on July 19 gathered approximately 15,000 people (also according to organizers).

In addition, mass groups also held protest meetings and demonstrations regarding the political situation of Tibet in China when the Olympic torch relay passed through Nagano and when important Chinese nationals have visited Japan.

(2) Anti-Nuclear Movements

Anti-nuclear groups have organized protest meetings and demonstrations regarding the official start of work at the Japan Nuclear Fuel Limited Reprocessing Center (Rokkasho Village, Aomori Prefecture), a business facility built to create MOX fuel (a combination of plutonium and various types of raw uranium) for use in nuclear power generation. On April 12 and June 7, 2008, groups gathered in Aomori City, Aomori Prefecture under the message “Stop Reprocessing!”

Additionally, groups also organized protest meetings and demonstrations on June 28 and 29 in Kashiwazaki

City in Niigata Prefecture regarding the stopping of the Kashiwazaki Kikariwa Nuclear Reactor as a safety precaution following The Niigata Prefecture Chuetsu-oki Earthquake in July 2007, and on December 6 2008 regarding the continuation of operations of the Fast Breeder Reactor “Monju” in Tsurugashi City, Fukui Prefecture.

(3) Extreme Popular Movements Spread from Overseas

Extremely violent forces gathered to protest globalization during the July 2008 Hokkaido Toyako Summit. A variety of protest meetings and demonstrations were held by groups connected to overseas organizations, including an approximately 5,000 person (according to organizers) protest in Sapporo City, Hokkaido, in May 2008. Among the protesters were spotted those wearing all black clothing in the fashion of “black blocs.”¹

In addition, in February 2008 in the South Arctic Sea, the US environment protection group “Sea Shepherd” repeatedly engaged in dangerous, obtrusive acts such as crashing their ship into, and throwing smoke grenades and bottles containing chemicals, at Japan’s whaling and investigation ship. The group also engaged in obstructive activities in January and March 2008, such as throwing bottles containing chemicals and activists climbing on board.

Note 1: A group of people who conduct extreme protection acts including violent actions such as lapidation while wearing black cloths and masks with the aim of hindering international conferences. Also refers to the methods of such groups.

Section 11. Disaster Countermeasures

(1) Natural Disasters and Police Activities

In 2008, there were 51 fatalities and missing persons, and 851 injured persons caused by disasters such as typhoons, heavy rain, strong wind, high tidal waves and earthquakes. There were also aviation disasters

such as fires of airplanes. The situation of major damages caused by natural disasters from 2004-2008, are shown in Table 4-5.

Table 4-5 Situation of Major Damage by Natural Disasters (2004-2008, as of April 30, 2009)

Category \ Year	2004	2005	2006	2007	2008
Fatalities, Missing Persons (persons)	285	45	58	30	51
Injured Persons (persons)	7,775	1,543	676	3,074	851
Completely or Partially Destroyed Houses (houses)	33,476	5,335	2,304	9,946	256
Houses Washed away (houses)	20	1	0	0	0
Houses Flooded (houses)	167,713	26,113	15,850	11,819	35,650
Damaged Roads (locations)	11,716	2,253	1,197	1,573	1,509
Collapsed Mountain Cliff (locations)	6,959	1,458	4,741	1,517	832

1) Earthquakes

In June 2008, an earthquake struck Iwate Prefecture and Miyagi Prefecture, and in July another earthquake occurred just north of the seashore of Iwate Prefecture. These earthquakes led to 24 fatalities/missing people and 648 injuries (as of 30 June 2009).

The main earthquakes and measures taken by police in response to them in 2008 are as follows.

a. The Iwate-Miyagi Nairiku Earthquake in 2008

This magnitude 7.2 earthquake struck at 8:43 am on June 14 2008 within the southern part of Iwate Prefecture. The earthquake was measured as a shindo (the Japan Meteorological Agency seismic intensity scale) strong 6 in Oshu City, Iwate Prefecture and Kurihara City, Miyagi Prefecture, and a weak 6 in Osaki City of Miyagi Prefecture.

This earthquake led to 13 deaths, 10 missing person cases, and 427 injuries (as of April 30, 2009).

b. The Iwate Coast Earthquake

This magnitude 6.8 earthquake struck at 12:26 am on July 24 2008 off the coast of Iwate Prefecture. The earthquake was measured as a shindo weak 6¹ in Hachinohe City, Gonohe Town and Hashikami Town of Aomori Prefecture.

This earthquake led to 1 death, and 210 injuries (as

of April 30, 2009).

c. Measures Taken by the Police

The relevant Prefectural Police organizations set up Disaster Security Headquarters headed by the chief of the respective police organizations and engaged in the gathering of damage information, the provision of evacuation guidance for isolated residents, and searches for missing persons. In addition, the NPA set up a disaster security headquarters headed by a director of the Security Bureau and took necessary measures to support prefectural safety commissions and other relevant agencies by dispatching region-wide emergency support teams and helicopters.²

Note 1: The Iwate Coast Earthquake was measured as a shindo strong 6 by a device set up in Iwate Prefecture, but this device was deemed to have calibration problems. The Japan Meteorological Agency thus judges this earthquake to have an unclear shindo.

2: The NPA and the prefectural police organizations of Hokkaido, Aomori, Yamagata, Fukushima, Ibaraki, Tochigi, Gunma, Saitama, Chiba, Kanagawa, Niigata, Yamanashi, Nagano, Shizuoka, and Aichi dispatched a total of approximately 1,430 people over 8 days for region-wide emergency support teams in response to the Iwate-Miyagi Nairiku Earthquake in 2008. Additionally, the NPA and the prefectural police agencies of Hokkaido,

Aomori, Akita, Yamagata, Chiba, Kanagawa, Niigata and Yamanashi dispatched a total of 60 helicopters over 17 days. For the Iwate Coast Earthquake, the NPA and the prefectural police organizations of Miyagi, Akita, Yamagata and Fukushima dispatched 160 people for region-wide emergency support teams. The NPA and the prefectural police organizations of Hokkaido, Miyagi, Chiba, Kanagawa and Niigata dispatched 10 helicopters over two days in response to the earthquake.

2) Heavy Rain and Typhoons

Within 2008, there were heavy rains in the Hokuriku and Kinki regions on July 28-29 which caused around 80 mm of rain to fall within one hour, as well as a typhoon in the southern part of Kyushu brought on by a low-pressure front in the southern part of the Sea of Japan which caused record rainfall (heavy rains at the end of August 2008) in the Tokai, Kanto, Chukoku and Tohoku regions. These two weather phenomenon caused record short-term and local rainfall across Japan. The two storms led to 20 deaths/missing person cases and 49 injuries (as of April 30, 2009).

The relevant Prefectural Police set up Disaster Security Headquarters and engaged in gathering of damage information, provided evacuation guidance for isolated residents, and conducted searches of missing persons. In addition, the NPA and relevant regional police bureaus set up a disaster security information office and took necessary measures such as gathering of relevant information and coordinating

communication with relevant agencies.

(2) Measures against Novel Influenza

Measures in response to novel influenza are quickly becoming an urgent topic domestically and abroad. In December 2005 the government established an “Action Plan to Counter Novel Influenza” and is continuing on with measures against the issue. The NPA created an “NPA Novel Influenza Response Committee” in April 2008 and established an “NPA Action Plan to Counter Novel Influenza” in September of the same year (amended in March 2009).

With the occurrences of novel influenza (A/H1N1) domestically and abroad since April 2009, the NPA has established action plans in each prefectural police organization in line with the “NPA Action Plan to Counter Novel Influenza.” Working together with the relevant organizations, the NPA is providing support to strengthen security activities at international airports and along the shoreline, and as needed, is providing support the medical activities of security personnel at health care institutions as well as support to control any crime borne out of chaos caused by novel influenza. The NPA is carrying out a wealth of activities to maintain social order.

Section 12. Implementation of Security Measures

(1) Various Important Security Activities

1) Imperial Escort Security

The police carried out escort security in consideration of the harmony between the Imperial Family and the general public, ensured safety of the Imperial Family and prevented accidents caused by crowds of well-wishers.

The major domestic Imperial visits in 2008 are shown in Table 4-6. Visits by His Imperial Highness The Crown Prince are shown in Table 4-7.

The Imperial Family went abroad five times in 2008, including His Imperial Highness The Crown Prince's attendance at Expo Zaragoza 2008 in July, for which His Imperial Highness visited Spain.

Table 4-6 Major Visits by Their Majesties The Emperor and Empress in 2008

April	A Visit to Commemorate the Brazil-Japan Exchange Year and the Centennial of Japanese Emigration to Brazil (Gunma)
June	Attendance at the 59th National Arbor Day Festival (Akita)
September	Attendance at the 28th National Convention for the Development of an Abundantly Productive Sea (Niigata)
September	Attendance at the 63rd National Sports Festival (Oita)
October	Attendance at the Thousand-Year Anniversary of The Tale of Genji (Nara, Kyoto)
November	A Visit with the Their Majesties King Juan Carlos I and Queen Sofia of the Kingdom of Spain to Tsukuba City (Ibaraki)

Table 4-7 Major Visits by His Imperial Highness the Crown Prince in 2008

April	Attendance at the 19th "Midori-n-Aigo" Meeting (Yamaguchi)
July	Attendance at the 20th All Japan High School Athletic Meet (Saitama)
October	Attendance at the 32nd Tree Caring Festival (Ehime)

2) Dignitary Protection

Under severe security concerns such as the occurrence of terrorism and other illegal acts, the police promoted precise protection and security measures and ensured safety around VIPs.

Major overseas visits by the Prime Minister are shown in Table 4-8. Major visits by foreign dignitaries are shown in Table 4-9.

An election for the post of President of the Liberal Democratic Party was held following the resignation of Prime Minister Fukuda in September. Candidates Ishihara Nobuteru, Yuriko Ikeda, Taro Aso, Shigeru Ishiba and Kaoru Yosano toured 17 cities around the country giving speeches.

In addition, the Hokkaido Toyako Summit was opened in July, and between April and June there were meetings of the eight relevant ministries held around the country in preparation for this. A number of other meetings drew crowds of important people to Japan. In

May the 4th Tokyo International Conference on African Development was held in Yokohama City, Kanagawa Prefecture, in September The Seventh G8 Speakers' Meeting was held in Hiroshima City, Hiroshima Prefecture, and in December a Japan-China-ROK Trilateral Summit was held in Daizafu City, Fukuoka Prefecture.

Table 4-8 Major Overseas Visits by the Prime Minister in 2008

Former-Prime Minister Fukuda	
September	Attendance at the World Economic Forum (the Davos Summit) and meeting with then-US Secretary of State Condoleezza Rice
February	Attendance at the Inauguration Ceremony for the President of the Republic of South Korea Lee Myung-bak
June	Attendance at Summit Meetings in Germany, the United Kingdom and Italy
August	Visit to China to Attend the Opening Ceremony of the Beijing Olympics

Prime Minister Aso	
September	Visit to the United States to Attend a United Nations General Assembly
October	Visit to China to Attend the Asia-Europe Meeting (ASEM)
November	Visit to the United States to attend the Summit on Financial Markets and the World Economy
November	Visit to Peru to Attend the Asia-Pacific Economic Cooperation (APEC) Economic Leaders' Meeting

Table 4-9 Major Visits by Foreign Dignitaries to Japan in 2008

May	State Visit by President Hu Jintao of the People's Republic of China, and His Wife
June	Visit by Ban Ki-moon, Secretary-General of the United Nations, and His Wife
October	Visit by the Prince of Wales and the Duke of Cornwall of the United Kingdom
November	Visit by the King and Queen of Spain

(2) Riot Police Activities

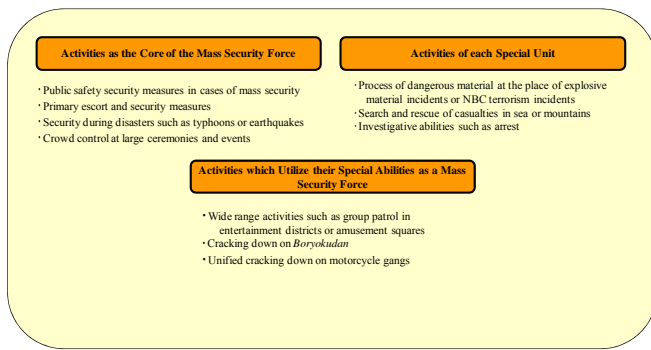
1) Types of Riot Police and Their Functions

In addition to the standing riot police units established in every Prefectural Police to organize a mass security force in case of emergency, there are regional riot police units and secondary riot police units in place, as well as units according to functions so that police can respond to various cases.

2) Riot Police Duties and Activities

Riot police form the core of mass security force for crisis management, and are in charge of various types of security. Furthermore, the units according to functions are engaged in search and rescue activity utilizing specialist abilities.

Diagram 4-14 Riot Police Activities



(3) Crowd Security

In events such as festivals and celebrations, where there is fear of accidents caused from the gathering of a large number of people, the police request event organizers and facility managers to take necessary safety measures prior to the events. Besides this, when it is deemed necessary for deployment of police units, they create a crowd security plan, and allocate officers, conduct traffic regulation, and arrange for publicity of the area which expect a large crowd.

In addition, based on the lessons learned from the incident in July 2001 in Akashi, Hyogo Prefecture, the police are working to thoroughly review the basic points of consideration and establish a framework to prevent crowd accidents.

Diagram 4-15 Flow of Crowd Security

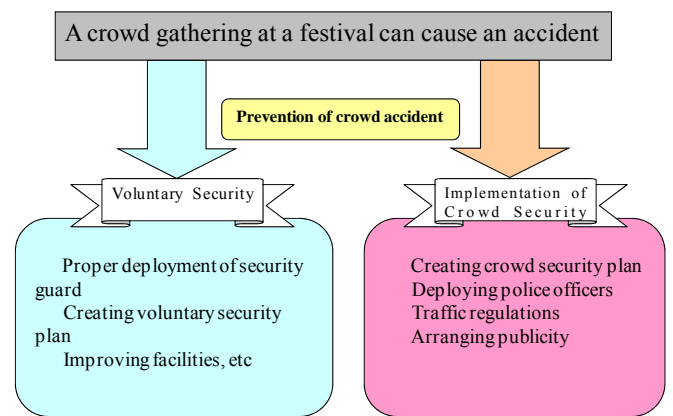


Table 4-10 Trends in the Situation of Crowd Security Implementation (2004-2008)

category \ year	2004	2005	2006	2007	2008
Crowd (1,000 persons)	635,799	664,853	629,746	639,847	639,889
Police Officers Mobilised (1,000 persons)	509	499	501	497	505

Chapter V. Public Safety Commission System and Police Activity Support

Section 1. The Police Organization

(1) The Public Safety Commission System

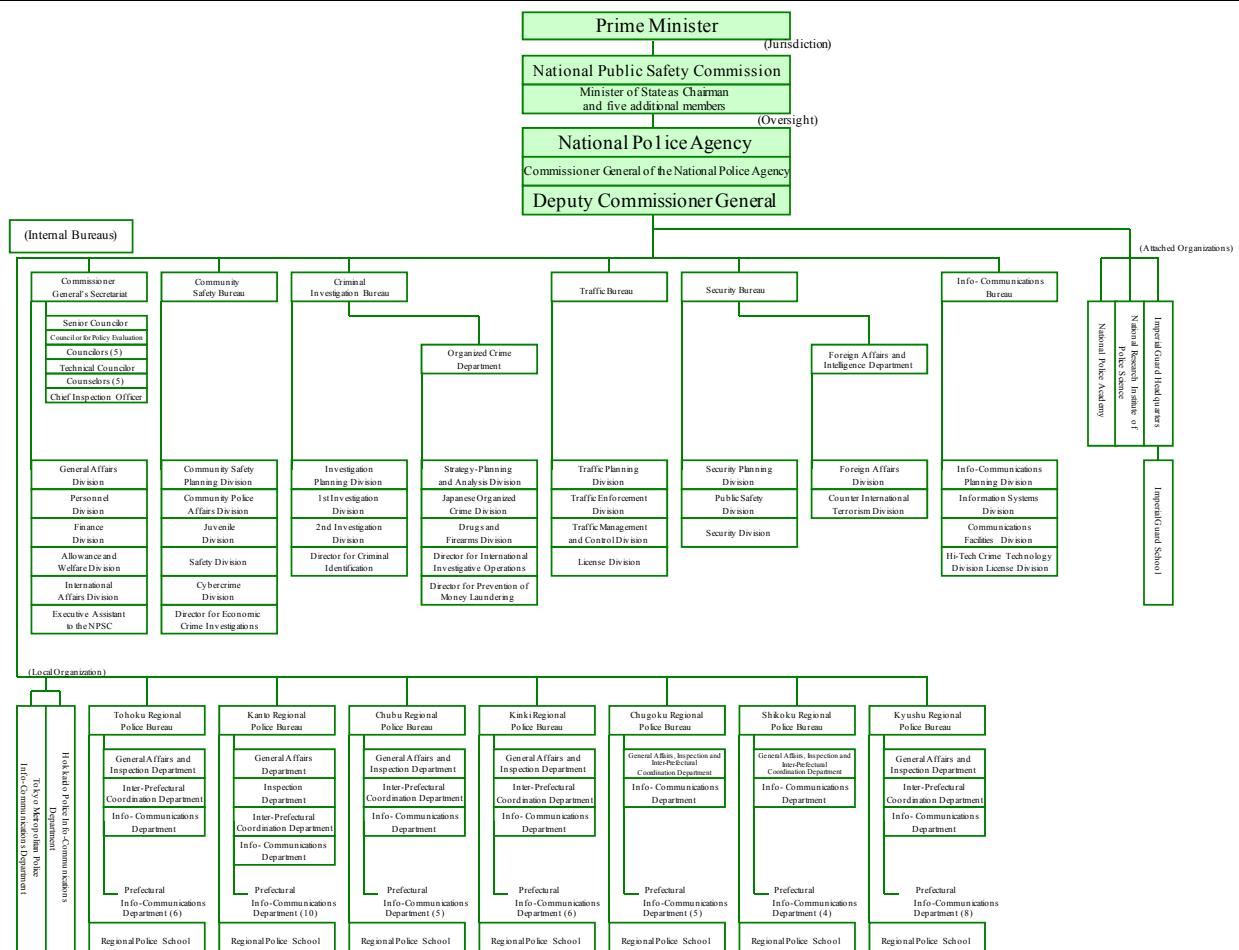
The Public Safety Commission System was established with the thought that – given the strong executive power of police administration and in order to see that the administration maintains political neutrality and guards against self-righteous operations – it would be appropriate to have a system through which people representing the good sense of the public supervise the police. The National Public Safety Commission is in place to manage the NPA and the Prefectural Public Safety Commissions to manage Prefectural Police. The Minister of State is positioned as the Chairman of the NPSC to facilitate a balance between the two requisitions: ensuring political neutrality and clarifying the Cabinet’s responsibilities

regarding public safety.

(2) National Police Organization

While the Prefectural Police assume all duties, the NPA, as a national organization, bears the responsibility of making proposals for the police system as well as the role of carrying out police operations related to matters of national safety and coordinating police administration and duties at the heart of police activities, such as education and training, communication, and criminal investigation. Also, under the supervision of the NPSC, the Commissioner General of the NPA supervises and controls Prefectural Police organizations within the NPA’s defined duties.

Diagram 5-1 National Police Organization (2009)



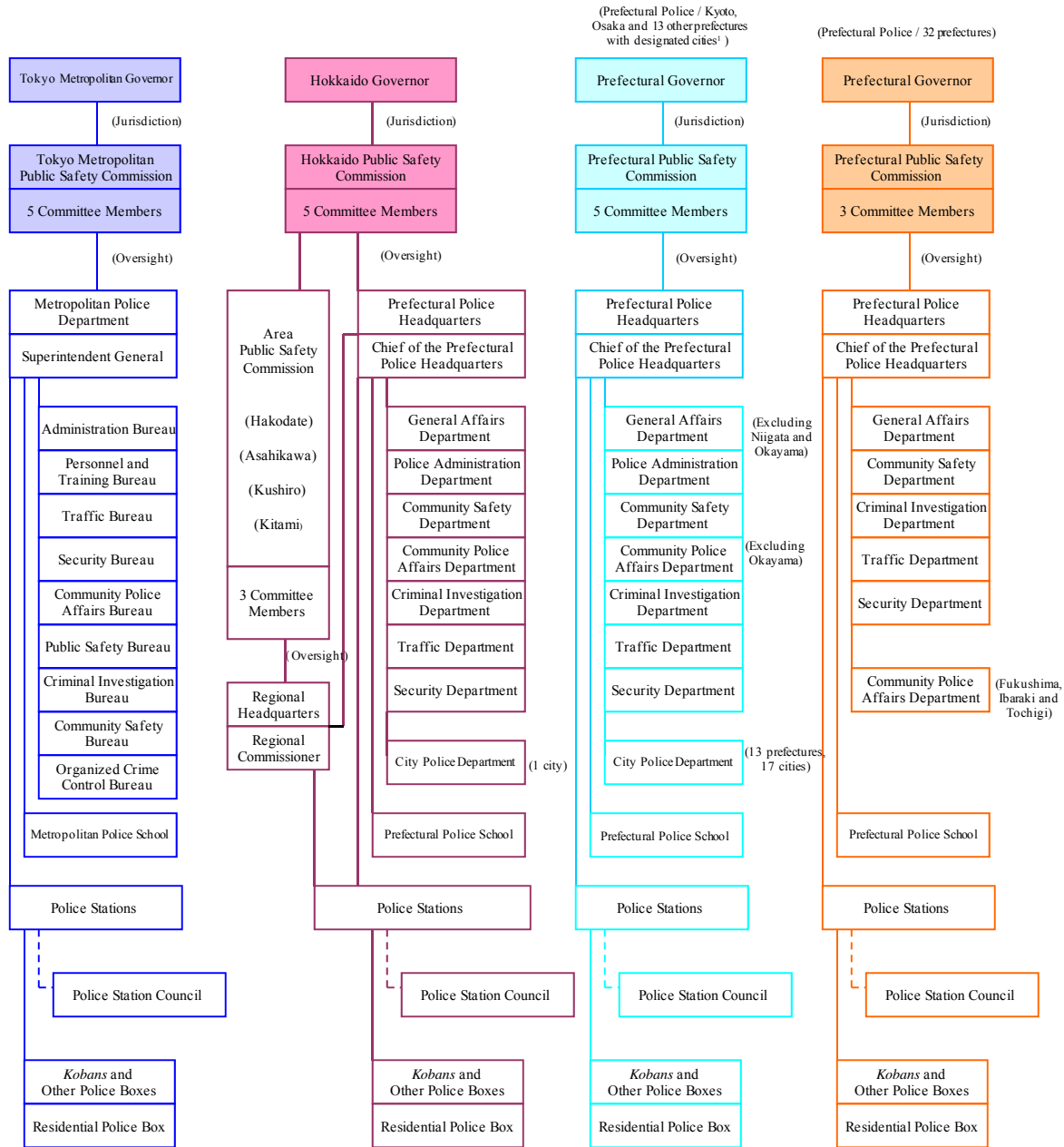
Note: The Director for Prevention of Money Laundering is established in the Organized Crime Control Bureau on 1 April 2007.

(3) Prefectural Police Organizations

As of 1 April 2009, 1,201 Prefectural Police Headquarters and the Prefectural Police Schools are

established in 47 Prefectural Police.

Diagram 5-2 Prefectural Police Organization



Note: Prefectures that include cities designated under Article 252 item 19 of the Local Autonomy Act
 Prefectures designated as of 1 April 2009 are Miyagi, Saitama, Chiba, Kanagawa, Niigata, Shizuoka, Aichi, Hyogo, Okayama, Hiroshima and Fukuoka.

Section 2. Activities of the National Public Safety Commissions (NPSC)

(1) National Public Safety Commissions

The NPSC is comprised of Chairman, a Minister of State, and five members. The members are appointed by Prime Minister upon approval of both Houses. At the NPSC, they carry out duties by virtue of the authority of Police Act or other laws such as stipulating the NPSC Regulations, appointing local police administrators¹ and taking disciplinary actions, confirming if prerequisites meet actual objectives in designating Designated *Boryokudans*, etc. In addition, they indicate outline policies on police operations and manage the NPA, by supervising on prevention measures of various misconduct cases by police personnel.

During 2008, the NPSC stipulated 27 rules and partially amended the criminal investigation code. They also gave instructions on tackling matters regarding serious acquittals etc. and decided on the “Improvement of Questioning in Police Investigations.”

The NPSC usually holds regular conference every Thursday, but other than Thursday, they are trying to grasp public safety situation and police management, by the NPSC members visiting various places, exchanging opinions with the PPSC members, as well as inspecting the sites where police activities are being done. Such activities are being presented on website.

Note 1: Among Prefectural Police personnel, local police administrators are police officers in the class higher than Senior Superintendent

(2) Prefectural Public Safety Commission (PPSC)

The PPSC and Area Public Safety Commission are comprised of five members in prefectures that include government-designated prefectures and three part-time members in other prefectures and areas. Mayor appoints the members with the consent of prefectural assembly.

The PPSC carries out numerous administrative duties linked to people’s lives, such as driver’s license, traffic regulations, payment settlement of crime victim benefit, superintending various businesses like antique dealer business. In addition it receives reports from Chief of Police Headquarters, etc. at regular meetings, etc. on the situations concerning occurrence of cases, accidents and disasters in the region, police efforts and public security and its various measures by the police,

organization and personnel management. By superintending all this, the PPSC manages Prefectural Police.

The PPSC roughly holds three to four regular meetings a month as well as trying to grasp the situation of public security and police management by participating in Police Station Council, discussing with relevant organizations such as board of education, etc. or visiting the sites where police activities are conducted. Such activities are being presented on website.

(3) Contact among Public Safety Commissions

The NPSC and the PPSCs conduct various liaison conferences in order to maintain close contact with each other. During 2009, liaison conferences between the NPSC and the PPSCs from across the nation were held twice, and opinions on efforts towards measures for realizing “powerful and trustworthy police” were exchanged.

During the same year, in each region and in Hokkaido, intra-jurisdiction liaison conferences between PPSCs and Area Public Safety Commission in Hokkaido were held a total of 14 times, with participation of NPSC members. Furthermore, a liaison conference comprising the 14 public safety commissions in Tokyo, Hokkaido, Kyoto, Osaka and designated prefectures were held, at which reports were made and opinions exchanged concerning the public safety situation in each prefecture and efforts by respective Public Safety Commission, with members from the NPSC attending.

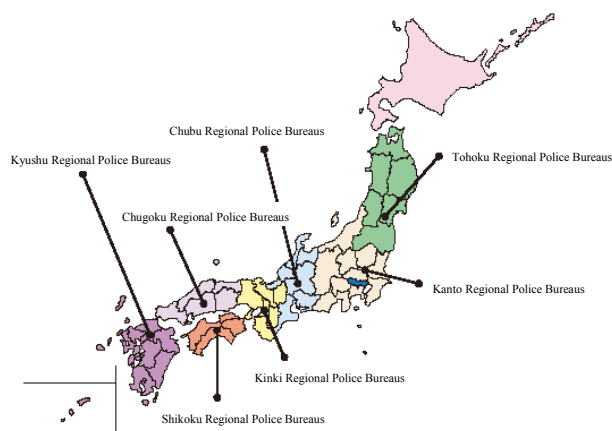
Section 3. Activities of Regional Police Bureaus (RPBs)

(1) Role of Regional Police Bureaus (RPBs)

Seven Regional Police Bureaus (RPBs) (Hokkaido, Kanto, Chubu, Kinki, Chugoku, Shikoku and Kyushu) are established within the NPA as its regional organizations. The RPB take partial control of the NPA's functions in order to handle duties efficiently.

Tokyo and Hokkaido are deemed outside of the RPB's jurisdiction and if necessary the NPA directly controls and supervises them. Also, the Tokyo Metropolitan Police Info-Communications Department and the Hokkaido Prefectural Police Info-Communications Department have been established as the nation's local agencies.

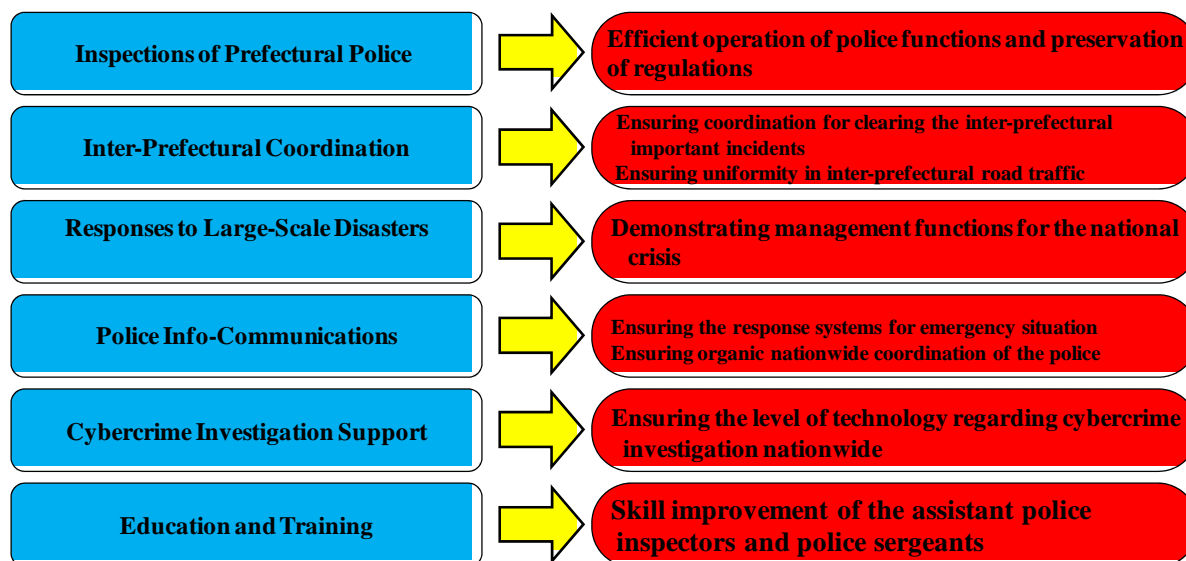
Diagram 5-3 Jurisdiction Area of Regional Police Bureaus



(2) Main Duties of RPBs

The following duties are mainly implemented by the Regional Police Bureaus.

Diagram 5-4 Main Duties and Roles of the Regional Police Bureaus



1) Inspections of the Prefectural Police

As public reform since 2000, the inspection functions of the RPB have been strengthened, the General Affairs and Inspection Department (Inspection Department in the Kanto RPB; restructured into the Coordination Department in the Chugoku RPB and the Shikoku RPB) was established in each RPB and inspections is implementing for the Prefectural Police in each region. During FY2008, RPBs implemented a total of 1,327 inspections to the Prefectural Police.

2) Inter-Prefectural Coordination

RPBs provide guidance and coordination to the Prefectural Police regarding matters such as measures against organized crime, crimes committed by foreigners in Japan, and joint investigations of case that require inter-prefectural handling. Furthermore, the RPB ensures uniformity in inter-prefectural traffic management and measures through such means as coordinating on highway traffic regulations during bad weather conditions, enforcing breath tests, and cracking down on motorcycle gangs gathering to see

the first sunrise of the New Year.

3) Responses to Large-Scale Disasters

In times of emergency, such as in the occurrence of a large-scale disaster¹, or at other times, RPBs collect and analyze disaster information, as well as coordinating the dispatch of the Inter-prefectural Emergency Rescue Unit comprised of RPBs and mobile police info-communications units.

4) Police Info-Communications

Info-Communications Department of the Regional Police Bureau and Prefectural Info-Communications Departments are handling the expansion and management of info-communications networks linking the NPA with the Prefectural Police. Also a technical unit called the Cyber Force is set up to carry out activities including prevention of cyber terrorism and the spread of damage.

5) Support of Investigation against Cyber Crime

In order to respond to cyber crimes, personnel from Info-Communications Departments are dispatched to

the sites where Prefectural Police conduct activities including search and seizures and other investigations. They also support criminal investigations conducted by Prefectural Police by providing technical support including preventing destruction of magnetically recorded data in the recording media, confirming the settings and connection status of computers, and retrieving magnetically recorded evidence.

6) Education and Training

Training at the time of promotion, specialized training, etc. are being conducted in Regional Police School, appurtenant to Regional Police Bureau, mainly for Prefectural Police personnel ranked Assistant Police Inspector and Police Sergeant.

Note 1: Earthquakes with shindo 6 or over (5 or over in the Metropolitan Tokyo) or other major earthquakes

Section 4. The Police Force

(1) Number of Police Personnel

The authorized number of police personnel in FY2009 was 290,640, of which 7,660 belonged to

the NPA, and 282,980 belonged to the Prefectural Police.

Table 5-1 Number of Police Personnel (2009)

category	National Police Agency				Prefectural Police					Total
	Police Officers	Imperial Guards	Regular Personnel	Total	Police Officers			Regular Personnel	Total	
					Local Police Administrator	Community Police Officer	Subtotal			
Regular Number (persons)	1,899	901	4,860	7,660	623	253,682	254,305	28,675	282,980	290,640

Note : Among the Prefectural Police personnel, the capacity of the local police administrators is defined by the cabinet order and the capacity of other personnel is defined by ordinance as of 1 April, 2008.

(2) Efforts to Strengthen Police Capability

A total of 24,230 Local Police Administrators¹ was increased from 2001 through 2007 in order to accurately respond to a serious situation of public safety. The number of Penal Code offenses confirmed by police decreased for six consecutive years since 2003, which is thought, together with other measures, to stave off an increasing trend of offences, leading to bringing about an effect on restoration of public safety.

However, in spite that the number of Penal Code offenses confirmed by police decreased, the level is much higher than that in the 1970s when public security was deemed favorable, as such the situation remains serious. Strengthening police capability needs to be continuously pursued. In 2008, the ratio of successful applicants to total number of applicants in the 2008 police officers recruiting examination was 7.6 times, supposedly halting the downward trend. A total of 959 personnel was included.²

Given the impending retirement period of numerous staff, the police are responding to the severe security situation by combining their efforts to strengthen the capability of the police in the following ways.

1) Recruitment of Retired Police Officers

Due to the increase of non full-time employees such as investigation skills instructors and *koban* consultants, and the effective use of the reappointment system, on-site enforcement has been supplemented by retired police officers with adaptable fighting potential, and exceptional skills from experienced officers have been passed on to up-and-coming police officers.

Note 1: Police officers in Prefectural Police excluding local police administrators.

2: The number of police officers whose salaries were paid for

by taxpayers was 509 in 2009 (after an increase of personnel) (this number is based on the Basic Resident Register as of 31 March 2008) down from 557 in 2000 (before the increase of personnel).

2) Quality Enhancing of Police Capability

Limited personnel resources are being utilized more efficiently by laborsaving and streamlining duties through using Information Technology (IT).

3) Strengthening Recruit Campaign to Ensure Excellent Personnel

The NPA is vigorously supporting a recruit campaign to recruit personnel at Prefectural Police by appealing a profession of police officers.

(3) Outstanding Performance of Female Personnel

The police have been striving to proactively recruit female personnel for some time, with over 1,000 female police officers recruited each year since FY2002. Approximately 14,200 female officers and approximately 11,800 female civilians have been working in Prefectural Police force throughout Japan as of 1 April 2009 and promotions to executive positions are also increasing. As of 1 April 2008, there are 147 female Prefectural Police officers with a rank of Police Sergeant or higher.

Furthermore, for incidents in which women have been the victims of sexual crime or suffer from spousal violence, the capabilities and special abilities of female police officers are utilized in investigations and in measures for victims. The occupational field of female officers is expanding to nearly all fields, including *Boryokudan* countermeasures, security, and escorting.

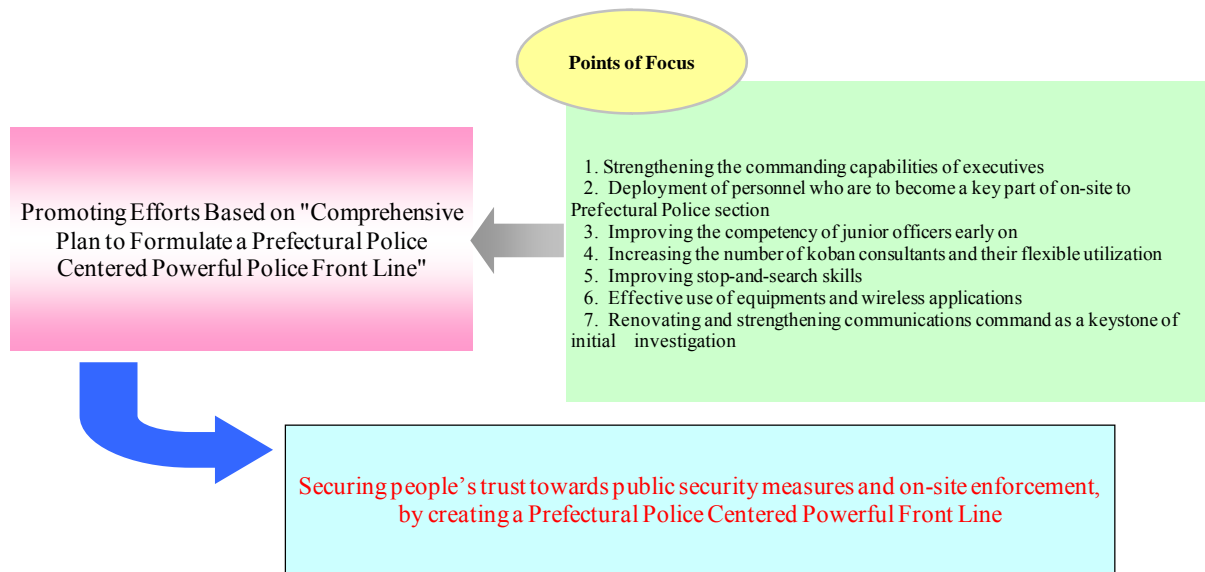
(4) Efforts for the Creation of a Powerful Police Front Line

In recent years, the number of cases of obstruction of police duties has risen, and while the environment surrounding such work conditions worsens, the number of community police officers that will retire and be recruited in the near future will increase. The composition of human infrastructure in the police agency is changing immensely, and a subsequent loss of local enforcement capabilities is feared.

Therefore, to construct a powerful police front line

centered around Prefectural Police departments, which will be most affected by these influences. Police forces have established a “Comprehensive Plan to Formulate a Prefectural Police Centered Powerful Police Front Line”, which promotes various measures such as strengthening the commanding capabilities of executives, improving the competency of junior officers early on, renewing and strengthening and renovating and strengthening communications command as a keystone of initial investigation.

Diagram 5-5 Promoting Efforts Based on Comprehensive Plan to Create a Prefectural Police Centered Powerful Police Front Line



(5) Education and Training

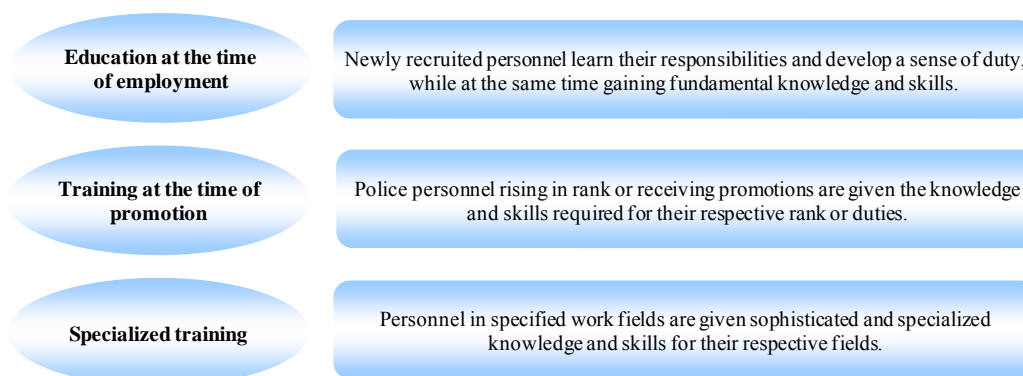
In order to properly execute their duties, police personnel require well-integrated common sense, good judgment, and a genuine ability to execute their duties. Police schools and workplaces, including police stations, are strengthening and enhancing their training in order to equip police personnel with both high moral values reinforced with pride and a sense of duty, and

the ability to execute their duties.

1) Education and Training in Police Schools

The following types of education and training are being conducted in Prefectural Police Academies, Regional Police Schools, the National Police Academy, and other training institutes, tailored to each rank and occupational field.

Diagram 5-6 Education and Training System in Police School



2) Education and Training at Workplace

At workplaces including police stations, in addition to police personnel being offered personal guidance based on aptitude and duties, trainings and other meetings are held to enhance the ability of personnel to execute their duties. In addition, lectures of experienced police officers and retired police officers are being conducted to pass on their special knowledge and skills. Furthermore, besides ensuring appropriate execution of duties, instructors from other departments conduct workshops to foster strong moral values.

3) Strengthening and Enhancing Martial Arts Training

In order to ensure possession of the powerful execution capabilities required to properly handle felonious crimes, training such as judo, kendo, arrest techniques, and target practice are conducted. In particular, the police are working to enhance and strengthen training anticipating the situations most likely to occur through means including target practice using a digital firing simulator¹ in order to foster the

ability to properly respond to changing situation.

(6) Police Officers Killed or Injured in the Line of Duty

Police officers protect people's lives, persons, and possessions. To maintain public safety and order, they carry out their duties without regard for personal safety, and as a result, there are cases where they are unfortunately killed or wounded in the line of duty. During 2008, there was a case where a police officer from traffic riot police unit fell off from police motorcade while chasing the vehicle violating the maximum speed limit and was killed.

The police are providing honorary monetary gifts to the families of police officers killed or injured in the line of duty, in addition to receiving compensation from the public disaster compensation system. In addition, for valor in conduct of duty, the officers are praised and honored under the name of the NPA's Commissioner General.

Section 5 Budget and Equipments of Police

(1) NPA Budget

The police budgets are comprised of the NPA budget and the Prefectural Police budget. Among these, the NPA budget includes monies disbursed by the National Treasury for Prefectural Police expenses as well as subsidies for the Prefectural Police. In FY2008, the per capita police budget was approximately 28,000 yen.

1) NPA Budget

Initial budget of FY2008

- Total amount: 273.529 billion yen
- Rise of 13.022 billion yen (5.0%) from the previous fiscal year
- 0.6% of the national general account

Take prioritized measures on strengthening preventive measures against terrorism and response structure to emergency

Supplementary budget of FY2008

- No. 1 supplementary budget Total 10.12 billion yen

Take prioritized measures for analysis/identification of food safety-related offenses

Take prioritized measures for improving equipment

- No. 2 supplementary budget Total 1.095 billion yen

Take prioritized measures for improving equipment for Furikome fraud countermeasures

2) Prefectural Police

- Total amount: 3,372.33 billion yen
- Fall of 44.080 billion yen (1.3%) from the previous fiscal year
- 6.8% of the prefectural general account

* Each prefecture compiles taking crime situation and financial situation into consideration

Diagram 5-7 NPA Budget (After the Final Correction for FY2008)

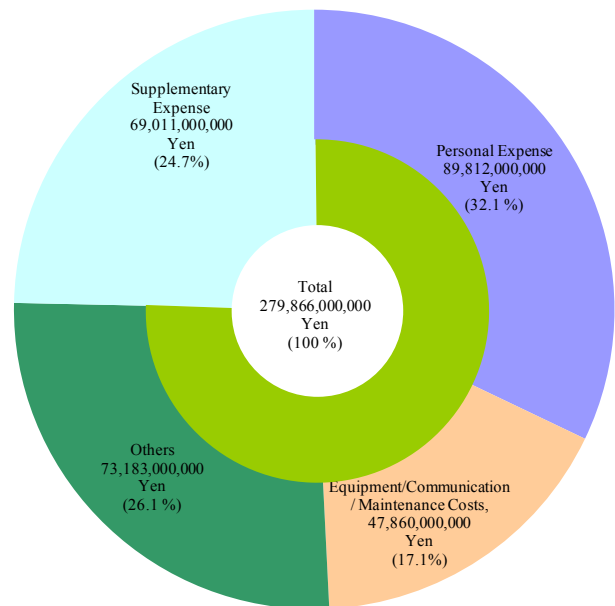
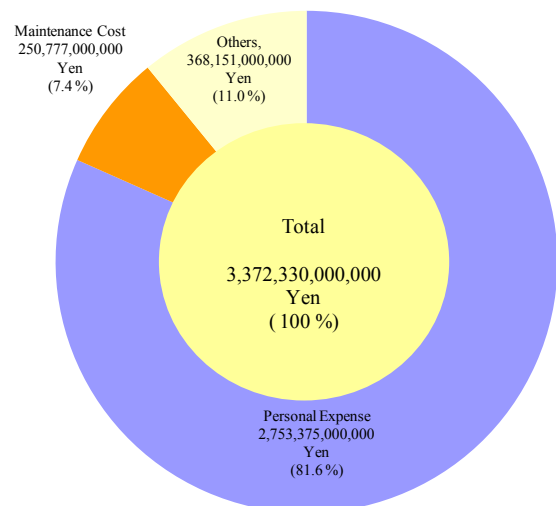


Diagram 5-8 Prefectural Police Budget (After the Final Correction for FY2008)



(2) Equipment of Police

1) Improvement of Vehicles

Throughout Japan, police are equipped with approximately 39,000 vehicles, which include patrol

cars and white police motorcycles. In 2008, the number of vehicles, including ones required for supporting victims of the crimes, organized crime countermeasures was increased to respond to drug offenses, organized crime, terrorism and crime victims, as well as to strengthen the mobile power of the Prefectural Police.

2) Development and Improvement of Equipments

In FY2008, in addition to lifesaving equipment for use during large-scale disasters, equipment for cyber crime, inter-prefectural intelligence crimes, organized crime, and other countermeasures was upgraded.

Moreover, the development and improvement of equipment is being promoted through the introduction of the most advanced science and technology for streamlining and upgrading operations. During the same fiscal year, the police strove to develop and improve equipment for preventing incidents resulting in injuries as well as for security measures.

Section 6. Police Info-Communication Systems to Support Police Activities

Police info-communications are an essential foundation for police activities. In order for the police to immediately respond to crimes, accidents, and disasters of all types and in all locations, various types of info-communication systems have been developed independently and installed throughout Japan. Efforts are also being made to increase their sophistication.

(1) Info-Communication Systems to Support Police Activities

1) Info-Communication Systems to Support Crisis Management

A national network links together various bodies including the NPA, RPBs, Prefectural Police Headquarters, police stations and *kobans* via media such as wireless multiplex lines, specialized lines for electronic transmissions operations workers, and satellite transmission lines which the police independently install, maintain, and manage. This network also generates a variety of mobile

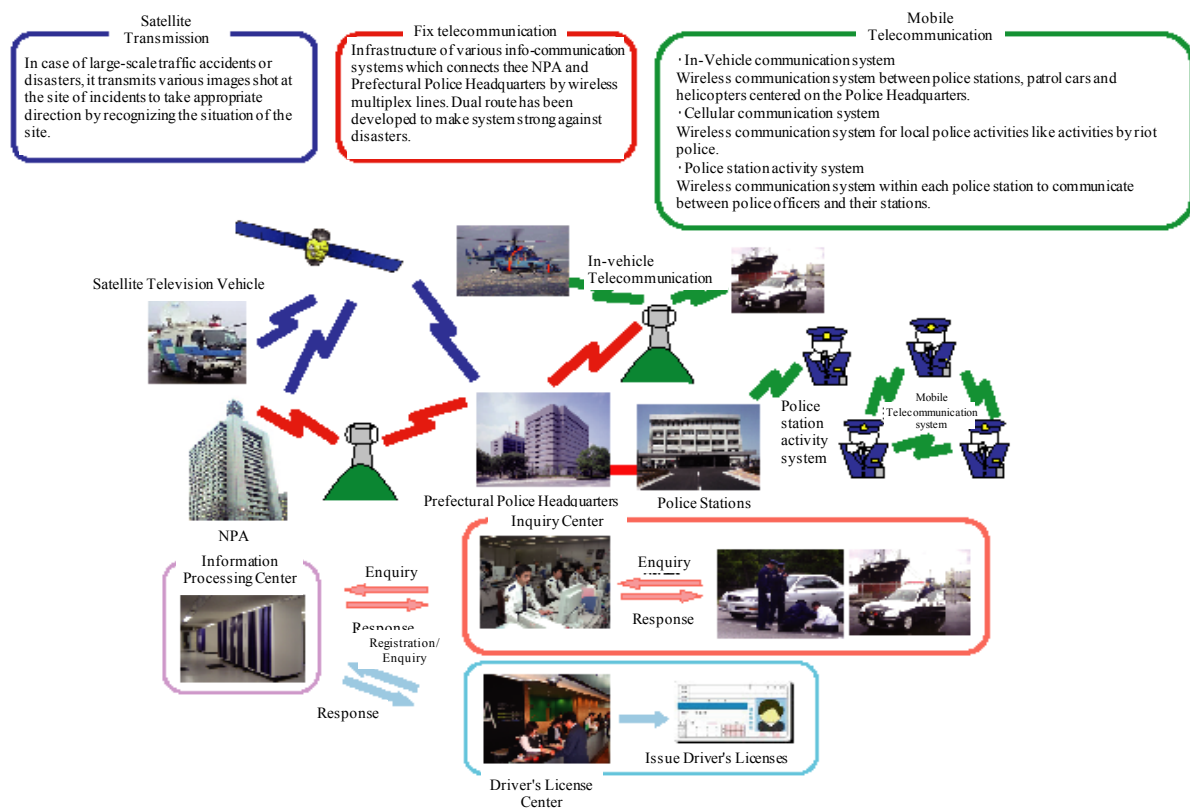
communications systems that transmit information essential for the execution of police duties.

For matters such as the management and operation of the system, Info-communications departments are placed in each prefecture as national agencies supporting Prefectural Police activities. Also, info-communications departments are placed in each RPB to provide instruction and coordination regarding the operation of communication facilities in the event of a serious interprefectural incident.

2) Police Information Management System

The Police Information Management System has been established in order to immediately respond to the enquiry from front line police officers by registering information on stolen vehicles or missing persons in the computers of the NPA and to prohibit illegal acquisitions of driving licenses by unifying the driving license information nationwide.

Diagram 5-9 Police Info-Communication Systems to Support Police Activities



(2) Activities of Mobile Police Communications Squads

Mobile Police Communications Squads are

established in each Prefectural Info-Communications Department¹. These units take swift communications measures in order to streamline contact and commands

between Prefectural Police Headquarters and police officers on the scene when crimes, accidents, or disasters occur.

In security activities for Hokkaido Toyako Summit held in July and imperial escort, security guard, and crowd security at the various events, the Police secure communication measures including utilization of a helicopter television system and satellite communication system.

In addition, when cases such as robberies or purse snatching occur, the squads secure communication necessary for police activities through such means as setting up provisional telephone lines and wireless networks, or setting up TV camera equipment at the house of victims for stalking cases, thus further strengthening efforts for communication measures against crimes that occur around the people.

Note 1: Info-Communication Bureau, Regional Police Bureau, Tokyo Info-Communication Bureau, Hokkaido Info-Communication Bureau, Prefectural Info-Communication Bureau and Area Info-Communication Bureau

Section 7. Proper Activities of the Police Force

(1) Bold and Sustainable Implementation of Police Reform

The NPSC and the NPA are enforcing all measures prescribed in the “Guideline for Police Reform” and are working to bring peace back to communities under the spirit of the police reform in order to deal with the severe security situation. The number of confirmed cases for Penal Code offenses is still high. Besides, there are incidents that pose serious anxieties and threat to the citizens’ life. Thus, the crime situation remains to be as severe as before.

In 2008, a disciplinary action was taken against 252 people, the decrease of 51 from the previous year, reaching the least record since 2000 when “Guideline for Police Reform” was formulated. This is nearly 60%

decrease compared to 2002 with the most number, but unusual cases that lose the trust of the people such as drunk driving by police officers are still occurring.

Reflecting the severe criticism of the Japanese people as a self-searching/lesson and returning to the starting point in order to promote the “Guideline for Police Reform” steadily, the NPSC and the NPA compiled the “Police Reform Continuous Action” guidelines with following five points along with the publication of the assessment report in December 2005 to allow for a constant push toward police reform. The police are to continue to push for reforms based on these guidelines and to verify the status of their execution.

Guideline for Police Reform (Overview)

Based on the “Urgent Recommendations for Police Reform”

1. Ensuring transparency and strengthening the ability of self-purification within the police administration

- (1) Promoting the disclosure of information
- (2) An adequate management of complaints regarding work execution of police personnel
- (3) Execution of the strict monitoring the police
- (4) Strengthening the management functions of Public Safety Commissions and its activation

2. Establishment of the “Police for the people”

- (1) Grasping of demands and opinions of citizens and faithful corresponding against them
- (2) Strengthening the activities of the police in order to eliminate the anxiety which is close to citizens
- (3) Promoting the countermeasures for victims
- (4) Review of performance evaluation

3. Create a police force that can respond to the needs of a new generation

- (1) Confrontation with *Boryokudan* crimes and crimes by other organizations
- (2) Fundamental strengthening of countermeasures against high-tech crimes such as cybercrimes
- (3) Proper handling of wide-area crimes
- (4) Ensuring safe and comfortable traffic

4. Strengthening human infrastructure that supports police activities

- (1) Ensuring of strong execution power and improvement in the nature of each police personnel
- (2) Rationalization of a work and planned increase in regional police officers
- (3) Management of organization which produces vital power

Police Reform Continuous Action (Overview)

- For restoring the public safety and trust -

1. Full implementation and successful completion of measures in the “Guideline for Police Reform”

Steady implementation of the measures mentioned in “Guideline for Police Reform” and aiming at its firm establishment and enhancement.

2. Restoring of public safety

In addition to promoting measures mainly directed at preventing the crimes and accidents, removing the anxiety of the citizens and taking proper measures corresponding to the changes in the public safety situation.

3. Reform of awareness among executive officials and other police personnel

In order not to fade the spirit of police reform, implementing continuous consciousness reform of the executive officials and other personnel by taking all opportunities such as school education and on-the-job training.

4. Prevention of misconduct

In order to prevent misconducts, implementing activities such as maintaining transparency of the accounting and strengthening its audit, strengthening education of the personnel regarding accounting, strengthening the inspection mainly directed at preventing the breach of regulations, strict punishment against the breach of regulations and encouraging awareness of the responsibility of executive officials.

5. Further strengthening and enhancement of administrative functions the Public Safety Commission and continual verification of the progress of police reform

The Public Safety Commissions make effort to strengthen and enhance administrative functions more, and verify regarding the progress and problems of police reform continuously.

(2) Securing Fair Budget Enforcement

In order to secure fair budget enforcement, the police are taking the following measures:

1) Accounting Audit Conducted by the Police

Based on the Rule on Accounting Audit set by the NPSC, the Commissioner General of the NPA, the Superintendent General, Chief of the Prefectural Police Headquarters, and Chief of the Area Headquarters are conducting accounting audit.

In FY2008, an audit was carried out by the NPA mainly focusing on budget enforcement regarding investigation, traveling and contracts. 4,686 persons including 1,859 investigators who reinforced investigation expenses were interviewed. The results revealed that there were some cases where improvement was required: investigation of the case which should have been borne by the prefectural investigation expenses was actually borne by the national investigation expenses (Okinawa); there were some payment oversights for travel expenses in the case of personnel going on trips, and the orders were given to remedy issues such as supplementing the amount that they were originally entitled to (Kushiro Area Info-Communications Department, Kanagawa Info-Communications Department, Asahikawa Area Department, Gunma). Relevant departments were also instructed to take the steps necessary to improve the inadequacies in documents regarding investigation expenses and handling the contracts without adequacy.

Strict account auditing is being continued for FY2009 based on the results of the FY2008 Accounting Audit Implementation.

2) Budget-Related Personnel Training

Accounting training has been strengthened in order to ensure that police personnel acquire precise knowledge related to procedures for budgetary enforcement and recognize the importance of proper accounting enforcement. Furthermore, necessary explanatory material related to accounting has been created and distributed.

(3) Inspection

In order to enhance the self-purification capacities inside the police, the police are strengthening inspection systems by posting local police administrators who are assigned by the NPSC to all of

the Chief Inspection Officer who manage inspections at the Prefectural Police and increasing the number of inspection officers in the NPA, the Regional Police Bureaus and the Prefectural Police. In addition, based on the Rule on Inspections set by the NPSC, the strict inspection is carried out for effective operation and maintenance of disciplines. Thereby, the frequency of inspection by the NPA and the Regional Police Bureaus increased sharply.

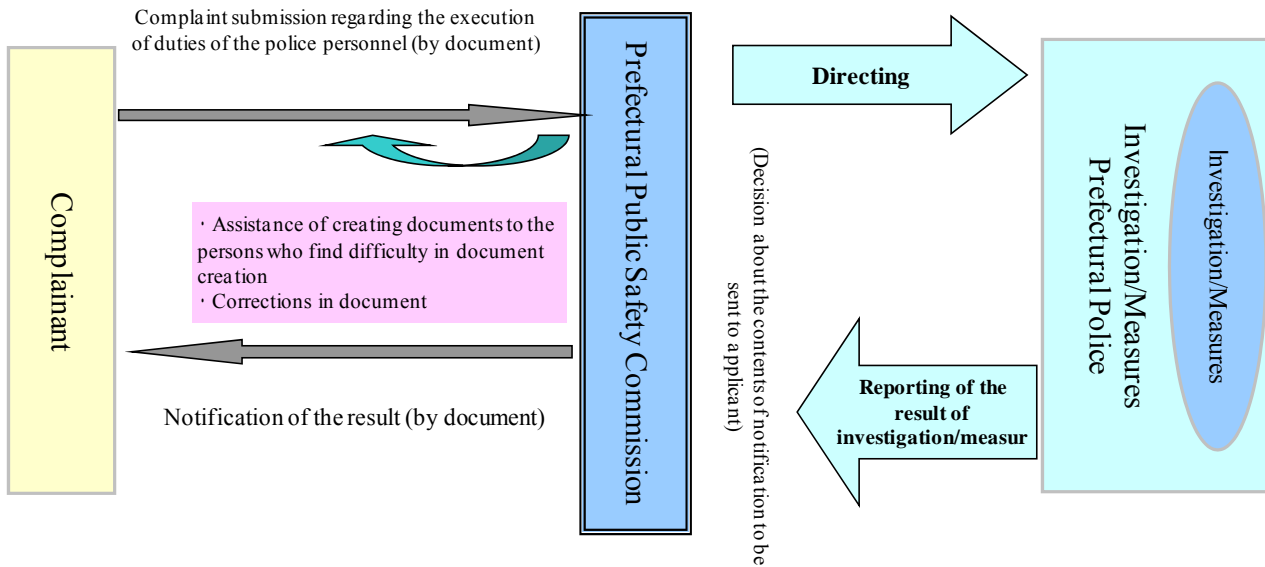
In FY2008 inspections were implemented in aspects of operations and services based on inspection points. In the same fiscal year, 1,933 inspections were implemented for the Prefectural Police by the NPA and the Regional Police Bureau, an increase of 3.2 times as compared to FY2000. On the other hand, inspections for the almost all police stations has implemented by the Prefectural Police more than once every year.

In addition, when it is deemed necessary by the police and in accordance with the stipulations in the Police Act, the NPSC can order the NPA to conduct specific or individualized inspections, just as the PPSC can of the Prefectural Police. Until now, inspections were directed to each Prefectural Police by the PPSC of Kanagawa (April 2001) and Nara (July 2001) in accordance with the misconduct cases by police personnel and by the PPSC of Hokkaido (March 2004) and Fukuoka (April 2004) with the occurrence of improper cases regarding enforcement of the budget.

(4) Appropriate Handling of Complaints

The Police Act put a complaint submission system in place and people who have complaints regarding execution of duties of the Prefectural Police personnel can submit a written complaint to the PPSC. Complaints regarding execution of duties of Prefectural Police personnel not in accordance with this system including those submitted to the Chiefs of Police Headquarters or the Chiefs of Police Stations are also handled based on these guidelines.

Diagram 5-10 Overview of Complaint Submission System



(5) Completeness of Information Management

As the police are handling large amount of personal information such as crime investigation and driving license information and many confidential information, the NPA has hitherto promoted the countermeasures for information outflow and falsification by establishing the Police Information Security Policy (standard system regarding police information security).

In addition, in accordance with continuous information outflows, emergency countermeasures were implemented including emergency checkup of all computers and external recording media in March and special audit and guidance regarding prevention of information outflow to all Prefectural Police in May of the same year.

However, in spite of these efforts, even after entering in 2007, the information outflow cases through files sharing software from home by taking out external recording media within investigation documents were exposed at Yamanashi Prefectural Police in February, Hokkaido Prefectural Police in April and the Metropolitan Police Department in June. Especially, the case of the Metropolitan Police was large-scale which the number of files reached approximately 10,000. Strict instructions were given regarding the method of managing data after occurrence of such cases.

In order to eradicate such kinds of incidences, it is absolutely essential to thoroughly manage organizations with information and transform consciousness of each police personnel. In March and June of the same year, the NPA gave instructions to

NPA personnel and Prefectural Police about the prohibition on making unnecessary duplications and taking out documents, and the disposal and deletion of unnecessary information, in order to make more explicit the duties of personnel involved in information management. At the same time, from September of the same year, audits of the leakage of information regarding all Prefectural Police forces were conducted. Furthermore, comprehensive measures were implemented at the end of FY2007 to improve information security including the strengthening of audits and maintenance of computers using public funds, as well as banning the usage of personal computers for official duties.

In particular, measures are being taken to prevent information leaking from external recording mediums. For example, the use of external recording medium has been limited. A file server that enables the sharing of information even without using external recording mediums¹ is also being maintained, as well as introducing a system that automatically encrypts information entered in external recording mediums.

Note 1: A file server that shares data saved on automatically encrypted recording mediums with other computers on the network.

Section 8. Aiming for Police Activities Open to the People

(1) Police Station Councils

The opinions and desires of the people must be sufficiently understood when the police are conducting a variety of crime and traffic accident prevention activities in the community. Also, the understanding and cooperation of residents is essential if police activities are to yield results.

For that reason, Police Station Councils exist as a basic rule in every police station in Japan. They are a place for the Chief of the Police Station to listen to residents' opinions regarding police operations, and are used as a means of seeking the understanding and cooperation of the people. The PPSC appoints residents under their police station's jurisdiction as well as employees from local public entities, schools, and others eligible to express opinions and desires on community safety issues as Police Station Council members. As of June 1, 199, Police Station Councils had been set up in 1,203 police stations, with a total of 10,733 members.

Diagram 5-11 Roles of the Police Station Councils

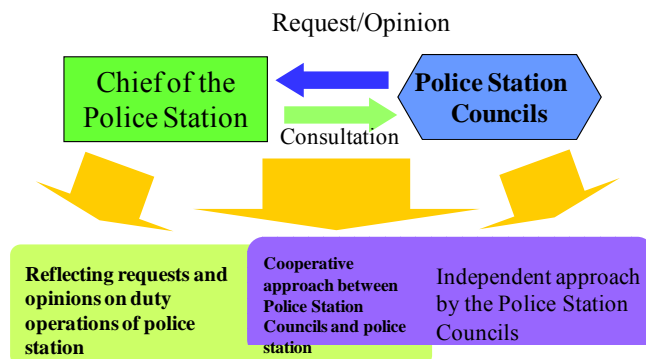


Diagram 5-12 Council Members Composition by Fields (As of 1 June 2009)

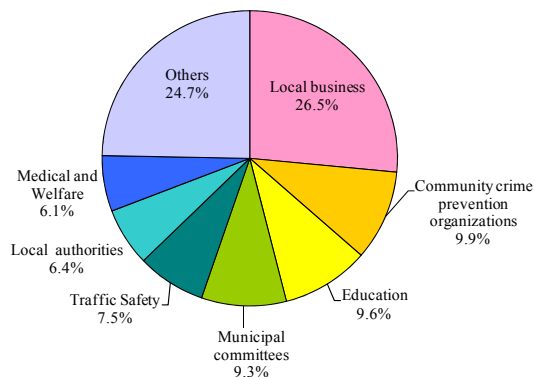
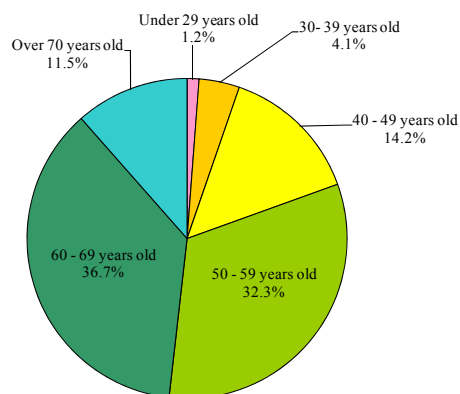


Diagram 5-13 Council Members Composition by Age (As of 1 June 2009)



(2) Information Disclosure

Based on NPA Instructions Announcement Standards, as a basic rule the NPA makes its commands and policies known to the public and posts them on the NPA website. A reading room has also been established where Police White Papers and statistics, as well as press releases and other written materials, are available for general perusal.

The number of requests for the information and decision of disclosure based on the Act on the Disclosure of Information Possessed by Administrative Organs against the National Public Safety Commission and the National Police Agency in FY2008 is shown in Table 5-2.

Table 5-2 Number of Requests for the Information in FY2006 (Information Disclosure)

	Disclosure Request	Decision		
		Full Disclosure	Partial Disclosure	No Disclosure
National Public Safety Commission	5	2	0	3
National Police Agency	152	94	28	16

Note: Disclosure requests were processed in FY2008 but it also includes unprocessed requests and the total number of processed requests are different.

(3) Personal Information Protection

The NPA have been working toward the appropriate handling of personal information in their possession by establishing instructions for the management of personal information, as well as creating an administrative system for personal information.

The number of requests for the information and decision of disclosure based on the Act on the Protection of Personal Information Possessed by Administrative Organs against the National Public Safety Commission and the National Police Agency in FY2008 is shown in Table 5-3.

Table 5-3 Number of Requests for the Information in FY2008 (Personal Information Protection)

	Disclosure Requests	Decision		
		Full Disclosure	Partial Disclosure	No Disclosure
National Public Safety Commission	3	0	0	3
National Police Agency	12	1	0	10

Note: Due to the inclusion of unprocessed requests as they are withdrawn after the disclosure requests have been accepted, the number of processed requests are different.

(4) Policy Evaluations

The NPSC and the NPA has formulated the plan regarding policy evaluations and has implemented policy evaluations¹ based on the “Basic Plan on Policy Evaluation in the National Public Safety Commission and the National Police Agency”².

Note 1: Listed on the NPA website (http://www.npa.go.jp/seisaku_hyoka/)

2: In December 2008, the Basic Plan for Policy Evaluation was formulated covering a period from January 1, 2009, through March 31, 2012. Beginning with the latest Basic Plan, the planning period for a plan for policy evaluation was changed from one based on a calendar year to that based on a fiscal year from the viewpoint of ensuring much closer links between policy evaluation and budgeting.

Diagram 5-14 Flow of Policy Evaluation

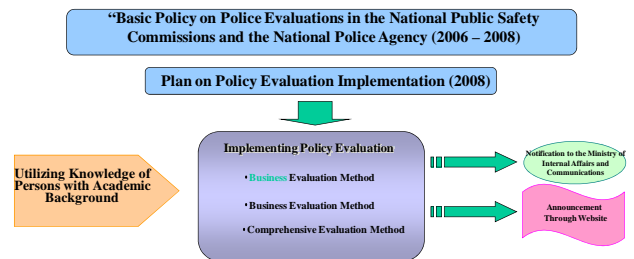


Table 5-4 Implementation Situation of Policy Evaluation in 2008

Implementation evaluation	July Creating and announcing “Implementation evaluation 2007” regarding 28 business goals
Business evolution	February Creating and announcing Preparation and announcement of “An advance evaluation report concerning regulations to be introduced under a law partially revising the Act on Prevention of Irregularities by Boryokudan” and “An advance evaluation report concerning regulations to be introduced under a law partially revising the Act on Regulating Enticement of Children through Websites for Social Networking of Opposite Sexes” October Preparation and announcement of “An advance evaluation report concerning regulations to be introduced under a law partially revising the Firearms and Swords Control Act”
Comprehensive evaluation	December Creating and announcing “Comprehensive evaluation –Promotion of International Cooperation by the Police”
Other	June, November Holding the NPA Policy Evaluation Workshop which consists of persons with academic background

Section 9. Police Assistance for Victims

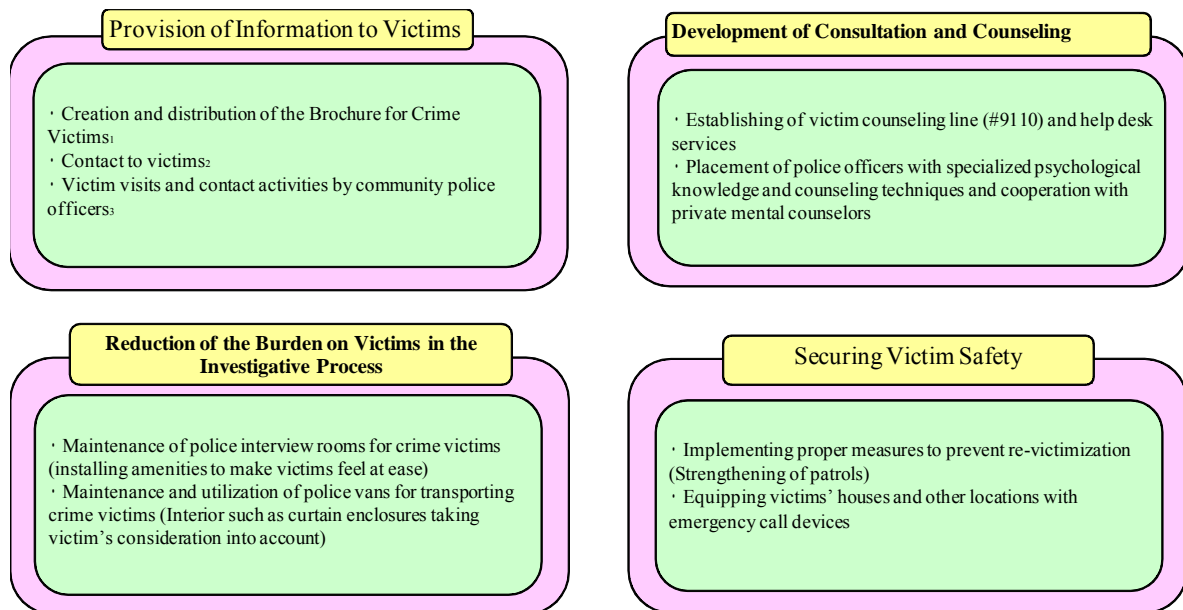
(1) Basic Measures

Victims including their bereaved families do not only suffer direct, physical, mental, or economic losses. Hence, the police are attempting to enhance measures for victims from various aspects. The Prefectural Police employ the System to Support Victims by Designated Personnel¹, in which police personnel other than the investigators of a crime provide the victim

with support including escorts and explanation of investigative procedures immediately after the crime occurs. As of December 2005 a total of 23,753 personnel were in place throughout Japan for that purpose.

Note 1: Total number of personnel is 26,019 as of December 2008.

Diagram 5-15 Basic Policy to Support Victims



Note 1: Brochures provide information on criminal procedures and legal remedy systems as well as the Benefit System for Crime Victims and other

2: Police maintain contact with a certain scope of crime victims to provide information on the progress of investigations and final actions against suspected

3: These activities by community police officers are designed to prevent crime victims from suffering another similar damage and help mitigate their feelings of insecurity.

(2) Activities of Victim Support Contact Councils

Victims have a wide range of needs, including livelihood assistance, medical bills, and legal fees. For this reason, victim support contact councils composed of the police, the Public Prosecutors Office, bar associations, physician associations, clinical psychiatrists associations, relevant bureaus of the local public entities, consulting organizations, and others have been placed in all prefectures. Furthermore, association frameworks for victim support at the police station and community levels are established throughout each prefecture, providing more finely-tuned victim support.

(3) Cooperation with Private Victim Support Groups

Private victim support groups have continued to be established in various regions. The number of groups that have joined the National Network for Victim Support (NNVS) had reached 46 as of April 2009. These support groups conduct activities including accepting of consultations via telephone, interviews, training and fostering of consultants, provide support for self-help groups (such as bereaved family associations) and help increase public awareness. The police support the establishment and operations of these groups. In addition, based upon the Act on Payment of Crime Victim Benefit, the PPSC operate a public authentication system that designates nonprofit organizations and can properly and certainly contribute to early alleviation of losses resulting from crime. As

of April 2009, 23 organizations had been designated as early assistance organizations for crime victims.

(4) Benefit System for Crime Victims

The Japanese Benefit System for Crime Victims pays a regular benefit on behalf of people who are unable to receive either public aid or damage

compensation despite being victims of premeditated criminal acts leading to major harm such as sudden death or serious injury, disease, or impairment. Since its establishment in January 1981, this system has played an important role in reducing the losses suffered by victims.

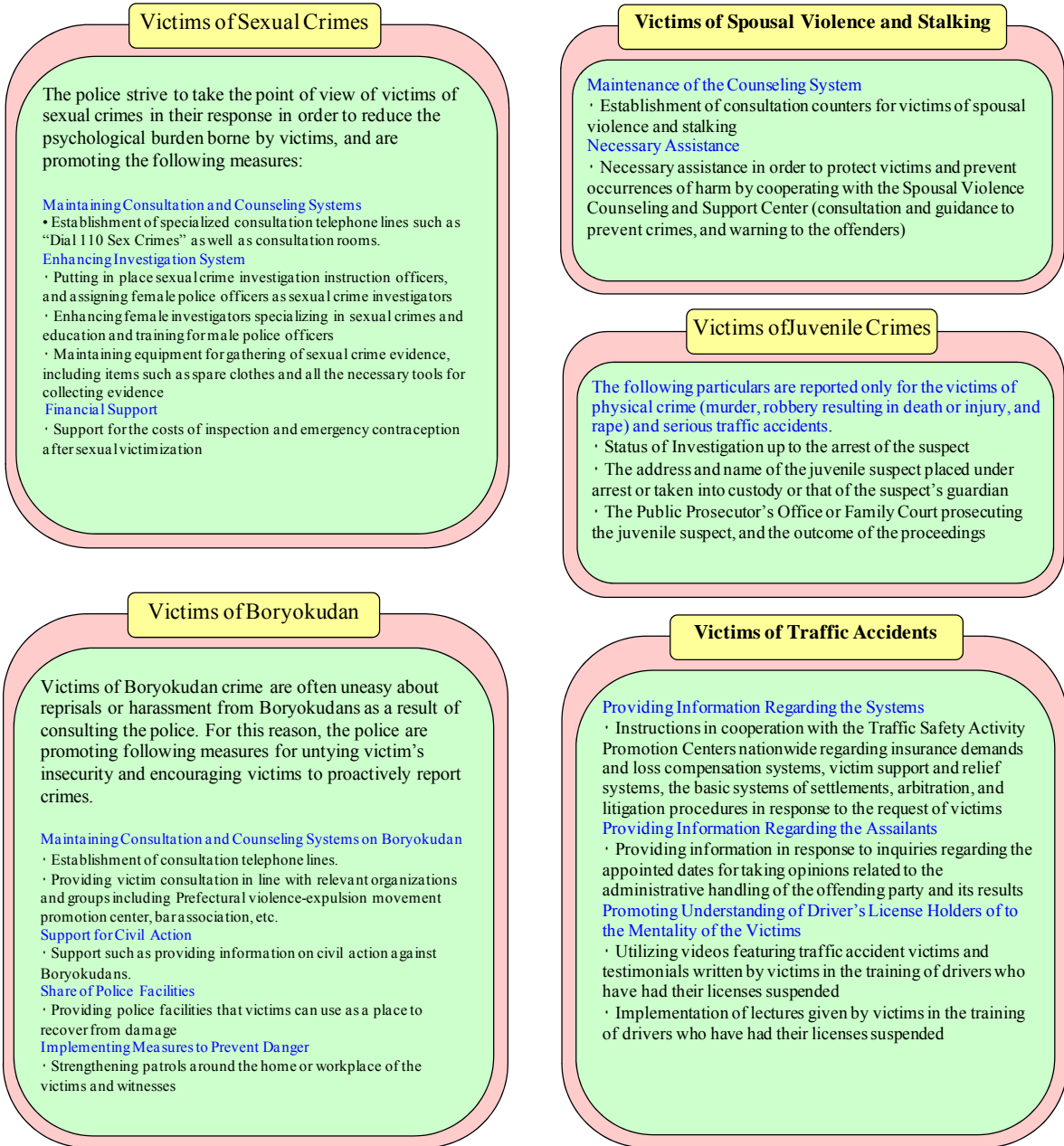
Table 5-5 Situation of Operations of the Benefit System for Crime Victims

Category	Year	Before 2005	2006	2007	2008	Total
Number of Victims who Applied (persons)		5,568	491	448	462	6,969
(Number of Applicants (persons))		(8,346)	(649)	(574)	(565)	(10,134)
Number of Victims Involved in Rulings (persons)		5,240	458	445	407	6,550
Number of Rulings (cases)		(8,019)	(610)	(588)	(532)	(9,749)
Number of Victims Awarded a Payment (persons)		4,948	435	407	388	6,178
Number of Rulings (cases)			(583)	(546)	(510)	(9,258)
Number of Victims Denied a Payment (persons)		292	23	38	19	372
Number of Rulings (cases)		(400)	(27)	(42)	(22)	(491)
Amount Awarded (million yen)		16,934	1,272	932	907	20,045

(5) Measures to Accommodate Victims’ Special Needs

The police promote measures to accommodate the characteristics of the victims as follows.

Diagram 5-16 Measures to Accommodate Victims’ Special Needs

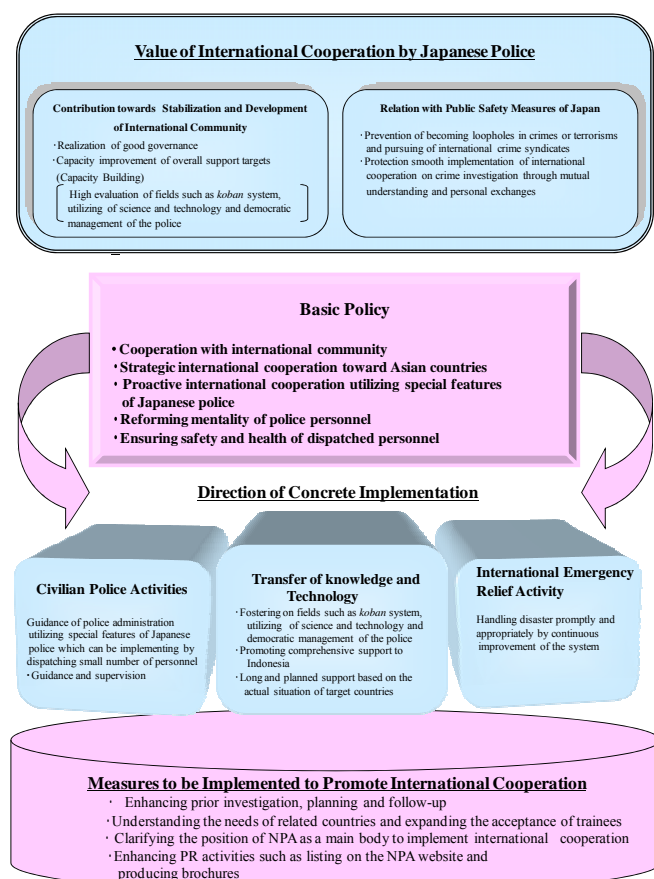


Section 10. Japanese Police Activities in the International Community

(1) Promoting International Cooperation

In September 2005, the NPA instituted and publicly announced the Guideline for Promotion of International Cooperation, which laid out the basic policies of international cooperation through the Japanese police, its direction, and the measures which needed to be taken. The police are proactively and effectively promoting international cooperation based on the guideline.

Diagram 5-17 Value of International Cooperation



1) Transfers of Knowledge and Technology

The NPA is promoting international cooperation through transfers of the Japanese police's knowledge and technology, drawing upon its special abilities as a police force, in cooperation with the Ministry of Foreign Affairs and Japan International Cooperation Agency (JICA). Such cooperation is implemented by the combination of sending specialists to foreign countries, accepting the trainees from foreign countries, provision of materials to foreign countries and grant aid.

a. Program on Assistance for the Reform of Indonesian National Police

Since 2001, the NPA has been carrying out the Program on Assistance for the Reform of Indonesian National Police with the cooperation of Japan International Cooperation Agency (JICA).

The Civilian Police Activities Promotion Project, which is the core of the program, began a new five-year period of cooperation (Phase 2) in August 2007. Its focus is to spread nationwide the achievements of the cooperation in the areas of *koban* system, criminal identification, and communications command system etc.

b. Activities Supporting the Philippines National Police

With cooperation by JICA, the NPA has hitherto been dispatching specialists to the areas of crime investigation and initial investigation and implementing a project to strengthen the operation of the Automated Fingerprint Identification System (AFIS) since summer of 2006. Furthermore in fall of 2008, the NPA set up a capability enhancement program for criminal countermeasures including those for firearms in the Philippines National Police.

c. Dispatching Specialists

Other than the cases described above, the police are striving to transfer the knowledge and technology by dispatching specialists to the countries such as Thailand and Brazil. Guidance fields are diverse including *koban* system, criminal identification and drug measures. In 2008, including the cases described above, 21 specialists were dispatched and the total number of the dispatched specialist came to 34 including those who are continuously being dispatched.

d. Acceptance of Trainees

Various foreign countries show high interests regarding Japanese police management, *koban* system and crime identification. In order to promote positive transfer of knowledge and technology in such fields, the police are striving to accept trainees by organizing seminars as well as examples mentioned above. Total of 248 trainees has accepted in 29 sessions of the conducted trainings in 2008.

2) International Emergency Relief Activity

When major disasters have occurred overseas the police dispatches the International Emergency Relief Team to disaster-hit areas to carry out an international emergency assistance activities (search and rescue), as well as a specialist unit to collect and identify the victims.

When a big earthquake hit Sichuan, China in May 2008, upon a request from China, the police dispatched 20 police personnel as the International Emergency Relief Team to conduct activities of search and rescue, and communications.

3) Approach on the United Nations Activities (Civilian Police Activities)

Three police personnel (two for civilian police activities and one for liaison and coordination) were dispatched to the East Timor International Peace Cooperation Unit since January 2007 and three personnel for the second dispatch in August 2007. Guidance and advice regarding police administration duties were provided to the Interior Ministry and national police of East Timor.

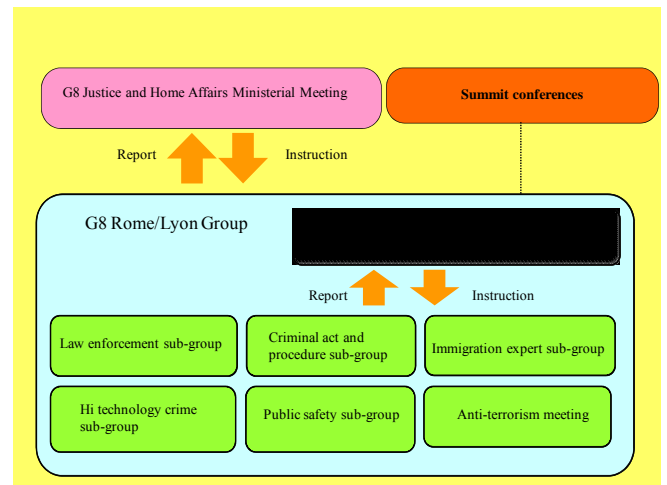
(2) Strengthening International Cooperation

When an international crime occurs, the police are striving to solve the incidents by exchanging information with the public security organization in the foreign countries through the International Criminal Police Organization-Interpol (ICPO-Interpol) and diplomatic authorities. Moreover, efforts are being taken to strengthen the relationship by participating in international conferences and promoting bilateral discussions, along with participating negotiation of treaties.

1) Cooperation with other G8 countries

The G8 public security authorities address issues requiring international cooperation at the G8 Ministers of Justice and Interior Conference and the G8 Roma/Lyon Group. The NPA joins these conferences on an ongoing basis and proactively participates in their discussions, and also strives to take a leading role in setting and considering the order of business so that achievements of these meetings should contribute to the promotion of domestic public security measures in Japan. In recent years, international organized crime and terrorism are often put on the agenda of the G8 Summit meetings. Leaders gathering at the Hokkaido Toyako Summit held in July 2008 adopted the “G8 Leaders Statement on Counter-Terrorism,” reaffirming their firm commitment to countering terrorism with every means at their disposal.

Diagram 5-18 Efforts at G8 Summit



a. G8 Justice and Home Affairs Ministerial Meeting

The Chairman of the National Public Safety Commission and top executives of the National Police Agency have been attending the G8 Justice and Home Affairs Ministerial Meeting, held on an ongoing basis since 1997, discussing problems related to international organized crime and terrorism, reporting on the progress in Japanese efforts and proactively participating in the drafting of joint declarations and other documents.

In June 2008, the National Police Agency and the Ministry of Justice jointly hosted the G8 Justice and Home Affairs Ministerial Meeting in Tokyo, the first to be held in Japan. The Tokyo Conference addressed such issues as international counterterrorism measures, measures against drug-related crimes, the building of the Universal Network¹ to counter international organized crime, and support for capacity-building initiatives², and adopted the G8 Justice and Home Affairs Ministerial Declaration on Capacity Building Assistance along with the Concluding Declaration.

b. G8 Roma/Lyon Group

The G8 Counter-Terrorism Experts Group (Roma Group)³ and the G8 Senior Experts Group on Transnational Organized Crime (Lyon Group)⁴ have been holding joint meetings as the G8 Roma/Lyon Group since the simultaneous terrorist attacks in the United States in September 2001. Currently, the Roma/Lyon Group has several sub-groups under the Group leaders' meeting that coordinates discussions regarding the Group as a whole, and each sub-group deals with different tasks including law enforcement, cybercrimes and counterterrorism. Most of review results achieved in each sub-group are reported to the

G8 Justice and Home Affairs Ministerial Meeting.

Note 1: Diversified communications networks that extend beyond the boundaries of national jurisdictions and organizations.

2: Development of judicial systems and improvement in law-enforcement capabilities in support recipient countries.

3: Launched as a forum for an exchange of views on anti-hijacking measures and international terrorism following the Bonn Summit meeting in 1978.

4: Established as a forum to consider law-enforcement cooperation and criminal systems in a variety of crime areas by the Halifax Summit in 1995.

2) Cooperation with Asian countries

The Third ASEAN Plus Three Ministerial Meeting on Transnational Crime (AMMTC+3) was held in Brunei in November 2007, bringing together public security ministers from the member states of the Association of Southeast Asian Nations (ASEAN), Japan, China and South Korea. The Deputy Commissioner General of the National Police Agency attended the meeting from Japan. The AMMTC+3 confirmed the importance of strengthening cooperation among the participating countries in eight crime areas, including terrorism, human trafficking and cybercrime.

3) Bilateral cooperation

The Japanese police are strengthening cooperation with public security authorities of other countries, including countries where a large number of transnational crimes involving Japan are committed

and countries of origin of foreign criminals in Japan. In April 2007, we prepared a document with the Brazilian Federal Police on cooperation between police authorities. In January 2009, we held the fifth regular consultation with the Ministry of Public Security of China in Tokyo for an exchange of information on various problems.

4) Participation in treaties negotiations

The National Police Agency participates in negotiations for the conclusion of treaties and other international agreements with legal binding force to secure legal grounds for its efforts to counter crimes. The Mutual Legal Assistance Treaty is designed to secure the implementation of investigative cooperation by making it an obligation under the treaty and also to ensure efficient and prompt cooperation by conducting communications necessary for investigative cooperation between central police authorities instead of between diplomatic authorities. To date, the Japan-U.S. Mutual Legal Assistance Treaty took effect in July 2006, the Japan-South Korea Mutual Legal Assistance Treaty in January 2007, and the Japan-China Mutual Legal Assistance Treaty in November 2008. The National Police Agency continues to actively take part in negotiations on mutual legal assistance treaties and agreements with other countries, and concluded the Japan-Hong Kong Mutual Legal Assistance Agreement in May 2008 and the Japan-Russia Mutual Legal Assistance Treaty in May 2009.

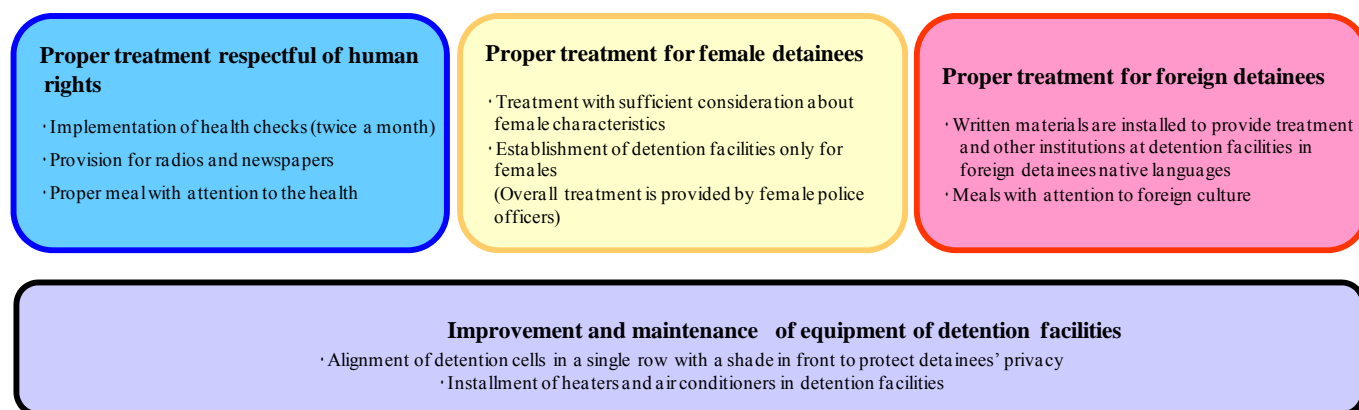
Section 11 Detention Facilities Management

(1) Detention Facilities Management

As on 1 April 2009, there were 1,253 detention facilities in Japan. Based on the laws concerning detention facilities and treatment of the detainees, etc., the police thoroughly distinguish detention duties from

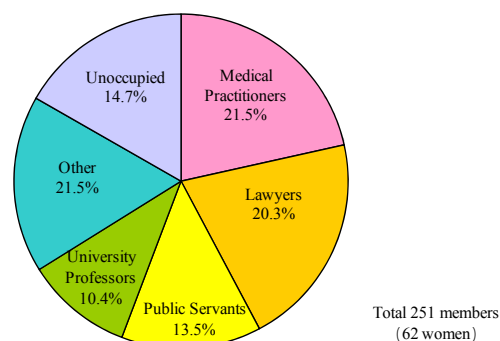
investigation duties, promoting improvement of the detainees' treatment so as not to infringe their human rights, and are thus ensuring proper management of detention duties.

Diagram 5-19 Proper Operation of Detention Management



In order to realize the uniform treatment of detainees, the National Police Agency conducts a planned tour of patrols at detention facilities of all prefectural police every year. Also, in order to enhance the transparency of the management of detention facilities, the Detention Facilities Inspection Committee (hereinafter referred to as the "Committee"), an institution comprising third parties from outside, was established at the Metropolitan Police Department and the Prefectural Police Headquarters (including the central area headquarters). Each committee consists of a maximum of 10 members, including lawyers and other legal experts, doctors and local residents. Each committee member visits detention facilities in person and interviews detainees to see the actual conditions at detention facilities. After these activities of each member, the Committee presents its opinions to the detention facilities supervisor (the chief of the police station, etc.). The Superintendent General of the Metropolitan Police Department and the Chiefs of the Prefectural Police Headquarters are required to publish the opinions of the Committees along with an outline of measures taken by police following the Committee opinions.

Diagram 5-20 Ratio of Detention Facility Inspection Committee by Occupation (as of 1 June 2009)



(2) Number of Detainees Held

During 2008, a total of approximately 4.36 million persons were detained by the police (an average of 11,900 persons per day), a decline of approximately 270,000 persons (5.8%) from the previous year.

Table 5-6 Trends in the Total Number of Detainees (1999-2008)

Category \ Year	11	12	13	14	15	16	17	18	19	20
Total Number of Detainees	3,650,765	4,028,551	4,442,951	4,851,662	5,273,923	5,441,386	5,474,834	5,184,595	4,632,792	4,362,059
Index	100.0	110.3	121.7	132.9	144.5	149.0	150.0	142.0	126.9	119.5
Total Number of Foreign Detainees	524,657	553,259	693,913	760,576	898,293	930,532	855,320	695,493	523,671	427,919
Index	100.0	105.5	132.3	145.0	171.2	177.4	163.0	132.6	99.8	81.6
Total Number of Female Detainees	333,230	375,970	422,156	470,096	513,223	547,513	585,594	564,684	514,853	469,835
Index	100.0	112.8	126.7	141.1	154.0	164.3	175.7	169.5	154.5	141.0
Total Number of Juvenile Detainees	187,976	210,224	236,785	244,781	256,633	232,609	212,546	187,946	169,718	165,725
Index	100.0	111.8	126.0	130.2	136.5	123.7	113.1	100.0	90.3	88.2

Note: A value of 100 was set for 1998 for the index

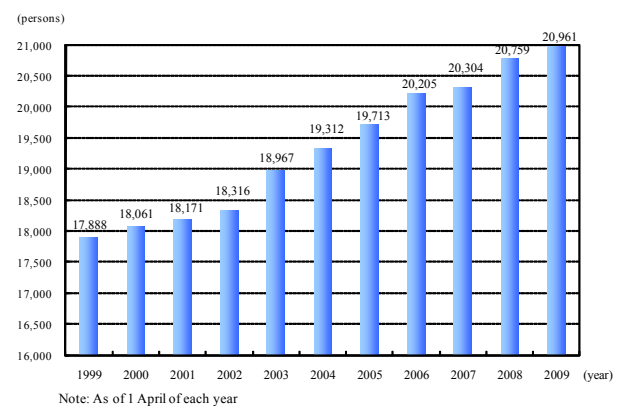
The police are working to ensure sufficient reception capacity by creating detention facilities of sufficient scale when constructing and renovating police stations, as well as promoting the transfer of the police facilities such as detention facilities.

As a result reception capacity is on the rise, leading to the decline of the detention rate¹. However, excessive reception in detention facilities² in some part of regions centering around big cities is still being seen. Based on this situation, the police will continuously promoting these efforts.

Note 1: The ratio of the number of detainees against the capacity of detention facilities (reception standard capacity) was 62.2% on a national average as of May 20, 2009.

2: Since there is a constraint that juveniles and adults, and men and women can't be taken in together, the holding capacity usually approaches a critical limit when the inmate capacity reaches 70% to 80%.

Diagram 5-21 Trends in the Reception Standard Capacity (1999-2009)



Section 12. Think Tank Activities

(1) Activities of the Police Policy Research Center

The Police Policy Research Center in the National Police Academy advances research and studies related to issues confronting the police, and serves as a window for exchange between the police and researchers and other experts from both Japan and overseas.

1) Holding of Forums

The center holds various forums with the theme of measures against organized crimes in cooperation with foundations and other organizations with the participation researchers and business persons from both Japan and overseas.

Table 5-7 Situation of Holding Police Reform Forum

Month held	Forum Name	Keynote Speaker
January	Prevention of crimes in cooperation with relevant organizations centering around juvenile delinquency	British university professors
March	Securing coexistence and public safety with foreigners	German university professors
	Bridge between Freedom & Safety/Theory & Practice	University professors
September	Measures against Sexual Crimes in the future	Korean university professors
November	On Participative preventive measures against crimes	French government executive officers

2) Promotion of Joint Research with University-related Parties

It is promoting joint researches with academies and researchers. A joint research is recently being conducted with Keio Law School regarding the terrorism countermeasure legislations of each country and a joint research with Waseda Institute of the Policy of Social Safety regarding juvenile crimes/prevention of damages and crimes conducted by foreign nationals.

3) Lectures Held at Universities and Graduate Schools

In order to develop and diffuse the study of police policies, special lectures are being held along with dispatching personnel as lecturers to universities and graduate schools including School of International Public Policy, Hitotsubashi University, Graduate School of Law, Waseda University, Chuo Law School and Tokyo Metropolitan University the Faculty of Urban Arts (Tokyo Metropolitan University the Faculty of Law). The Center also compiled a book (police policy) as a textbook for the students.

4) International Academic Exchanges on Police

Based on an agreements stipulating implementing joint activities such as exchanges of researchers, research, holding of lectures were closed Police Science Institute Korea National Police University with the Institute National Hautes Etudes De Securite (INHES), etc. As such the Center implements international academic exchanges on police.

The Police Policy Research Center is positively participating into the international academic conferences related to the police, for the purpose of carrying out transmission of information of Japanese police.

(2) Activities of the Police Info-Communications Research Center

The Police Info-Communications Research Center in the National Police Academy study info-communications technology is doing research on communication technologies related to police activities, such as technology related to info-communications systems and encryption. The results of this research are applied in the improvement of info-communications systems and measures against criminal misuse of info-communications technology.

(3) Research by the National Research Institute of Police Science

At the National Research Institute of Police Science, researchers having expertise and technical knowledge of biology, medical science and psychology are doing research and development in the area of forensic science, crime prevention, and traffic accident prevention. Moreover, it gives expert opinion and conducts inspection into the cases or incidents in response to the requests from each Prefectural Police.

