

# 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

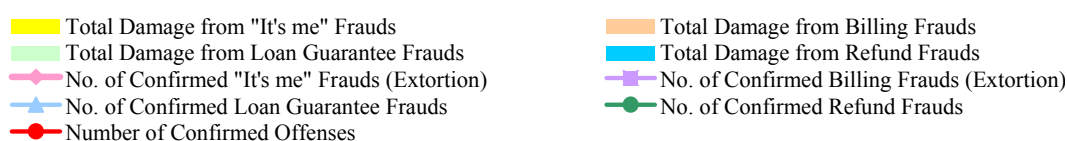
Fraud using a computer (first confirmed in June 2006) where someone pretending to be an official from a social insurance office contacts you to complete necessary procedures to receive a refund for medical expenses, etc., directing you to an automated teller machine (ATM) to make money transfer from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

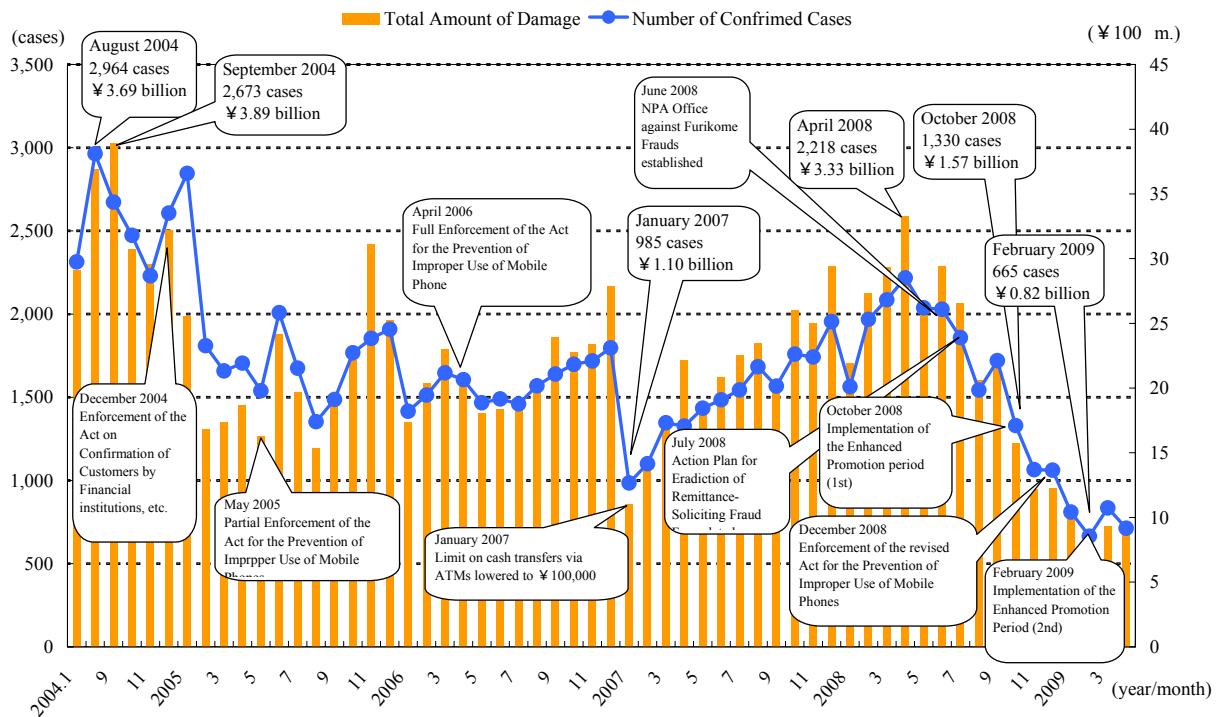
In 2008, the number of confirmed cases and the total amount of damage turned higher to about 20,500 and ¥27.6 billion, respectively, both the second highest after 2004, with the situation still remaining serious. By type of fraud, the largest amount of damage came from "It's me" frauds (extortion), followed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

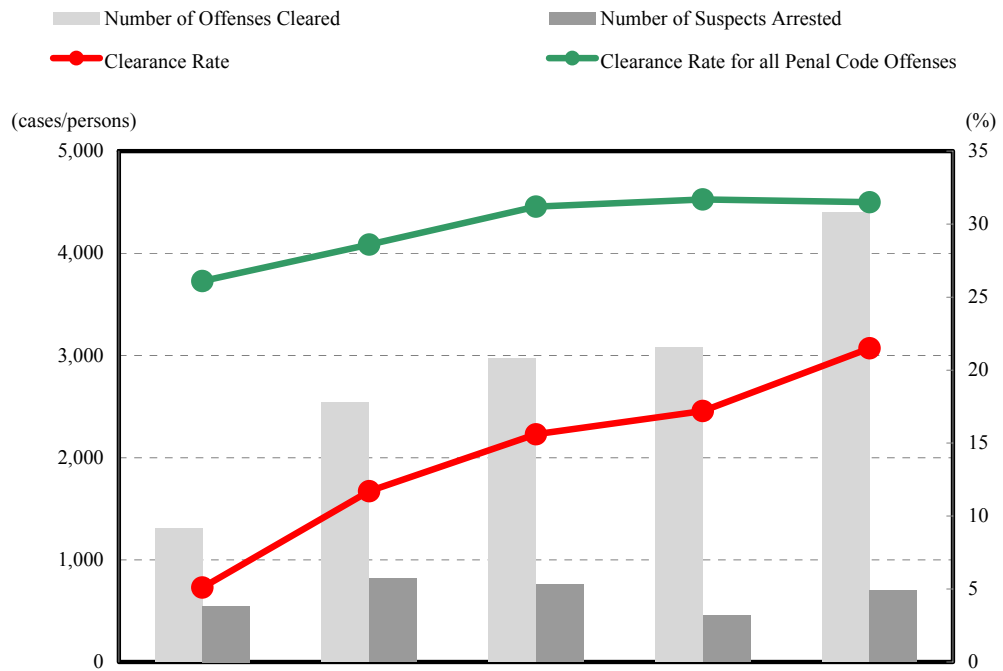


**b. Status of offenses cleared**

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)<sup>1</sup>, and those who procure crime-perpetrating tools<sup>2</sup>. 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

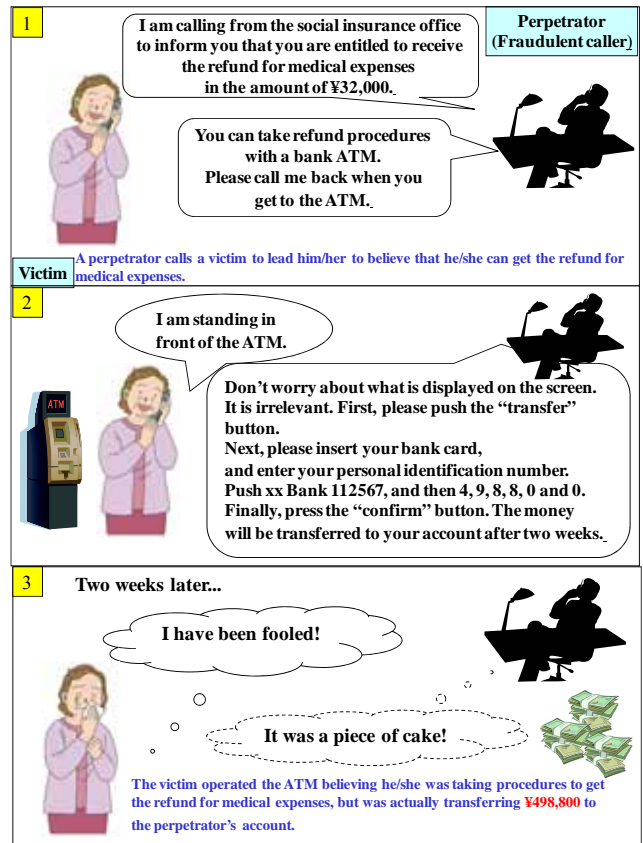
In cheating upset victims out of money in *Furikome* frauds (extortion), sophisticated and diverse pretexts are employed to have them believe that people close to them are in a bind and need money urgently. These pretexts for money go through a transition. In 2004, compensation for out-of-court settlements 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 EXPACK<sup>1</sup> 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

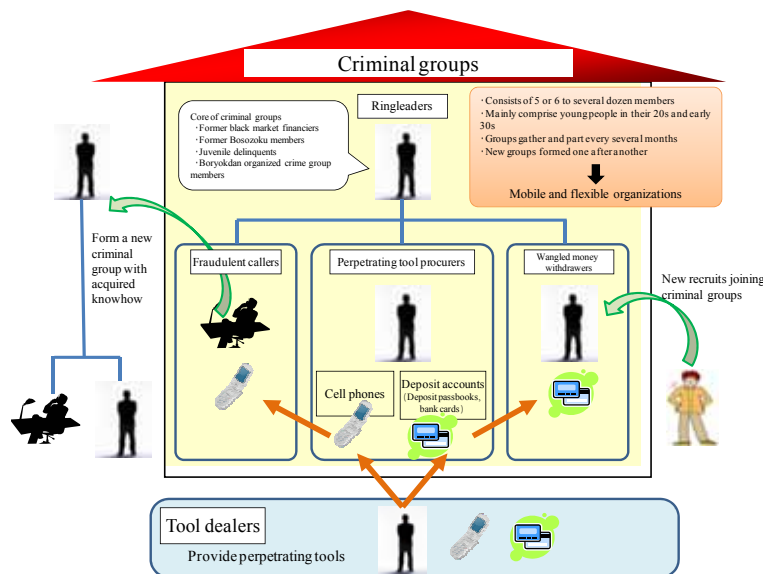
Criminal groups committing *Furikome* frauds (extortion) are crime organizations for which former black-market financiers, former motorcycle gang (*Bosozoku*) members, juvenile delinquents, "*Boryokudan*" organized crime group members form the core with the clear division of roles for those who make 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 dealers<sup>1</sup>.

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 large<sup>1</sup>, 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 clearances<sup>1</sup> of offenses involving specified commercial transactions<sup>2</sup> 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
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 sales<sup>1</sup>

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-off<sup>2</sup> 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”<sup>1</sup> gold bullion trading and overseas commodity futures options trading<sup>2</sup> 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 offenses<sup>1</sup> 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

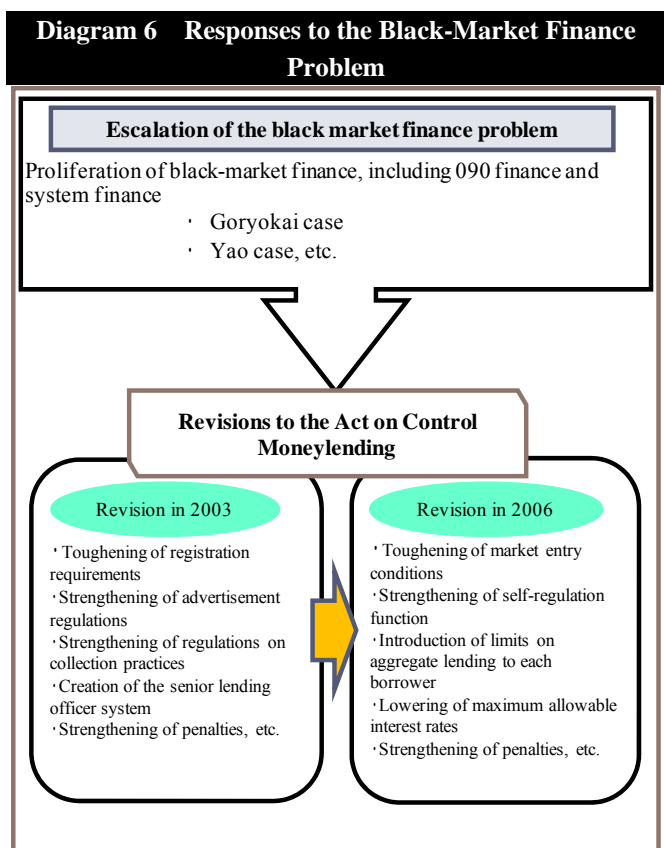
#### 1) Transition of the black-market finance problems and law revisions

The black-market finance problem came to be recognized as a serious social issue around 2002, and the Goryokai case<sup>1</sup> and the Yao case<sup>2</sup> 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 offenses<sup>3</sup> 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

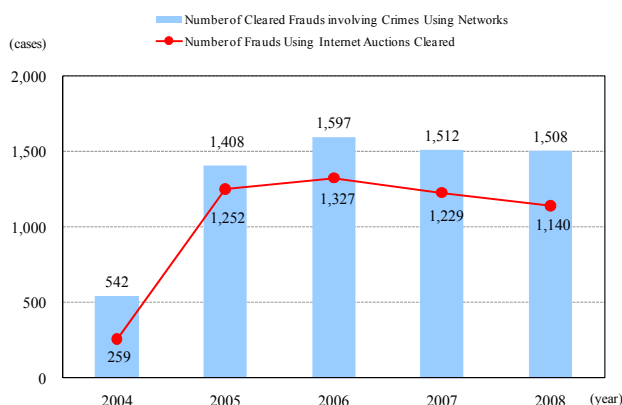
#### (4) Current Status of Internet-Based Frauds

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 phishing<sup>1</sup> and spyware<sup>2</sup>.

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 networks<sup>3</sup>. 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		16		17		18		19		20	
	Cases/Persons		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

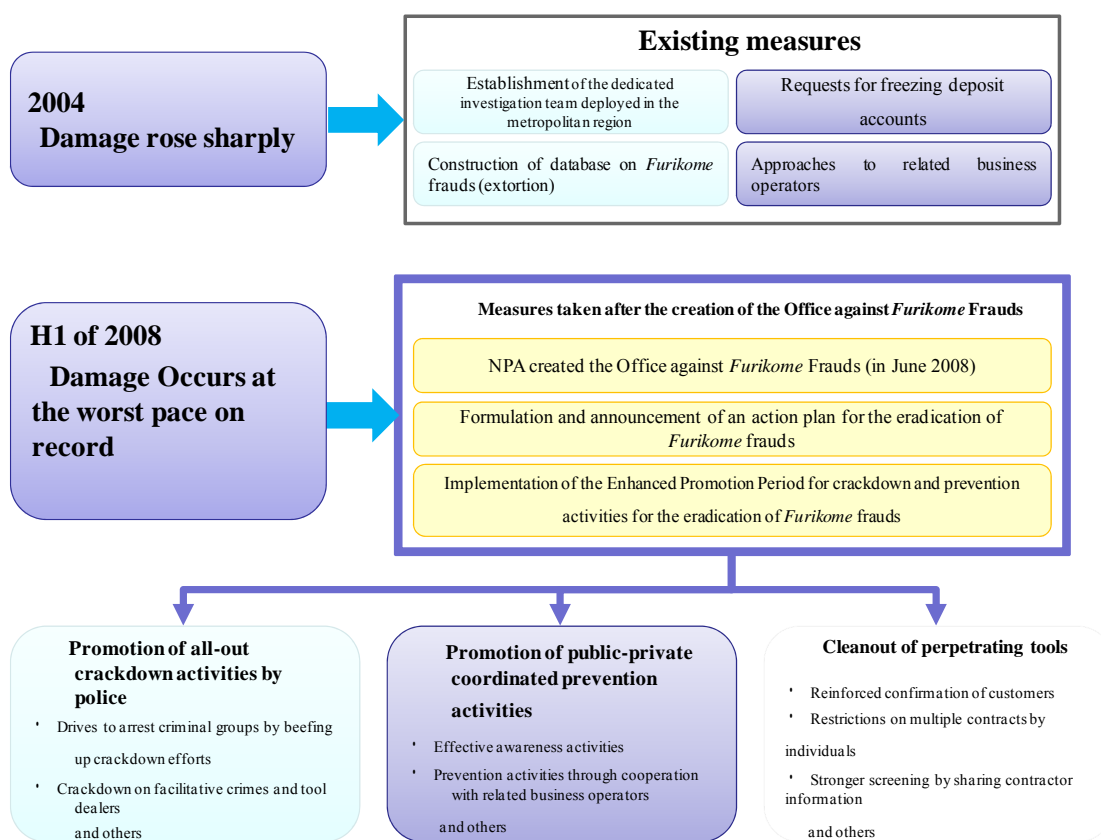
### 1. Measures to cope with crimes that threaten citizens' property in everyday life

#### (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

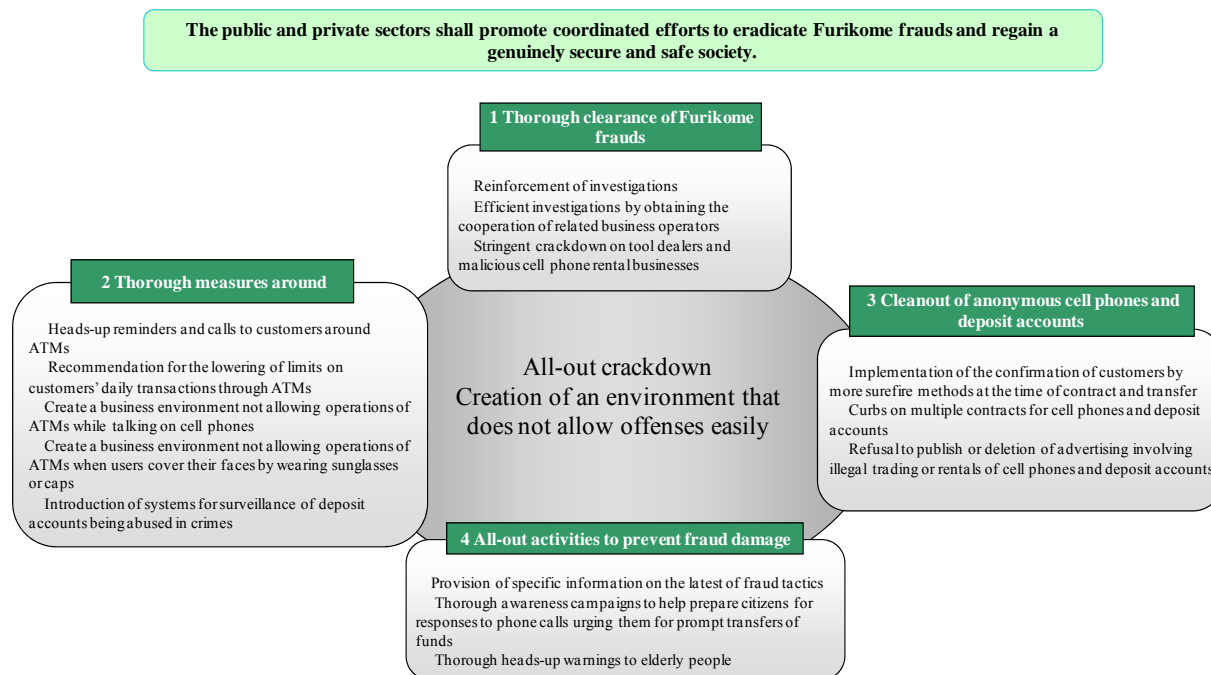
After *Furikome* frauds (extortion) caused damage at the worst pace on record during the first half of 2008, the National Police Agency decided to step up agency-wide efforts to cope with *Furikome* frauds by establishing the Office against *Furikome* Frauds, headed by the Deputy Commissioner General, 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**

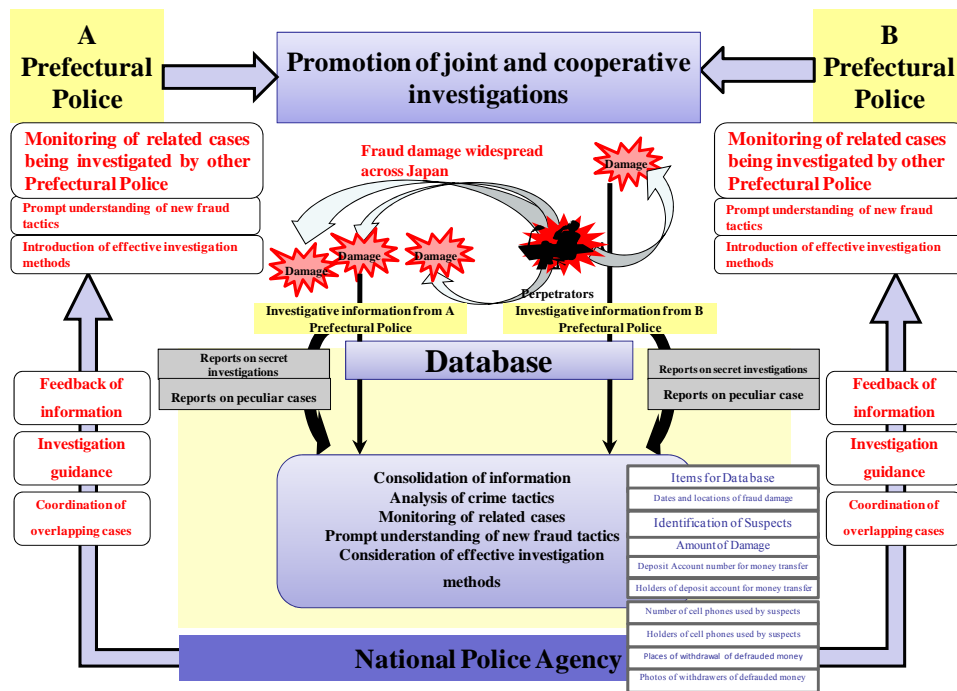
Prefectural Police are boosting their investigations by creating organizations dedicated to investigations into *Furikome* frauds, securing enough manpower and building up cross-divisional centralized crackdown systems.

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 members<sup>1</sup> 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 Measurers 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

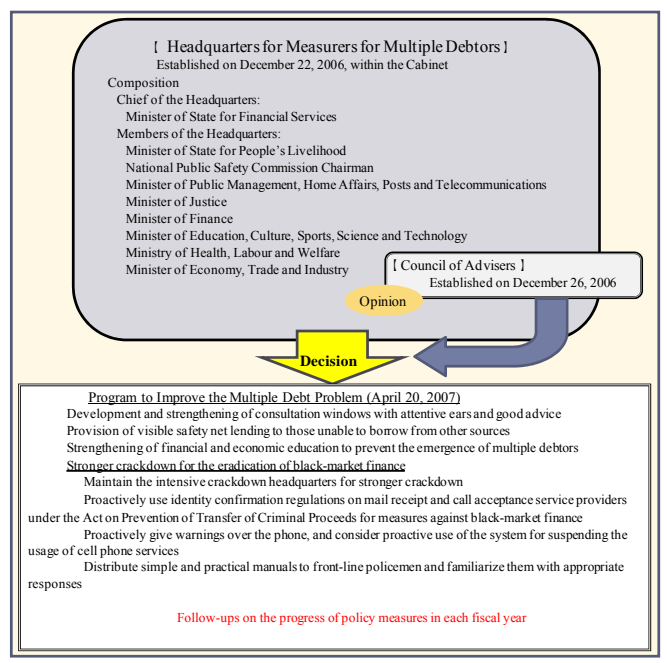
Police are taking steps to familiarize front-line policemen with the appropriate handling of black-market finance offenses by distributing easy-to-understand manuals. In offering counseling, police are listening sincerely to what people who come forward for consultation have to say while fully respecting 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 passwords<sup>1</sup>.

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 institutions<sup>1</sup> 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 institutions<sup>2</sup> 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 Council<sup>3</sup>

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 consciousness<sup>1</sup>. 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"<sup>1</sup> 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.<sup>1</sup> 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.<sup>2</sup>

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**

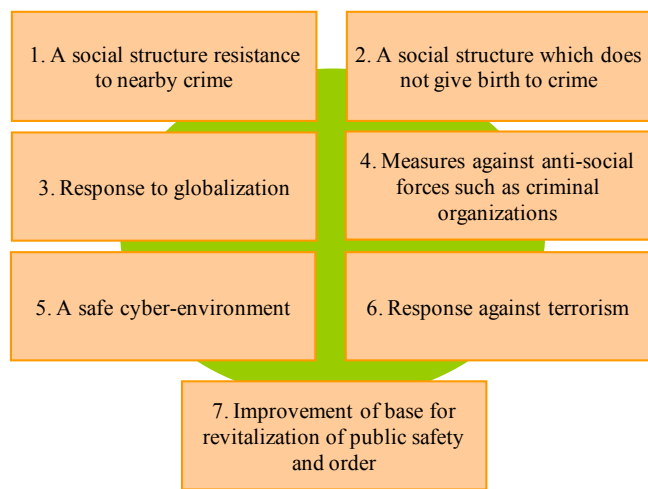
The “Three Viewpoints for the Restoration of Public Safety” established in 2003 are thought to be vital for the further promotion of initiatives to restore public safety through the new action plan, and so have been upheld as anti-crime measures able to effectively respond to the changing nature of society. 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.<sup>1</sup>

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.

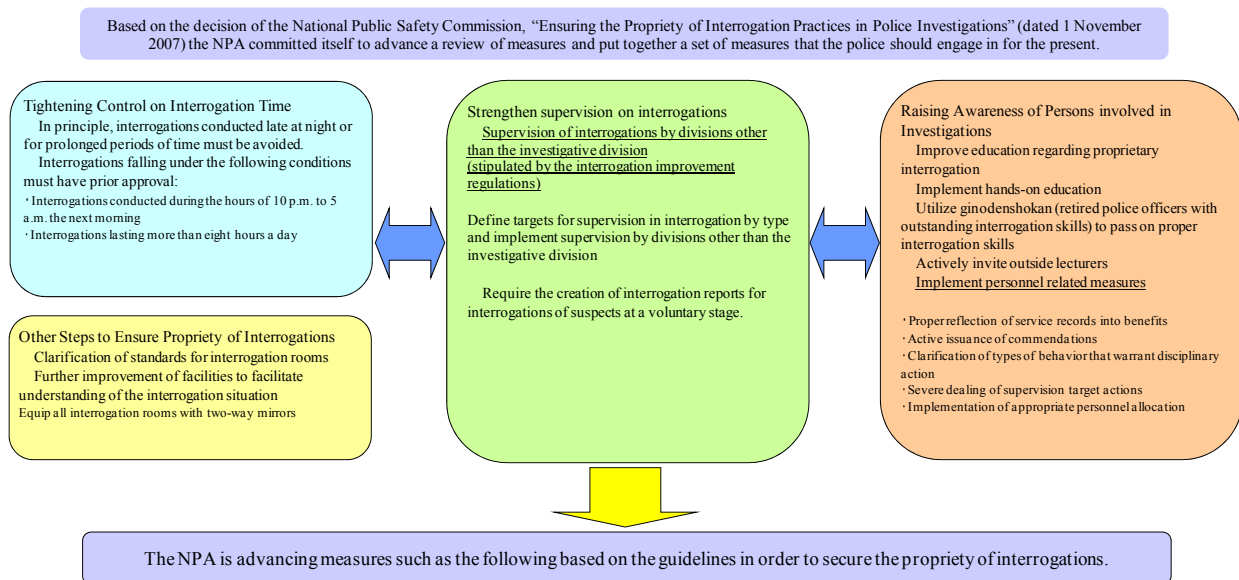
Under the trial-by-jury system, the results of investigation fall directly under the eyes of the people. Accordingly, from the perspective of making a contribution to the formation of impressions by jurors, many are calling for the police to discuss the establishment of an even more appropriate system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



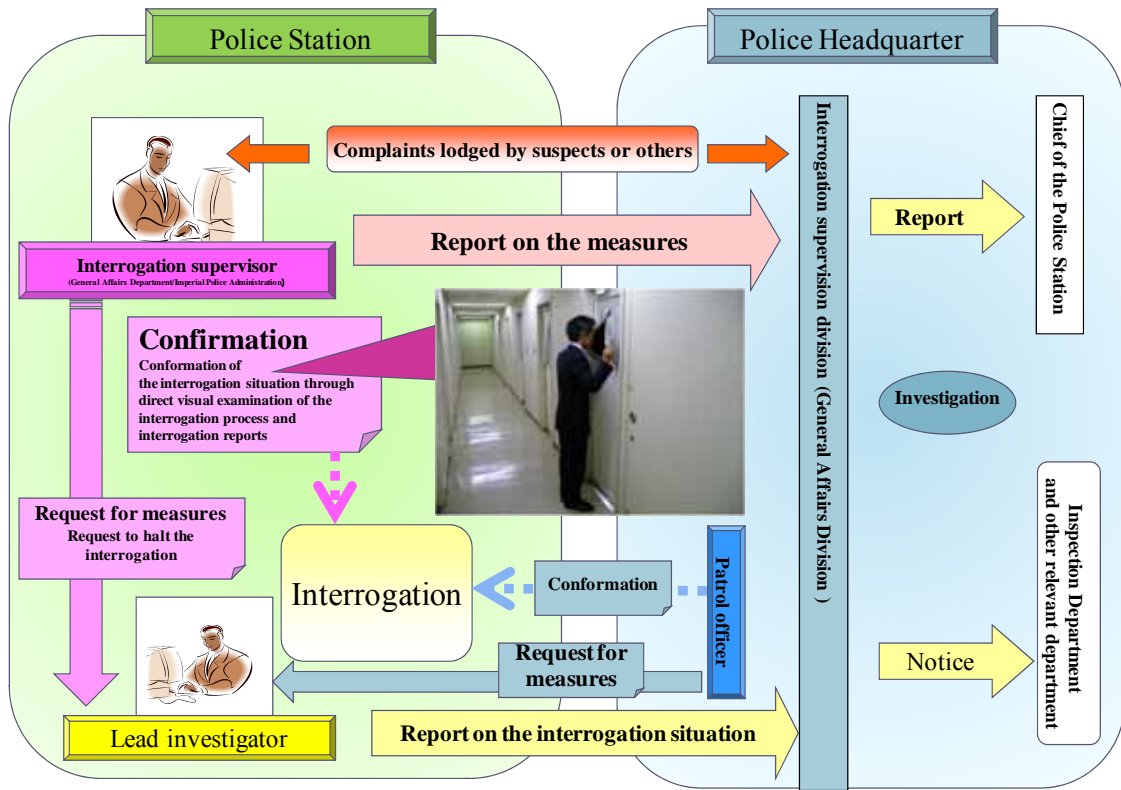
The biggest objective of the guidelines is the strengthening of supervision for interrogations. In other words, supervision by other departments aside from the one carrying out an interrogation. In April 2009, regulations regarding supervision to improve the interrogation of suspects (hereafter “interrogation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

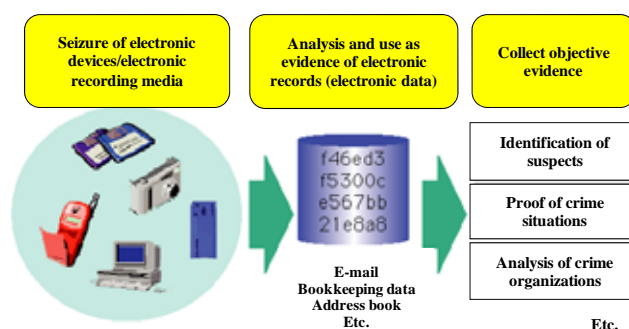
### (1) The importance of digital forensics

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

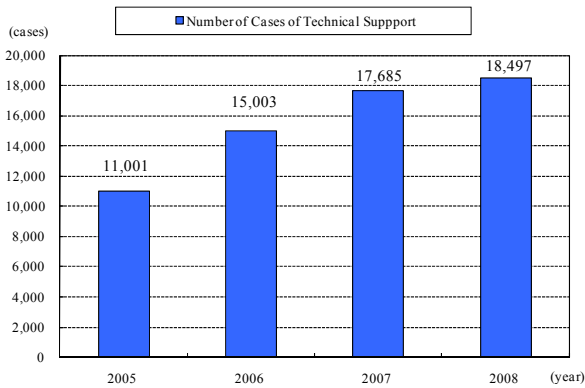
#### 1) The improvement of infrastructure

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 Center<sup>1</sup> 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.<sup>2</sup>

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 disasters<sup>1</sup> 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)<sup>2</sup>, teams which possess extremely high disaster relief capabilities, were established within the Interprefectural Emergency Rescue Units of 12 prefectural police organizations.<sup>3</sup>

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 unit<sup>1</sup> 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.