

Guidelines of Police Policy in Japan

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. Outline of Police Reform

In response to “Urgent Propositions on Police Reform”

August, 2000

National Public Safety Commission
and National Police Agency

Since last year, several police scandals have occurred one after another, and public trust in the police has been significantly damaged.

In response to this situation, The Police Reform Council was set up at the request of The National Public Safety Commission. The Council has thus held eleven meetings since late March, and submitted its report, “Urgent Propositions on Police Reform” to the Commission on July 13th of this year.

Maintaining safety through law and order is the very basis for a nation's existence, and for the development of society. The police are responsible for preserving said conditions. It is imperative that we follow through on its reform in order to regain the trust of the people.

We at The National Public Safety Commission and The National Police Agency treat these "Urgent Propositions" with dire seriousness. We have given due consideration to the harsh criticisms lodged by the public and we have drawn lessons from them.

This Outline of Police Reform is a roadmap of steps that should now be taken by the police. We endeavor to realize these changes. We will continue our efforts on police reform to foster a new climate of public safety.

1. Improving the transparency of the police administration and strengthening its internal checks and balances

- (1) Promotion of information disclosure
 - Disclosure of instructions and notifications that indicate official policy
 - Clarification of the criteria for the release of disciplinary cases
 - Guidance on information disclosure by Prefectural police
- (2) Proper handling of complaints regarding police conduct
 - Creation of a system for written complaint submissions
 - The development of a complaint handling system
- (3) Execution of strict inspections within the police force

- Improvement of inspection systems at the National Police Agency, Regional Police Bureaus, and Prefectural Police Departments (the National Police Agency—increase of inspectors; Regional Police Bureaus—establishment of General Affairs Inspection Department; and Prefectural Police Departments—upgrading of Chief Inspection Officers).
 - Stepping up inspections on Prefectural Police Departments by The National Police Agency and Regional Police Bureaus
- (4) Enhancement and revitalization of the management functions of the Public Safety Commission
- Strengthening of processes that monitor inspections conducted by the police (concrete and specific instructions on the individual's rights, committee members in charge of inspection, inspection investigator, etc.)
 - Establishment of a support system (establishment of The National Public Safety Commission Member Assistant Office, etc.)
 - Clarification of the idea of “management”
 - Limitations on the terms of Public Safety Commission members

2. Establishment of “police for the people”

- (1) Grasping peoples' desires and opinions, and responding sincerely
- Enhancement of the Police Safety Consultation (name tentative) - strengthening of systems such as the allocation of ex-policemen, the implementation of training in consultation work, and strengthened cooperation with related organizations, etc.
 - Improved responses to charges and accusations
 - Clarification of responsibility in carrying out one’s duty (window staff - using one's name plate; uniformed policemen - wearing one's identification badge; fundamental changes to the format of police handbooks, etc.)
 - Establishment of a Police Station Council
- (2) A strengthening of police activities that alleviate peoples' everyday anxieties
- Elimination of vacant police boxes, revaluation of residential police boxes, and beefed-up area patrols
 - Campaigns aimed at making towns crime-free and accident-free.
 - Improved response to growing problems such as stalking and child abuse, and firmer measures against juvenile crimes

- Strengthening of measures against violent intervention into civil affairs
- (3) Promotion of improved measures for victims of crime
 - Expansion of the benefit system for victims of crime
 - Promotion of more specific and better detailed support for victims
 - (4) Review of internal performance evaluations
 - Proper evaluation of consultations, measures for victims, protection, and other services

3. A police organization that responds to today's issues

- (1) Confrontation with *boryokudan* crimes and other types of organized crime
 - Strengthening of measures against firearms, drugs, smuggling and money laundering
 - Construction of an organization focused on more powerful law enforcement
 - Enhancement of training to improve professional technical abilities
 - Construction of a framework for stronger international cooperation
 - Promotion of joint action by establishing a coordination system among related organizations in Japan and abroad
- (2) Fundamental strengthening of measures against high-tech crimes, such as cyber-fraud.
 - Reorganization of the police information communications organization, starting with establishment of special cyber-crime task forces within The National Police Agency and Regional Police Bureaus
 - Preparation and strengthening of monitoring and emergency response systems
- (3) Improved response to inter-prefectural crimes
 - Creation of an Inter-prefectural Coordination Department at the Regional Police Bureau (following the demolition of the Public Safety Department)
 - Development of a system to expedite inter-prefectural investigations
- (4) Securing safer and more comfortable traffic flow
 - Promotion of IT- and barrier-free roads
 - Stronger measures against increasingly vicious and violent motorcycle gangs
 - Lessening of the public's burden through the simplification of procedures

4. Strengthening the human resources at the core of our police forces

- (1) Fostering powerful law enforcement abilities and continued self improvement
 - Enriching education (longer periods of education at promotion; the eradication of misconceptions about “no intervention in personal affairs”)
 - Review of personnel management of Category I employees
 - Review of the standard and practices of assistant inspectors who are the core of job execution
 - Securing and fully utilizing top-notch and diverse human resources
 - Active recruitment of female police officers
- (2) Analysis of existing services and planned increase of local police officers
 - Review of allocation and operation of personnel by thorough analysis and review
 - Pursuit of efficiency (fundamental review of work processing methods by IT, analysis of investigation document preparation, and other ways to reduce bottlenecks)
 - Increased local deployment of officers to strengthen police presence in neighborhoods
- (3) Organization management that builds morale and momentum
 - Better payment to police personnel who work under severe conditions
 - Enhancing the award and recognition system
 - Promotion and salary based on ability and achievement

Summary of items to be incorporated into partial revision to the Police Law

1. Proper handling of complaints

Prefecture Public Safety Commissions shall be obligated to answer in writing when a written complaint is filed regarding police conduct.

2. Establishment of a Police Station Council

A new provision to allow the establishment of a Police Station Council, in which the superintendent would address the concerns of local residents.

3. Strengthening and revitalization of the Public Safety Commission

(1) Strengthening of the inspection and monitoring functions of the Public Safety Commission

- a. Specific and individual indications of inspections by the Public Safety Commission
- b. Vigorous monitoring of ongoing inspection status by a designated member in charge of inspections
- c. A new system in which inspection investigators support the desk work pertaining to item b. above, as per the authority of the member in charge of the inspection

(2) Chiefs of Police must report any and all reasons for all disciplinary actions to the Prefectural Public Safety Commission

(3) Limitations are to be placed on the terms of Public Safety Commission members

4. Other necessary revisions

(1) Drafting of provisions on police operations on issues concerning national public safety

(2) Other

. Program of Emergency Measures for Public Safety

August 26, 2003

National Police Agency Deputy Commissioner General

Introduction

The number of penal code offenses reported to the police was 2,853,739 in 2002, which means that, since 1996, the number of yearly penal code offenses has been steadily increasing, breaking the previous year's postwar record. On the other hand, the clearance rate was the lowest ever.

Citizens are feeling considerable anxiety in everyday life, because of the sharp increase in the number of street crimes and break-in offenses; juvenile crimes, which account for 40% of criminals; an increase in the number of atrocious crimes, and organized crimes committed by foreigners and crime groups. These trends have also influenced Japan's society and economy.

With the globalization of society and the development of IT, Japan is facing new menaces, such as international terrorism, the North Korea problem, cybercrime, and cyberterrorism. In addition, it is necessary to develop comprehensive measures to protect people from tragic traffic accidents.

On the other hand, police officers, who are at the front line, shoulder a heavy burden due to the steady increase in the number of crimes, "precise criminal justice," and increasing demand for advice and counseling. It has become necessary to make police duties more effective for crime prevention and control, and to promote cooperation with communities and local governments.

Nominating this year as the "first year of the restoration of public safety," the police have been pursuing three ultimate goals: "revival of Japan's excellent safety," "control of new menaces (strengthening of measures against organized crime and cybercrime, and prevention of terrorism)," and "continuous reform of the police." Considering the public's anxiety, it has been necessary for the Japanese police to actively counter this dramatic increase in crime. To do so, the National Police Agency has constructed this program, prioritizing emergency measures for public safety.

The police will complete the measures prescribed in this program within about three years, seeking to establish a safe society in which people can live in peace.

Aiming to establish “police for the people,” in promoting security measures, “continuous reform of the police” is essential. Pursuing the “Principles of Police Reform,” based on the “Urgent Proposals for Intensive Reform of the Police,” which was presented in July 2000, the police will promote information disclosure, strict supervision, reflection of people’s opinions in police administration, and dealing with complaints appropriately.

1. Comprehensive Measures for Crime Prevention

The increase in the number of penal code offenses is due to a rise in the number of street crimes (such as purse snatching), break-in offenses (such as break-in burglary), juvenile crimes, and atrocious crimes. As these crimes have been occurring in familiar places, citizens' anxiety has increased.

As a countermeasure, it is necessary to strengthen investigation and develop measures for crime prevention.

(1) Comprehensive measures for preventing street crimes and break-in offenses

To stop the increase in the number of street crimes and break-in offenses, and finally reduce the number, the police are enforcing "comprehensive measures for preventing street crimes and break-in offenses." It is also necessary to reconstruct police activities with a view toward crime prevention, and to enforce effective and efficient measures for securing public safety. In addition, it is necessary to strengthen society's ability to prevent crimes (that is, creation of a "crime-resistant society"), cooperating with communities, local governments, and relevant agencies that are working to create safe communities and fight against crime.

Therefore, the police will enforce the following measures:

- a) Analysis of the crime situation, and supply of information for crime prevention to the public
 - Establish a "crime prevention office (tentative name)" in the National Police Agency.
 - Analyze the crime situation by the use of geographical information, and supply crime information to the public through websites.
- b) Strengthening of the functions of police boxes
 - Increase and relocate police officers stationed at a police box, to solve the problem of "empty police boxes," which involves police officers almost always being absent.
 - In addition, allocate police box counselors and radio-equipped patrol cars, to provide more support to police boxes.
- c) Reinforcement of community police officers' street activities
 - Increase the police activities in hot spots at times when crimes frequently occur.
 - Promote crime control activities on the streets, including questioning, by community police officers.
 - Along with these activities, the police will actively provide guidance and investigation on violations of the Petty Offense Law and local ordinances.

- In addition, the newly established “Law for Prohibition of Possession of Special Tools for Opening Locks” should be enforced properly and effectively, to control crime.
- d) Installation of “super street lamps” for “Building Safe and Secure Communities”
- Install street emergency call systems (super security lights for crime prevention) and emergency call systems for children, especially in the spots for street crimes, to heighten the public sense of security.
 - In addition, promote the diffusion of crime-resistant devices for buildings.
- e) Cooperation with local governments and volunteers
- Improve cooperation with local public bodies.
 - In addition, to promote voluntary activities for crime prevention, the police will work to establish a network with volunteers and qualified businesspeople in the mechanics of crime-resistant building parts.
- f) Promotion and use of security guard business
- The “crime prevention office” will positively regard the security guard business, which supplements people’s voluntary activities for crime prevention, as part of police crime prevention operation.
 - Improve the technical knowledge and abilities of private security guards according to their respective types of services, by using examination and education systems.
 - In addition, promote security guard patrol for crime prevention based on the special fund for urgent creation of local employment.

(2) Countermeasures against aggravating juvenile crimes

In 2002, approximately 40% of penal code offenders, and 70% of those who committed street crimes, were juveniles. In particular, because motorcycle gangs and other delinquent groups commit various crimes, including street crimes, it is necessary to strengthen measures for disbanding these groups and giving guidance to the members.

On the other hand, to control increasing felonious juvenile crimes, there is a need for immediate examination on how to make juvenile crime investigations efficient, prompt, and proper.

Therefore, the National Police Agency will establish a task force for comprehensive examination of measures for preventing juvenile delinquency, including measures against delinquent groups, to promote the following measures:

- a) Countermeasures against delinquent groups
- Police departments for community safety, criminal investigation, and traffic control will unite their efforts not only to strengthen the control of delinquents and the organized crime groups behind them, but also to improve cooperation with relevant

agencies and volunteers to prevent juveniles from joining delinquent groups, and to support members who leave the groups and rehabilitate themselves.

- This will lead to the dissolution of delinquent groups.
- b) Promotion of juvenile support teams in cooperation with related agencies
- To support rehabilitating delinquent juveniles, it is encouraged to establish juvenile support teams, in cooperation with schools, child counseling centers, probation offices, and volunteers.
 - A juvenile support team is recommended to be composed of people who have technical knowledge and practical experience in related fields.
- c) Control of dating websites
- Prevent juveniles from suffering crimes through dating websites, and increase juveniles' awareness of social norms by enforcing the newly established "Law for Regulations on Sexual Induction to Children by the Use of Dating Websites."
- d) Joint research on juvenile problems
- The government offices concerned will establish a joint research team to promote information sharing among the police, schools, and child consultation centers.
 - This team will study various measures against delinquency, as well as the development of a system for the supply of information to the community.
- e) Examination for efficient juvenile crime investigation
- Examine measures for improving the efficiency of investigation of increasing juvenile crimes, including simplification of investigation documents, in cooperation with related agencies.

(3) Strengthening of investigation of major crimes

The number of major index crimes (murder, robbery, arson, rape, abduction, and indecent assault) reported to police has doubled this decade, resulting in growing anxiety among citizens. On the other hand, investigation of crime has become more difficult, because some criminals tend to move from place to place very fast. Another point of concern is the sharp increase in the number of victims of illegal loans, creating a serious social problem. Investigation of infringements of intellectual property rights is also an urgent issue.

To apprehend those who commit these crimes and dispel people's anxiety, the police will enforce the following measures:

- a) Establishment of an automatic vehicle license plate reading system

- Establish an automatic vehicle license plate reading system, to apprehend atrocious criminals, who tend to move from place to place very fast.
 - Because criminals frequently use stolen or forged license plates, the police will demand that relevant agencies provide effective measures to prevent license plate theft and forgery.
- b) Wide-area dispatch of high-level investigation units
- In hostage cases, the National Police Agency orders the Metropolitan Police Department and the Osaka Prefectural Police to dispatch special investigation units to the relevant prefectural police, to deal with a case together.
 - The National Police Agency will promptly establish new investigation methods using science and technology to immediately arrest perpetrators of heinous crimes, such as random murder on the street, which make people considerably uneasy.
- c) Introduction and promotion of advanced DNA code identification
- Encourage prefectural police all over Japan to use equipment for advanced DNA code identification.
- d) Introduction of profiling (criminal identification method)
- To combat the increase and brutality of crimes, the police will introduce profiling methods based on statistical and geographical analyses.
- e) Strengthening of control of illegal loans
- Establish intensive control teams and promote strict control of illegal loans by enforcing the revised Loan Business Law and the revised Capital Subscription Law.
 - Strengthen measures against illegal distribution of products that infringe on intellectual property rights.

2. Measures against Organized Crimes and Foreigner-Perpetrated Crimes

One of the factors behind the worsening crime situation is the aggravation of crimes by organized groups, including those by foreigner groups and Japanese gangs, and those involving organized smuggling of guns and narcotics. It should be noted that crimes by foreigners have doubled and become more atrocious and organized in the last decade.

The police will enforce the following measures to break down criminal organizations which operate in close and intricate cooperation with one another.

- a) Collecting and sharing information on organized crimes and strategic coordination of investigation
- Establish an “Organized Crime Department (tentative name)” in the National Police Agency, integrating the divisions in charge of Japanese criminal organizations, crimes committed by foreigners, firearms, and narcotics. The Department will guide prefectural police in collecting information.

- The Department will have a “Criminal Organization Information Officer (tentative name),” who will promote collection, analysis and sharing of information. The Officer will also conduct strategic coordination of investigation based on information collected by the Department.
- b) Thorough pursuit of gang bosses’ responsibility
- Consider taking legislative action to thoroughly pursue gang bosses’ responsibility for their subordinates’ illegal acts and to better help victims recover damage from such acts.
- d) Consideration of new investigation methods.
- Study advanced investigation techniques and methods such as decoy investigation, controlled delivery and infiltration, in consideration, where necessary, of criminal laws and investigation practices in foreign countries; and
 - Consider feasible frameworks and investigations in which these techniques and methods can be applied or adopted.
- d) Promotion of cooperation with the Immigration Bureau and other authorities.
- In areas such as Kabukicho in Shinjuku where organized crime has established footholds and crimes perpetrated by foreigners are frequent, the police will cooperate with the Immigration Bureau and local government authorities in enforcing measures for intensive crackdown, seeking to destroy these footholds.
- e) Cooperation with the Ministry of Public Security of China
- Promote cooperation with China’s Ministry of Public Security in crime investigations including joint operations against international crime groups and joint investigation of suspects who committed crimes in Japan and returned to China, requesting the Chinese ministry to positively apply provisions of their national law concerning “crimes committed outside of China.”
- f) Introduction of the Advance Passenger Information System (APIS)
- Build a network interconnecting the police, the Immigration Bureau and the Customs to start the Advance Passenger Information System (APIS) within fiscal 2004, which will enable the relevant authorities to share information on passengers and use it for crime investigation.

Some of the cause for the worsening crime situation is the increasing number of crimes committed by organized groups, including crimes committed by foreigner groups; organized smuggling of guns and narcotics, and crimes by Japanese gangs. It should be noted that crimes committed by foreigners doubled in the last decade and have become more atrocious and organized.

The police will enforce the following measures to break down criminal organizations, which make close but hidden networks.

- a) Gathering and sharing information on organized crimes, and strategic coordination of investigation

- Establish the “Organized Crime Department (tentative name)” in the National Police Agency, integrating the divisions concerned in measures against Japanese criminal organizations, crimes committed by foreigners, firearms, and narcotics. The Department will guide prefectural police in collecting information.
 - The Department will have a “Criminal Organization Information Officer (tentative name),” who will promote gathering, analyzing, and sharing of information. In addition, the Officer will conduct strategic coordination of investigation based on information compiled by the Department.
- b) Pursuing gang bosses’ liability
- Establish a law necessary for pursuing gang bosses’ liability and helping victims of gang activities.
- c) Examination of new investigation methods
- Refer to foreign countries’ criminal laws and investigation practice, and study advanced investigation techniques and methods, including decoy investigation, controlled delivery, and undercover operation.
 - Examine feasible frameworks and operations adapting these techniques and methods.
- d) Promotion of cooperation with Immigration Bureaus and other authorities
- In areas where footholds for organized crimes and foreigner-perpetrated crimes exist, such as Kabuki-cho in Shinjuku, the police will cooperate with the Immigration Bureau and local governments in enforcing measures for intensive crackdown, seeking to destroy these footholds.
- e) Cooperation with Public Security Bureau of China
- Promote cooperation with China’s Public Security Bureau in crime investigations, including joint operations against international crime groups and investigation of suspects who committed crimes in Japan and were deported to China.
- e) Introduction of the Advance Passenger Information System (APIS)
- Start operation of the Advance Passenger Information System (APIS) within fiscal 2004, which system enables the police, the Immigration Bureau, and Customs to share information on passengers and use it for crime investigation, by establishing computer equipment and constructing a network among relevant authorities.

3. Countermeasures against terrorism and Counterintelligence

With the menace of international terrorism and NBC terrorism growing, there have been a

number of terrorist incidents in which Japanese nationals or national interests have been affected abroad. In addition, North Korea has committed terrorist activities and challenged Japan with abductions, intrusions of territorial water by suspicious ships and espionage operations.

(1) Strengthening of gathering and analysis of intelligence

To deal aptly with the growing transnational network of terrorism, espionage operations and illicit export of weapons of mass destruction and related materials, it is necessary to strengthen high-level and close exchange of intelligence in Japan and overseas, and to improve the police's ability to gather and analyze intelligence. Therefore, we will enforce the following measures:

- a) Establishment of high-level and close relationships with foreign security intelligence agencies
 - Establish the "Foreign Affairs and Intelligence Department (tentative name)," which will be in charge of counter international terrorism and counter intelligence in the National Police Agency.
 - The Department will construct high-level and close relationships with foreign security intelligence agencies, and establish conditions for exchanging intelligence with them overseas.
- b) Improvement of the police's ability to collect and analyze intelligence related to security
 - Strengthen the collection of intelligence related to terrorism in Japan.
 - Establish a section that promotes the use of visual information from a surveillance satellite in the National Police Agency.
 - Promote the employment and training of specialists in intelligence analysis to improve the police's ability to collect and analyze intelligence.
- c) Clarification of the role of the national government in gathering intelligence related to international terrorism
 - Consider clarifying the role of the National Police Agency in gathering intelligence related to international terrorism overseas.

(2) Establishment of a system for dealing with the occurrence of terrorism

If a serious terrorism attack occurs, the central government should promptly and aptly deal with it as its own responsibility. The government should also strengthen the system of dealing with cases in which Japanese nationals living overseas suffer from international

terrorism. To strengthen crisis management to deal aptly with such cases, we will promote the following measures:

- a) Clarification of the government's responsibility for security
 - Consider clarifying the National Police Agency's right of command of prefectural police in the event of a serious terrorist attack.
 - In addition, establish a section in charge of crisis management in the National Police Agency.

- b) Establishment of a "task force against international terrorism (tentative name)"
 - Establish a task force against international terrorism in the National Police Agency. The task force will consist of specialists in investigation, negotiation in hostage cases, criminal identification and analysis of explosive substances.
 - The task force will be dispatched immediately when terrorist incidents against Japanese nationals occur overseas.
 - In addition, establish facilities for training of a Special Assault Team (SAT), and equip the anti-firearms squad with special guns and vehicles.

- c) Research on the legal system of counterterrorism
 - Promote research concerning effective laws that conform to the current Japanese situation and legislation, and that can receive consent of the people.

4. Countermeasures for Cybercrime and Cyberterrorism

The number of arrests for cybercrime in 2002 was 1,039 – a threefold increase compared with three years previously. Because this type of crime easily crosses borders between prefectures and countries, it is necessary for the central Government to coordinate prefectural police's crime prevention and investigations. In addition, it is necessary to promptly establish a system for supporting implementation of the "Convention on Cybercrime," which Japan signed in 2001.

Computer viruses, cyber attacks, and cyberterrorism also have caused serious damage in Japan and overseas.

To deal with these new wide-area or international menaces, the police will enforce the following measures:

- a) Coordination of prefectural police's investigations of cybercrimes
 - Establish the "Cybercrime Division (tentative name)" in the National Police Agency, to coordinate prefectural police's investigations of cybercrimes, facilitate their joint investigation, and prevent crimes in cyberspace.

- Examine a necessary legal framework for supporting the National Police Agency's authorities against cybercrime and cyberterrorism.
- b) Strengthening of cooperation with foreign agencies
- To establish a system of cooperating with foreign agencies, the Cybercrime Division will be appointed as a liaison office, as provided in Article 35 of the "Convention on Cybercrime."
- c) Strengthening of measures against cyberterrorism
- Strengthen the collection and analysis of information on cyberterrorism, enrich the training of personnel, and strengthen cooperation with important utility services.

5. Comprehensive Measures for Preventing Traffic Accidents toward the Government's New Goal

To fulfill the basic mission of protecting the people's lives and bodies from miserable traffic accidents, the Japanese Government has set up its new goal of "halving the number of deaths by traffic accidents in the next decade, to make Japan the safest country in the world in terms of road traffic." To pursue the new goal, the Government will promote comprehensive measures for preventing traffic accidents, centering on the following measures:

- a) Establishment of a new legal framework against illegal parking
- Establish new laws for fair, efficient, and effective measures against illegal parking, such as expansion of the responsibility of users of illegally parked cars, and promotion of outsourcing of control to the private sector.
- b) Strengthening the control over malicious, dangerous, or harassing driving
- Consider revising the Road Traffic Law to crack down aptly on reckless, dangerous, or annoying driving.
- c) Establishment of traffic safety facilities to attain the target outcome
- To attain the target outcome specified in the priority infrastructure development plan, the police will create "safety walk areas," promote the use of IT for road traffic, and make road traffic barrier-free.

6. Establishment of Security Infrastructure

To carry out the above-mentioned measures, it is essential to establish various kinds of infrastructure, such as human resources, facilities, and operational frameworks.

- (1) Development of human resources

With the number of crimes increasing, the people's anxiety about security is growing, and an increasing number of people demand strengthening of patrol and investigation.

Given that the Conference on Police Reform also suggested that the number of prefectural police officers should be increased, it is necessary to develop human resources by the following measures:

- a) Increase in the number of prefectural police officers
 - Increase the number of prefectural police officers by about 10,000 in the next three years, to fight against the present problems urgently, while also carrying out the existing plan to increase the personnel force.
 - In addition, increase the number of the National Police Agency staff.
- b) Reexamination of the organization of prefectural police, to keep up with current public safety problems
 - For efficient work of the limited police force, the organization of prefectural police should keep up with the current public safety situation, taking into consideration close relationships with the communities.
- c) Establishment of a new mobile communications system
 - As the new police communication system succeeding the digital radio system for patrol cars, the police will establish a new mobile communications system that will use advanced encryption and decrease areas out of reach of communications.

(2) Improvement of detention facilities

The total number of detainee-days in 2002 was about 4.85 million, almost double the number for ten years ago. The number has increased by about 10% every year since 1997.

In the police stations that have jurisdiction over urban areas, the capacity of detention cells has almost reached the maximum, hindering smooth investigation procedure. Therefore, we will promote the following measures:

- a) Reduction of congestion by improvement of detention facilities
 - To increase capacity, the police will construct a sufficient number of detention cells, when new police stations are built, and special detention facilities under the control of police headquarters.
- b) Improvement of efficiency by promotion of collective escort and other measures
 - Manage guards efficiently by introducing collective escorting and promoting

outsourcing in areas where conditions allow, such as urban areas.

(3) Cooperation with security-related agencies

The police cannot effectively enforce measures for public safety by themselves. To tackle various problems, the police should closely cooperate with the agencies concerned in public safety, through deepening mutual understanding.

To cooperate with the agencies and use police abilities more effectively, we will promote the following measures:

- a) Efficient investigations through better cooperation with the Public Prosecutors Office
 - Cooperate with the Public Prosecutors Office, to examine how to conduct investigations more efficiently, to keep up aptly with the worsening crime situation.

- b) Cooperation with relevant government offices to help strengthen boarder control
 - Strengthen the measures against foreigner-perpetrated crimes, firearms, and narcotics smuggling; prevention of international terrorists' entry in Japan, and observation of dubious ships.
 - For this goal, the police will foster cooperation with the Ministry of Justice, the Ministry of Finance, the Ministry of Land, Infrastructure and Transport, the Ministry of Health, Labor and Welfare and the Ministry of Foreign Affairs, in exchanging information and conducting joint investigations.

- c) Strengthening cooperation with the Self-Defense Force
 - Conduct a joint map exercise, to build relationships for close cooperation between the police and the Self-Defense Force, in order to take action for the restoration of peace and order.

- d) Cooperation with the government offices concerned for the prevention of terrorism
 - Cooperate with the government offices concerned, to encourage the managers of nuclear facilities and public transport services to strengthen their self-defense systems.
 - In addition, strengthen the cooperation with the Ministry of Land, Infrastructure and Transport, to defend nuclear facilities.

(4) Reexamination of police duties

Because police officers, who are at the front, shoulder a heavy burden, reexamine their duties comprehensively, considering whether the results of their activities lead to crime prevention

and arrests. In addition, it is necessary to request cooperation from the public and the other government offices concerned. Therefore, we will promote the following measures:

a) Reexamination of police duties

- In cooperation with the government offices concerned, the National Police Agency will establish a project team to reexamine police duties, from the viewpoint of reducing the vast quantities of investigation documents, the proper range of investigation activities, and outsourcing of some part of police activities.

b) Sharing of prefectural police's function with the agencies concerned

- To promote crime prevention measures for public spaces and housing equipment, and also for schools and students, close cooperation between the police and the relevant agencies will be established according to the type of crime.
- In addition, to meet the people's demand quickly, the police will construct a system whereby the agencies concerned share the function of consultation related to public safety.

c) Measures for obtaining cooperation from the public in securing public safety

- Enforce measures for obtaining cooperation with the public in securing public safety, by holding meetings about community safety, by using CATV, the Internet, PR magazines, and other media, to request cooperation in crime investigation and boarder control, as well as by the supply of information.

Conclusion

To smoothly carry out the measures described above, the National Police Agency will examine various matters, including the budget, personnel strength, the organization, and legislation. The National Police Agency will show this program to the prefectural police headquarters and instruct them to carry out necessary measures immediately.

To stop the increase in the number of crimes and establish a safe society in which people can live in peace, in other words, to dispel the people's sense of anxiety that "I may become a victim of a crime someday," the National Police Agency and the prefectural police headquarters will urgently carry out necessary measures as a priority.

. Outline of Measures for Victims

February 1, 1996

National Police Agency Deputy Commissioner General

I. General Rules

1. Purpose of this Outline

This Outline aims to provide an immediate and basic guideline for promoting comprehensive measures for victims that reflect an understanding of the victim's viewpoint.

2. Definitions

(1) Victims

In this Outline, victims are deemed to be those who have suffered in some way as a result of a crime (including those crimes that have not been built into formal criminal cases, and other damaging criminal acts in general) and/or their survivors.

(2) Police measures for victims

Measures for victims are those activities conducted by the police on behalf of victims, with an understanding of the victim's viewpoint, and in service of the victim's needs.

3. Basic principles

The basic principles governing the implementation of measures for victims are as follows:

(1) Fulfilling the founding purpose of the police force

The police force was established with the aim of “protecting individual's rights and freedoms”. Therefore, preventing crime from infringing on individual rights and interests, and aiding in situations where such infringement has occurred, are what the police force should do naturally to fulfill our founding purpose. Taking appropriate measures for victims are an integral part of police services, and the police are in place to protect victims.

(2) Gaining victims' cooperation with investigations

The cooperation of victims in generating reports and statements is indispensable in gathering clues to solve and prosecute criminal cases. While police investigations are an essential process, it is also imperative that police aim to avoid placing any further burden

or duress on victims. By employing greater sensitivity in this area, police are able to gain better cooperation from the victims during the investigation.

(3) Respect for victims' rights during the investigation

Of course, not only the rights of suspects but also the rights of victims must be protected. The police are required to treat victims with the appropriate respect and sympathy, being careful not to impinge on basic dignities.

4. Key Points in promoting measures for victims

(1) Response to the needs of victims

Measures for victims should be carried out from the victims' standpoint. They should always be conducted with an awareness of the needs and wishes of the victims.

(2) Implementation of comprehensive policies

Recognizing that the police-victim relationship is a far-reaching one, the police forces should collectively promote new policies while reevaluating its existing policies from the viewpoint of victims.

(3) Implementation of priority policies

In promoting measures for victims, emphasis should be placed on how to deal with victims of physical crimes: particularly female victims of sex crimes, who are severely impacted by both the criminal act itself and the secondary damage thereafter; and survivors of victims of murder or bodily injury resulting in death. Victims who are juveniles (hereinafter referred to as "juvenile victims") should be given special consideration in drafting measures for victims, so as to promote their healthy growth and development.

(4) Cooperation with other agencies and private organizations

Victims' needs are diverse, beginning with the most basic essentials. The police cannot meet all of the needs of victims, and therefore should aim to cooperate with other agencies and private organizations in an effort to facilitate effective assistance.

(5) Implementation of original policy at each prefectural police force

The policies cited in "II Implementation of specific policies" are to be implemented in all prefectural police forces immediately, or in the near future. In addition to these policies, each prefectural police force shall aim to implement its own original measures for victims based on the actualities of that prefecture.

II. Implementation of Specific Policies

To deal with the present situation of victims, the following policies should be promoted:

1. Relief for victims

(1) Providing victims with information

a. Publication and distribution of a "Brochure for Crime Victims"

To provide victims with the necessary information quickly and comprehensively, and to encourage their cooperation with investigation activities, the police shall publish specific brochures for victims. Our first priority is a brochure for victims of physical crimes, as their need for this information is the greatest. The brochure shall contain words of comfort to victims, an outline of criminal procedures, and the addresses of related agencies and groups that aid victims of violent crime. The brochures are to be distributed freely to victims. The National Police Agency shall make a draft of the brochure with its own annotation.

As for related agencies and organizations that aid victims, the police shall search as widely as possible for those that can provide meaningful services to victims. Such agencies might include private groups for victim support, prefectural administrative agencies (welfare agencies, etc.) and others (medical institutes, bar associations, etc.). The police shall list these agencies and groups in the brochure and takes necessary steps to cooperate with them.

b. Establishment of Victim Liaison personnel

To properly inform victims and ensure secure response to inquiry from victims, Victim Liaison personnel shall be designated from the Criminal General Affairs Section. They will monitor interactions between investigators and victims of physical crimes, give guidance to victims, and act as a window of inquiry for victims. The activities of Victim Liaison personnel shall be overseen by the Headquarters' Criminal General Affairs Section (Guidance Subsection).

The National Police Agency shall determine the scope of documentation required from the assigned investigators, and publish this information independently.

c. Implementation of update liaisons

Community Sector personnel shall visit victims and inform them of the progress of the investigation, assess the victims' recovery, aid in prevention of further damage, etc. At the same time, they shall receive consultation from victims. These activities are aimed at meeting the victims' need to know how the case is being handled, preventing victims from incurring further distress, and easing victims' anxiety. The Community Sector's efforts

shall be aided by related sectors such as the Investigation Sector, who will provide victim information to the Community Sector. In promoting these activities, consideration should be given to the aspects of the case; visits should not degrade victims in any way, or impose further psychological burden upon them.

Previously, visits to victims and related activities were carried out by Prefectural Police in accordance with their own policies, however now the National Police Agency is overseeing and regulating these activities.

d. Making a manual on how to inform victims of hit-and-run cases of the progress of investigation

Among victims of traffic accidents, victims of hit-and-run cases have the highest concern to the progress of investigation. The police set up a investigation progress liaison system for victims. How to implement the system is separately notified by National Police Agency.

(2) Support for victims' psychological recovery

a. Establishment of liaison systems such as victim counseling

Among the various problems faced by victims, the most serious is psychological damage. To deal with this, the police shall try to establish cooperative relations with private volunteer groups that provide support for victims, and actively provide victims with information on agencies and organizations that provide counseling and other activities aimed at recovery and the reduction of psychological damage to victims. Liaison portals to private volunteer groups and such are to be set up within sectors that are considered the best candidates, based on the achievements of each prefecture and types of support offered by each group. Other sectors shall aim to cooperate actively with these groups.

In addition, once the above proposals are implemented, the police headquarters shall recruit and/or develop professionals who counsel victims.

b. Establishment of a support system for Juvenile victims.

The protection of juvenile victims is a matter clearly to be handled by the juvenile police sector. To mitigate the effects of crimes against juveniles, ongoing counseling must be given by qualified staff. With this aim in mind, the police shall increase the ranks of staff in charge of follow-up for juvenile victims, (such as female guidance counselors) and provide them with further training.

The National Police Agency specifies that the responsibilities of the Juvenile Section shall include the “protection of juveniles who are victims of crimes or any conduct that impairs the sound fostering of juvenile development”, and makes special provisions for the protection of juvenile victims in the Outline of the Activities of Juvenile Police. The

Agency shall also conduct surveys on the status of juvenile victims, and formulate an outline on carrying out supportive measures for juvenile victims.

(3) Compensation for damage and recovery of lost articles

a. Establishment of a Damage Recovery Center

To facilitate the recovery of lost articles and to ease victims' damages, the police shall provide information on stolen articles to those private sector groups that are working towards the recovery of those articles and the prevention of their sale or distribution. At present, in coordination with these private sector groups, the police shall work toward implementation for motorcycle theft.

The National Police Agency will coordinate with related groups and formulate National Public Safety Commission rules.

b. Expedient return of recovered articles

When lost articles are found during criminal investigations and local police activities, the police shall strive for the prompt return of lost items. With this aim in mind, police storage facilities shall strive to manage evidence properly.

c. Proper applications for Crime Victims Benefit Act payments

The police shall work to understand the needs of victims and follow proper procedural for prompt compensation under the Crime Victims Benefits Act.

d. Enhancement of supportive measures for victims of *Boryokudan* crimes

To support victim's recovery from property damage due to extortion by *Boryokudan* members, the police shall utilize damage recovery advisors and make efforts to enhance their efforts. The police shall also actively cooperate with relief activities, such as providing support for civil suits by Prefectural Centers to Promote Movements for Elimination of Violence on behalf of victims of unjust acts at the hands of the *Boryokudan*.

2. Prevention and reduction of secondary damages to victims during the investigation process

a. Proper acceptance of accusation, charge, victim's report, etc.

When a victim files accusations, charges, victim's reports, and similar documents, the police shall properly follow all current procedures, while paying due consideration to the victim. Whether or not the matter can be built into a case, the investigation sector shall refer the matter to other sector or agency, whenever it is appropriate to do so.

b. Systematic improvement of the treatment of victims during criminal investigations

For proper treatment of victims in crime investigation throughout the organization, the police shall clarify its regulations regarding the treatment of victims, and accordingly train

its investigators for full compliance. In addition, the police shall regard the proper treatment of victims as a fundamental element of any proper investigation, and shall promote this concept liberally in its training literature.

National Police Agency revises the crime investigation codes and the outline of juvenile police activities to include basic provisions on treatment of victims and protection of their privacy. The Agency also promotes production of manuals on treatment of victims for local police officers.

c. Expansion of interviews by female police officers during sex crime investigations

To mitigate the psychological damage to victims of sex crimes during police interviews, it is preferable for a female officer to conduct the interview, if the victim prefers. Thus the police should conduct more interviews with female officers. Thus the police shall develop female police officers who have investigative abilities, and conduct operations that allow interviews by female police officers in accordance with the actual conditions of each prefecture. When male officers interview the victims, the police shall also promote the presence of female officers during the interview, or as a liaison to the victim.

d. Establishment of Sex Crime Investigation Instruction Officers

To ensure proper interviews with sex crime victims and to encourage communication, minimize their psychological burden, and promote better and stronger investigations of sex crimes, the police shall establish sex crime investigation instruction officers in the First Investigation Division of each prefectural police headquarters. The Officers shall provide training for sex crime investigations onsite at each headquarters (for the time being they will be allowed to hold another post concurrently).

e. Reimbursement for travel expenses

Prefectural police that currently do not pay witnesses' travel expenses to crime victims shall endeavor to include crime victims when determining reimbursement. When corresponding with a victim over long distances, or when financial cost is very high for the victim, the police shall endeavor to pay the victim's travel expenses.

3. Ensuring safety of victims

a. Ensuring safety of victims of *Boryokudan*

To ensure safety of victims of *Boryokudan* and of witnesses, the police shall promote further deployment of emergency report devices and other necessary equipment and materials. In addition, the police shall work toward better protective measures. For victims and witnesses of *Boryokudan*, the police shall take similar appropriate measures if there is

the possibility of threat or harassment. If the victim or witness expresses anxiety, the police shall respond to it properly.

The police shall also properly answer questions from victims regarding unjust acts of *Boryokudan* members, and actively cooperate with Prefectural Centers to Promote Movements for Elimination of Violence for smooth operation of its consultation service.

b. Improvement of victim consultation system utilizing female police officers

Female victims may hesitate to consult with the police. Making consultation easier will lead to better safety for victims and prevention further damage. Do do this, based on the actual conditions in each prefecture, the police shall aim to improve its victim consultation system by creating consultation centers and telephone lines staffed by female police officers, female guidance staff, and other female police personnel.

c. Strengthening of measures for runaways and missing persons

Runaways and missing persons are more likely to fall victim to crime. To find them quickly and protect them from harm, the police shall cooperate with “Inochi no Denwa” (Life Telephone) and other private consultation organizations, and strengthen measures that aid them.

d. Provision of life safety information and strengthening of consultation

To enable victims themselves take necessary steps to prevent occurrence and increase of crimes and to recover from damages, the police promotes and enhances acceptance of consultation and provision of necessary information through police comprehensive consultation. In consultation service, the police actively provides information about matters not yet to be a crime (for example, a suspicious person is around, talking to children) to respond requests from local residents.

4. Enhancement of the Victim Measures Promotion System

a. Enhancement of the Victim Measures Promotion System

To promote measures for victims comprehensively and continuously, National Police Agency establishes Crime Victim Measures Office (a tentative name) in Commissioner General’s Secretariat, Allowance and Welfare Division. The Office has the functions of planning, survey and total coordination of measures for victims. The Office also deal with other victim-related groups. In addition, National Police Agency establishes Victim Measures Promotion Committee to grasp the situations of implementation and progress of the measures, and provides necessary coordination.

Each prefectural police department shall also provide total coordination of measures for victims that are carried out by its sectors. The police shall designate a sector to be responsible to act as a window to deal with victim-related groups outside the police. In

accordance with the actual conditions in the prefecture, the police shall establish the necessary systems and establish a committee. The committee will develop guidelines and policies on how to develop cohesive measures for victims, and implement them. The sector in charge of victims will keep in close cooperation with the Crime Victims Measures Office (a tentative name) of the National Police Agency, aiming toward full implementation of measures for victims. This sector shall also deal with related groups and organizations that are involved in measures for victims, such as victim support groups that operate outside police jurisdiction, and keep abreast of what these organizations are doing.

b. Maintain clear internal standards and practices on handling victims

The front-line police officers who are in direct contact with victims are to be given training on measures for victims.

The National Police Agency will take the necessary steps to make sure the whole organization is completely aware of basic principles on how to treat victims - that is, "to protect victims' safety and treat them with respect and sympathy without compromising their dignity." In addition, the Agency shall study how to better educate police officers about victims' issues, and create the curricula and materials necessary for proper training.

c. Strengthening of cooperation with the Crime Victims' Relief Fund

In cooperation with the activities of the Crime Victims' Relief Fund, the police shall continue to help selecting persons who are eligible for compensation, and will actively cooperate with the Fund in its survey activities and victim support activities. The police shall also respond to requests for cooperation from private groups that are receiving support from the Fund.

. Outline of Promotion of Building Safe and Secure Communities

February 24, 2000

National Police Agency Community Safety Bureau Chief

I. The meaning of “building safe and secure communities”

“Building safe and secure communities” means fostering a town or a local community where people can live safely with peace of mind. This is done by designing the infrastructure and housing in a way that prevents crime.

This involves the improvement of various social infrastructures, and safety measures that protect residents on a daily basis. Therefore these measures cannot be promoted by the police alone. It is necessary to share awareness with the relevant departments of the local government, crime prevention associations, volunteers, and local residents. The police need their understanding and cooperation.

II. The promotion of environment design that considers crime prevention in cooperation with the local government, local residents and the construction industry

1. Efforts concerning roads, parks, parking lots and public lavatories

(1) Improvement of the structure and equipment of existing roads, parks, parking lots and public lavatories, and installation of crime prevention equipment

Based current realities and requests from local residents, the police will select the areas that most need prompt crime prevention measures - particularly for crimes against women, children and the elderly. The police shall consult with the relevant departments of the local government and managers of the facilities to build understanding. Then the police will bring necessary improvements to the structure and equipment that otherwise might be conducive to crime in the streets, parks, parking lots and public lavatories in such areas.

(2) Actions for roads, parks, parking lots and public lavatories to be constructed anew

When roads, parks, parking lots and public lavatories are to be constructed anew, the police will explain to relevant local administrators the recent situation of crimes against women, children and the elderly in such facilities, the necessary structure and equipment for preventing crimes in these facilities, and the necessity of installing crime prevention equipment. Once the police have gained their understanding, the necessary steps can be taken.

(3) Methods and standards of implementation

To assist with (1) and (2) above, National Police Agency has formulated the Standards for Necessary Structure, Equipment and Crime Prevention Equipment for Preventing Crimes in Roads, Parks, Parking lots and Public Lavatories, hereinafter referred to as the “Crime Prevention Standards” [Appendix 1]. Police efforts shall comply with these standards.

To promote the construction of safe and secure communities, it is necessary to gain the understanding and cooperation of relevant departments of the local government, managers of local facilities, and related industries. The police will coordinate its activities with these organizations for smooth implementation.

a. For streets and roads, the police shall consider:

- the necessity of ensuring the safety of children on designated routes to kindergartens, elementary schools and junior high schools, particularly along said roads;
- incidents on the said roadways that concern local residents, such as robbery, sex crimes, abductions, snatching, and other crimes and incidents such as approaching women and children inappropriately.
- how the said roads are used by pedestrians and bicycles, the existence of apartment complexes, shopping districts, and other facilities that local residents use daily, and their surrounding environment; and
- requests from local residents on crime prevention measures. The police shall select roads that particularly need crime prevention measures. In cooperation with the managers of the said roads, the police shall endeavor to bring necessary steps, as per the “Standards for Crime Prevention concerning Roads, Parks, Parking lots and Public Lavatories”). [Appendix 1]

Even for those roads that cannot completely meet all standards due to the shape of the roadway, their environs, or other conditions, the police shall try to make these changes as well as possible.

b. For parks, parking lots, and public lavatories, the police shall consider:

- the necessity of ensuring the safety of children in the said parks, parking lots, and public lavatories;
- recent incidents in the said parks, parking lots, and public lavatories that concern local residents, such as robbery, sex crimes, abductions, snatching, and other crimes and incidents such as approaching women and children inappropriately.
- how the said parks, parking lots, and public lavatories are used by pedestrians and bicycles (in particular, how parks are used by children), the existence of apartment complexes, shopping districts, and other facilities that local residents use daily, and their surrounding environment; and

- any existing requests from local residents for crime prevention measures.

The police shall select those facilities that particularly need crime prevention measures. In cooperation with managers of the said facilities, the police shall try to bring about the necessary steps (before beginning of use, for those yet to be used) in accordance with “Standards for Crime Prevention concerning Roads, Parks, Parking lots and Public Lavatories”. [see Appendix 1]

Even for those facilities that cannot completely meet the Standards due to their purpose, structure, size, usage, shape, environment, or other conditions, the police shall try to bring about the necessary steps as much as possible, in cooperation with managers of the said facilities.

(4) Consideration for the “Town-building Plan” of the local government

In formulation of city planning, city redevelopment planning, and large-scale apartment complex development planning, the police shall try to gain understanding from the relevant departments of the local government so that crime-preventing designs for roads, parks, parking lots and public lavatories and installation of crime prevention equipment are reflected into these plans.

2. Efforts concerning apartment houses

(1) Improvement of the structure and equipment of existing apartment houses, and installation of crime prevention equipment

Based on nature of crimes and requests from managers, the police shall select apartment houses that need prompt measures for preventing crimes. The police shall consult with the relevant departments of the local government and managers of the apartment houses to ensure their understanding. Then the police shall try to bring about the necessary improvements to structures and equipment that otherwise might attract criminals to the apartment houses. The police shall also try to bring about the necessary installation of crime prevention equipment.

(2) Actions for apartment houses to be constructed anew

Concerning the construction of apartment houses, the police shall inform and educate the relevant departments of the local government and business operators (groups) in the construction industry on the current incidence of crime in apartment houses, the necessary structure and equipment for preventing crimes, and the necessity of installation of crime prevention equipment. And the police will try to promote better understanding and awareness of crime prevention.

(3) Methods and Standards

To assist with (1) and (2) above, the National Police Agency has formulated its “Standard on Crime Prevention in Apartment Houses” [see Appendix 2]. Their efforts shall conform to these standards.

To promote building safe, secure neighborhoods, it is necessary to gain understanding and cooperation of relevant departments of the local government, managers of the facilities and related industries. The police coordinates with these organizations for smooth implementation of the promotion.

In efforts concerning apartment houses, the police shall act carefully so as not to place too much burden on the managers who assists with the improvement of the structure and equipment or installation of crime prevention equipment.

III. Installation of equipment and materials, etc.

1. Installation of equipment and materials

The police will try to take the necessary steps for the installation of equipment and materials that are necessary for promotion of building safe, secure neighborhoods, such as crime prevention lamps and crime prevention buzzers.

2. Allocation of staff

Police headquarters and police stations shall designate staff members who are in charge of promoting building safe and secure communities in cooperation with relevant departments of the local government, construction contractors, and other related industries, as much as possible, based on the parameters of each prefectural police department.

Appendix 1

Standards for Crime Prevention for Roads, Parks, Parking Lots and Public Lavatories

I. Roads

1. In principle, sidewalks and roadways are to be separated by guardrails, trees, or the like.
2. Thickets on vacant lots along the road are to be properly treated to ensure a clear view from the road.
3. Along the road, there is to be a police box, a residential police box, an activity base of private sector volunteers for protecting children in an emergency, such as a “Child 110 House” or a crime prevention liaison office (hereinafter referred to as “Child 110 House, etc.”), or a crime prevention buzzer.
4. At night, roads are to be illuminated by crime prevention lamps or streetlamps, bright enough to see peoples' movements clearly.
5. There are to be signboards reading “Child Safety Road” or “Crime Prevention Model Road”, indicating that the road complies with standards 1 to 4 above.

II. Parks

1. For plantings, hedges, thickets, and playground equipment such as swings, appropriate steps are taken to ensure a clear view from the surrounding roads and houses.
2. There is to be a police box, a residential police box or a Child 110 House, etc. adjacent to the park, or a crime prevention buzzer within the park.
3. The park is to be illuminated by crime prevention lamps or streetlamps at night, bright enough to see peoples' movements.
4. There are to be signboards reading “Child Safety Road” or “Crime Prevention Model Road”, indicating that the park complies with standards 1 to 3 above.

III. Parking lots for cars or bicycles

1. The parking lot should be separated from the outside by a fence or the like.
2. A manager is to be permanently stationed or on patrol, cameras are to be installed and monitored by the manager along with other crime prevention equipment, and the lot should have a structure that ensures a clear view from the surroundings.
3. Brightness is to be kept at 2 lux or higher on the floors used for parking, and 10 lux or higher on road surfaces.
4. There are to be signboards reading “Crime Prevention Model Parking for Automobiles (Bicycles)”, indicating that the parking lot complies with standards 1 to 3 above.

IV. Public lavatories

1. The lavatory is to be installed in places that ensure a clear view from the surroundings, such as near roadways
2. A crime prevention buzzer is to be installed in each room.
3. Near the entrance of the building and inside the building, lighting should be bright enough to clearly recognize a person's face and movements.
4. There are to be signboards reading "Crime Prevention Model Lavatory", indicating that the lavatory complies with the standards 1 to 3 above.

(Note 1) A "crime prevention buzzer" is a device that sounds a buzzer and flashes red when its button is pressed in an emergency, such as a crime in progress.

(Note 2) "bright enough to clearly recognize a person's face and movements" implies that one can clearly recognize the face and movements of a person 10 meters away and can clearly recognize them; that is, an illumination intensity (the brightness on the ground, hereinafter the same applies) of about 50 lux or higher.

(Note 3) "bright enough to clearly recognize a person's movements" implies that one can recognize the movements and posture of a person 4 meters away; that is, an illumination intensity of about 3 lux.

Supplementary Paper 2

Standards on Crime Prevention in Apartment Buildings

1. Common use area

(1) Common entrance

- a. The common entrance is located at a place that one can see from the surroundings (or from the manager's office, if there is a manager's office).
- b. Common entrance doors have automatic lock function and electric lock function that works with the interphone of each apartment.
- c. The inside and the outside of common entrance doors are illuminated with an intensity that one can clearly recognize one's face and movements.

(2) Manager's office

If there is a manager's office, it is to be in a position where one can see the common entrance, common mail corner, home delivery boxes, and elevator hall; or the office is to be located close to these facilities.

(3) Common mail corner and home delivery boxes

- a. They should be seen from the common entrance area.
- b. Brightness is kept at a level that one can clearly recognize the face and movements of a person from within the common entrance area.

(4) Elevator hall

- a. It should be visible from the common entrance area.
- b. The brightness should be kept at a level that one can clearly recognize the face and movements of a person from the common entrance area.

(5) Elevator

- a. A security camera is to be installed in the elevator compartment.
- b. The compartment is to be equipped with a device for contacting the manager's office or each floor, or to sound buzzers in common areas, at the push of a button as required in an emergency.
- c. The compartment's doors and access doors should use netted glasses, and have windows through which one can see the inside of the compartment.
- d. The elevator is to be equipped with a device that can forcibly stop the elevator at each floor in case of an emergency.
- e. The elevator compartment is to be illuminated brightly enough that one can clearly recognize the face and movements of a person.

(6) Parking lots for bicycles and motorcycles

- a. They should be structured so as to have a clear view from the surrounding area.
- b. They are to be equipped with antitheft devices, such as bar racks for chains.
- c. The brightness is to be kept at a level that one's movements can be seen from the surrounding area.

(7) Parking lots for cars

- a. They have a structure that ensures a clear view from the surrounding area.
- b. The brightness is to be kept at a level that one's movements can be seen from the surrounding area.

(8) Evacuation stairs

- a. Outside stairs should have a structure that ensures a clear view from the surrounding area.
- b. The staircase should have doors on the ground floor, and the doors should have locks that can be opened only from the inside, except in an emergency such as a fire.

(9) Outside structures

The brightness is to be kept at a level that one's movements can be seen from the surrounding area.

2. Restricted Areas

(1) Entrance door to each apartment

- a. The material of the door should be difficult to break. The door should be equipped with reinforcement that prevents break-ins.
- b. The lock should be difficult to break or pick. And an auxiliary lock should be installed.
- c. The door is to have a door scope, door guard, or door chain.

(2) Interphone

Each apartment is to have an interphone that connects to the outside of the common entrance door, the outside of each apartment's door, and if there is a manager's office, with the manager's office, and can open the electric lock at the common entrance door.

(3) Room windows

- a. Windows should be equipped with locks or other devices that make intrusion difficult.

- b. Windows of first floor apartments, except those windows facing a balcony, and the windows of apartments on each floor that face a corridor, are to be equipped with lattices or other security devices that make intrusion difficult.
- c. Windows should be made of shatterproof materials.

(4) Balconies

- a. Should be structured so that entry via drainpipes or handrails is difficult.
- b. Handrails on balconies should not obstruct one's view.

(Note 1) At a “ brightness that one can clearly recognize a person’s face and movements ” refers to a brightness at which one can clearly recognize the face and movements of a person 10 meters away and can clearly know who it is; that is, an illumination intensity (the brightness on the ground, hereinafter the same applies) of about 50 lux or higher.

(Note 2) An “ brightness that one can see a person’s movements ” refers to a brightness at which that one can recognize the movements and posture of a person 4 meters away; that is, an illumination intensity of about 3 lux.

. Implementation of Comprehensive Measures for the Prevention of Street Crimes and Burglary Crimes

November 11, 2002

National Police Agency Deputy Commissioner General

The recent incidence of crime is very alarming; the number of criminal offenses known to the police has been highest since the war for 6 consecutive years, and this year's number is increasing faster than last year. People feel increasingly anxious about the worsening public safety.

In light of this situation, our urgent task is to reinforce public safety by vigorously promoting various measures to prevent street crimes and burglary, which cause great anxiety.

The National Police Agency drafted its "Outline for the Establishment of a Street Crime Prevention Comprehensive Measures Office" as shown in the Appendix below, established a Street Crime Prevention Comprehensive Measures Office, and is determined to comprehensively promote various measures to prevent street crimes and burglary.

I request each Prefectural Police Department to follow the steps listed below, show your leadership, recognize the occurrence of crimes properly and securely, and promote effective measures that suit local realities.

I notify by command.

1. Purpose of these measures

In recent years, street crimes such as street robbery and purse-snatching, and burglary crimes such as property theft and robbery are drastically increasing, and people are feeling anxious. The purpose of these measures is to halt the increase of incidence and prevent these crimes.

2. Plans to promote these measures

Based on the decisions of the Bureau Chiefs, you shall draft a Street Crimes Prevention Plan (hereinafter referred to as the "Plan"). You shall promote measures in accordance with the Plan, verify their effectiveness at regular intervals, and make revisions to the Plan as needed.

3. Points to consider for planning and implementing measures

- (1) The Plan is to commence on January 1, 2003. Make the Plan for a set time period, to cover a limited area, and for specific types of crimes.

- (2) Check the effectiveness of the Plan at regular intervals
- (3) Establish a holistic system in which sectors cooperate seamlessly.
- (4) The criminal investigation sector and the community safety sector should further promote the sharing of information on situations of crime occurrence, crime methods, and other information necessary for crime prevention. They should also analyze such information and make use of it when making and revising the Plan.
- (5) Sectors such as the community police affairs sector which conduct street activities should further promote arresting and other control activities by questioning suspicious persons on the street. In doing so, they should not overlook even a small illegal act, and should properly instruct and control according to the content of the violation.
- (6) The criminal investigation sector should further promote arrests that contribute to crime prevention.
- (7) The community safety sector should establish effective crime prevention measures for each crime type and should promote these measures.
- (8) Pay attention to cooperation with related agencies and groups.
- (9) Through meetings with the Police Station Council, reflect local residents' requests and opinions into measures.

Appendix:

Outline of Establishment of Street Crime Prevention Comprehensive Measures Office

1. Establishment

At the National Police Agency, we shall establish a Street Crime Prevention Comprehensive Measures Office (hereinafter referred to as the “Measures Office”).

2. Duties

In recent years, street crimes and burglaries have been rapidly increasing, and people are feeling anxious about them. We must halt their increase and prevent them from occurring. The duty of The Measures Office is to comprehensively examine the necessary measures and work for effective promotion of these measures.

3. Composition

The Measures Office is composed of the Office Chief, the Office Deputy Chief, Secretaries General, and Office Members, as listed below:

Office Chief	Deputy Commissioner General
Office Deputy Chiefs	Chief Secretary, Community Safety Bureau Chief, Criminal Investigation Bureau Chief, Traffic Bureau Chief, Security Bureau Chief, Info-Communications Bureau Chief, Senior Councilor
Secretaries-General	Commissioner General’s Secretariat Councilors (for Community Safety Bureau, and for Criminal Investigation Bureau)
Office Members	General Affairs Division Chief, Personnel Division Chief, Finance Division Chief, First International Affairs Division Chief, Community Safety Planning Division Chief, Community Police Affairs Division Chief, Juvenile Division Chief, Investigative Planning Division Chief, First Investigation Division Chief, First Organized Crime Control Division Chief, Traffic Planning Division Chief, Traffic Enforcement Division Chief, Security Planning Division Chief, Security Division Chief, Info-Communications Planning Division Chief

4. Operations

- (1) The Office Chief integrates efforts of sectors in Agency, and does necessary instruction and coordination.
- (2) Office Deputy Chiefs assist the Office Chief in their own jurisdiction.
- (3) Secretaries-General work to summarize efforts of sectors in Agency.
- (4) Office Members

5. Subcommittees

- (1) The Office Chief, if necessary, can set up subcommittees in the Measures Office.
- (2) A subcommittee consists of a subcommittee chief, subcommittee deputy chiefs, and subcommittee members, who are designated by Office Chief.
- (3) Provisions in this Outline on operation of the Measures Office apply to the operation of subcommittees.
- (4) Subcommittee Chiefs must report the results of their subcommittee meetings to the Measures Office.

6. Common affairs

Common affairs of the Measures Office are dealt with jointly by Community Safety Planning Division and Investigative Planning Division.

. Outline of the Implementation of Comprehensive Measures for Juvenile Protection and Delinquency Prevention

April 22, 2004

**National Police Agency Deputy Commissioner
General**

I. Basic Policy

The current juvenile delinquency problem is very severe. People are wishing for a restoration of Japan's status as "the safest nation in the world." To meet these expectations, the police need to tighten controls on juvenile crime. At the same time, the police need to prevent juvenile delinquency and support the rehabilitation of delinquent juveniles. Thus the police need to put forth a many-sided effort to prevent juvenile delinquency.

On the other hand, child prostitution and other crimes harmful to the welfare of juveniles (hereinafter referred to as "exploitation crimes") and other crimes on juveniles are still occurring in large numbers. Thus it is also necessary to promote efforts to protect juveniles from crimes, in addition to measures for preventing juvenile delinquency.

The police shall properly deal with these problems and work for the healthy juvenile development for the next generation, while enhancing cooperation with related organizations, groups and volunteers. The basic motto when dealing with juveniles is, "strong and kind."

II. Preparing the Infrastructure for Implementing Comprehensive Measures

The police aims to improve its infrastructure for promoting comprehensive measures.

1. Improvement of the promotion system

By proper allocation of personnel in proportion to work load, the police will strengthen the system for promoting investigation of juvenile cases and exploitation crimes, measures for preventing child abuse, and other measures for both preventing juvenile delinquency and protecting juveniles.

The police will also make efforts to install and improve related facilities, such as juvenile guidance rooms, investigation rooms, juvenile counseling rooms, detention rooms for juveniles, and protection rooms.

Furthermore, the police will make efforts to increase the number of juvenile guidance officials, who are the core of Juvenile Support Centers; to secure talented persons who have specialized knowledge and skills; and to implement the necessary budgetary measures to properly support them and their activities.

2. Improvement of awareness of personnel in charge

The police shall enhance the instruction and training of personnel in charge of juvenile policing, particularly for investigators of juvenile cases, on the nature of juvenile trial procedures, the characteristics of investigations of juvenile cases, and matters that need special consideration in investigating juvenile cases. Through this, the police aim to further improve their investigation techniques. The police shall try to enhance the specialized knowledge and skills of juvenile counselors by requiring them to master counseling techniques.

3. Strengthening of cooperation with schools and other relevant organizations

Society as a whole should promote efforts to build an environment that fosters healthy juvenile development. Therefore, the police shall strengthen cooperation with schools, education boards, Child Counseling Centers, local governments' Juvenile Guidance Centers, family courts and other relevant organizations, groups, and volunteers.

Particularly with schools, the police will make good use of the School-Police Liaison Council and construct a framework for liaisons between schools and the police. While paying careful attention to confidentiality, the police shall actively exchange information and opinions on juvenile delinquency incidents, bullying, violence at school, and other such incidents. In doing so, the police share information and create a common understanding, then promote various measures together in close cooperation.

To individually support juveniles who have issues such as delinquent behaviour or crime-related trauma, the police shall promote the spread of Juvenile Support Teams which consist of the police and relevant organizations. The police aim to vigorously support the activities of these teams.

4. Revitalization of the activities of juvenile policing volunteers

The police shall increase the number of juvenile guidance officials and other juvenile policing volunteers. At the same time, the police will aim to diversify their talents and activities to revitalize their effectiveness in local communities, and to foster healthy juvenile development. The police will also give necessary information, advise and support to volunteers to improve the effectiveness of their activities.

III. Implementation of Rigorous and Proper Investigations and Measures for Delinquent Groups

To deal with the severe juvenile delinquency problem, the police shall promote the following measures:

1. The promotion of rigorous and prompt investigations of juvenile cases

To contribute to recovery of juveniles and proper measures for victims, the police shall deal with juvenile crimes vigorously. At the same time, the police will work towards faster investigations and rapid correspondence, by simplifying and rationalizing the process of generating investigation documents.

2. Promotion of proper investigations by strengthening training and guidance on cases

When investigating juvenile cases, while considering the nature of juvenile trial procedures and juvenile case investigations, the police shall promote proper investigations by preventing “no delinquency” decisions and procedural problems by strengthening training and guidance by juvenile crime investigation instruction officers and others in authority positions.

3. Promotion of measures for juvenile gangs

The Community Safety, Criminal Investigation and Traffic sectors work together to control *Boryokudans* that are involved in gangs and their activities. At the same time, the sectors aim to cooperate with related organizations, groups and volunteers to prevent juveniles from joining gangs, help members to quit, and support their recovery. By strongly promoting these activities, the police shall promote the breaking up of juvenile gangs and provide guidance for them.

Particularly toward motorcycle gangs, the police shall apply all the laws and regulations at their disposal to arrest these gangs and guide them toward lawfulness. At the same time, in cooperation with local community residents, the police will promote comprehensive measures that make use of the heightened public outcry against motor cycle gangs, improved road traffic environments that prevent reckless driving, measures for preventing illegal modification to vehicles, and other measures.

IV. Prevention of Juvenile Delinquency and Protection from Crimes

For prevention of juvenile delinquency and protection from crimes, it is important to recognize their signs in advance and take appropriate steps. From this point of view, the police cooperate with relevant organizations, groups and volunteers to promote the following measures:

1. Early detection and early treatment of misbehaving juveniles by strengthening street guidance activities

By strengthening street guidance activities and giving proper advice or guidance at an early stage of misbehavior, the police aim to facilitate the recovery of the juveniles and take proper steps for their protection.

2. Strengthening of consultation activities for juveniles and their parents

For the early detection and prevention of juvenile delinquency, runaways, and suicide, and to protect juveniles from bullying, child abuse and other crimes, the police aim to provide an environment for easier access to consultation using the Internet and other means, and strengthen these consultation activities for juveniles and their parents. The police also work to improve the system of volunteer juvenile consultation on the Internet.

3. Eradication of juvenile drug abuse by enhancing educational activities

The police shall hold drug abuse prevention classes and educational activities, and teach juveniles the realities of the danger of drugs, in order to eradicate drug abuse.

4. Promotion of measures for protecting children from crimes

To prevent crimes against children such as kidnapping, the police seek to enhance enhance patrol and watch activities, exchange related information, hold crime prevention lectures, make good use of the School-Police Liaison Council, and support the activities of “Child 110 House”.

5. Promotion of voluntary safety watch near schools and kindergartens

Incidents are happening one after another in which an outsider intrudes into school or kindergarten and harms children. Schools and Kindergartens are taking voluntary safety measures, such as the elimination of unauthorized school entry, implementation of crime prevention training, and a strengthening of cooperation with related organizations, groups and local residents. To ensure these measures are securely carried out, the police shall promote supportive measures for them in further cooperation with education boards.

V. Minimizing Negative Influences

To clean up the harmful environment that leads to juvenile delinquency and victimization, the police are promoting the following measures in cooperation with related organization, groups and volunteers:

1. Crackdown on exploitation crimes

The police shall thoroughly crack down on exploitation crimes such as child prostitution, child pornography and drug smuggling. At the same time, the police shall actively promote an educational campaign to prevent these crimes.

2. Freeing juveniles from *Boryokudan* influences

The police will thoroughly crack down on *Boryokudan* involvement in exploitation crimes, coercing juveniles to join gangs, and impeding their withdrawal from gangs. At the same time, the police aim to promote educational campaigns on the dangers of getting involved with *Boryokudan* .

3. Reducing access to harmful materials, such as mature content and erotic fliers

The police aim to thoroughly crack down on the adult entertainment, amusement and sex trades that operate in a manner harmful to healthy juvenile development.

At the same time, to restrict exposure to liquor, cigarettes, and harmful books, the police aim to actively regulate these industries as per the Minors Drinking Prohibition Law, the Minors Smoking Prohibition Law, and the Ordinance for Protection and Fostering of Juveniles. In addition, the police are taking various measures, including: publicity campaigns and educational activities aimed at reducing harmful influences; a campaign for the removal of vending machines that sell harmful books; and the banning of erotic fliers and other illegal advertisements.

4. Promotion of measures against harmful contents on Internet

To promote measures for restricting Internet dating services, the police shall apply the law fully in prohibiting the act of inducing children through dating services on Internet. At the same time, the police shall protect juveniles from harmful Internet content by informing the public about “adult filters” and other tools.

5. Promotion of efforts to prevent late-night loitering and runaways

Many juveniles who loiter at night and run away from home are using karaoke shops, internet cafes, convenient stores, family restaurants, and such from late night to early morning. Considering this situation, the police are requesting all relevant business operators to take steps to deter juveniles from using their facilities during these times of day. At the same time, the police shall strictly enforce laws and regulations with respect to entertainment and amusement business operators, in order to correct the methods of operation that are encouraging juveniles’ late night loitering, and running away from home.

VI. Improvement of Juveniles’ Awareness to Social Norms and Support for Their Participation to Society

Improving juveniles’ awareness to social norms and deepening their involvement in society contribute to prevention of delinquency and recovery from delinquency. Therefore the police promote the following measures in cooperation with relevant organizations, groups and volunteers:

1. Education and enlightenment through delinquency prevention classes

The police endeavor to raise juveniles' awareness of social norms and standards by holding delinquency prevention classes, drug abuse prevention classes, etc. and educating about the penalties, punishments and civil responsibilities of a person who has committed a crime. In addition, the police are sending police OBs and other experts to junior high schools to offer guidance to students (school support workers). The police shall augment their efforts.

2. Support to the efforts of families and local communities

The police shall work to facilitate the improvement of not only juveniles' awareness of social norms, but also raise their relatives' awareness of their own social responsibility by: actively disseminating information about the realities of juvenile delinquency and crime victims; encouraging parents to participate in delinquency prevention classes; promoting local parental associations' activities; and supporting the efforts of families and local communities as they strive for healthy juvenile development.

3. Creating opportunities for juvenile activities, and support for recovery

Creating opportunities to exchange with others in the local community and providing physical and mental sanctuary are effective for the prevention of juvenile delinquency. Therefore, being aware of the existence of jobless juveniles, and those who have reasons why they feel they cannot blend into the community, and properly sharing the police department's role with relevant organizations, groups and volunteers, we shall promote the creation of a variety of opportunities and places for activities that fit the reality of the community, such as environmental cleanup activities, social welfare activities, and sports activities.

Particularly for motorcycle gang members and delinquent juveniles, the police shall actively promote efforts to support their recovery, by making them consider how valuable a person's life is, or involving them in social service activities in which they can improve their self esteem, so that they can reflect on the reasons for their delinquency and search for a new way of life for themselves.

VII. Protection of Juvenile Victims

To prevent juvenile victims and abused children from becoming victimized again, and to support their recovery, the police aim to promote the following measures in cooperation with relevant organizations, groups, and volunteers;

1. Measures for juvenile victims

For juvenile victims of crimes, the police shall provide proper advice and other support while considering effects on body and mind. For juvenile victims of exploitation crimes, the

police shall arrange an appropriate response, such as temporary protection and admission to an aid institution. When dealing with complicated matters, the police shall seek support from a qualified juvenile victims counseling advisor.

2. Specific response to child abuse cases

To properly protect abused children and support them, the police shall continue to strive for early detection of child abuse, report the matter to relevant organizations, and provide appropriate support to on-the-spot investigations by the director of a child consultation center. In addition, if the matter is to be treated as a criminal case, the police carry out a rigorous investigation.

VIII. Analysis and Examination of Future Issues

The following require discussion on the legal system and coordination with relevant agencies. Thus National Police Agency shall lead the discussion.

1. Joint research on juvenile issues

Relevant agencies shall establish a joint research team. The team will work towards seeking the causes of peculiar juvenile cases by comprehensively analyzing their methods of crime, motivation, precursive behavior, and upbringing. The team will also discuss how to operate the Juvenile Support Team effectively along with other measures, and how to build a framework that contributes to providing feedback to local communities.

2. Examination of the role that the police should play in revising juvenile laws

From the viewpoint of clarifying the role and legal position of the police in promoting prevention of juvenile delinquency and protection of juveniles, we aim to examine what the laws on guidance and protection should entail: the early detection of misbehaving juveniles and their early rehabilitation; how to handle petty crimes which account for the greater part of juvenile delinquent activity; how to prevent repeat offenses; and what the framework should be for a local community to recover its function of preventing delinquency.

. Response to Human Trafficking Crimes

November 15, 2002

National Police agency Community Safety Bureau Chief

Human trafficking is a serious violation of human rights. On humanitarian grounds, a rapid and appropriate response is required. In April this year, “Liaison Conference of Related Ministries and Agencies on Measures Against Human Trafficking” was established by the Cabinet. Our government is, as a whole, taking the necessary measures to eradicate human trafficking and protect its victims.

The police need to vigorously control human trafficking crimes, but the victims of human trafficking are usually suspects in violation of the Immigration-Control and Refugee-Recognition Law (hereinafter referred to as “Immigration Control Law”), and it is often only after the investigation of these a violations that the suspect is found out to be a victim of trafficking. Because of this, the police also need to sufficiently consider protection of victims.

Therefore, each prefectural police department should promote controls on human trafficking crimes and protection of victims while paying attention to the following points:

1. Strengthening of control on human trafficking crimes

For control on human trafficking crimes, the police should, while cooperating with District Public Prosecutors Office, District Immigration Bureau, the Embassy of the nationality of the victim, related NGOs and other organizations and groups, apply the Immigration Control Law, the Anti-Prostitution Law, applicable criminal laws, the Employment Security Law, the Labor Standards Law, and other laws in many ways to thoroughly arrest not only employers of victims, but also the brokers and other manipulators so that they are heavily punished.

At the same time, by applying laws against organized crime and regulations on income from crime, the police can endeavor to confiscate the income that the employers, brokers, and others have gained from human trafficking.

2. Promotion of the protection of victims of human trafficking

When a person is recognized as a victim of a human trafficking crime and it is recognized that any crimes committed by the victim, such as violation of the Immigration Control Law, was committed as an integral part of the human trafficking of the said victim, the police should, while considering the situation of subsequent investigation, consider shifting from compulsory investigation to voluntary investigation or requesting protection by prefectural Womens Consultation Centers or NGOs, or take other steps that are sufficiently considerate of the victim’s unfortunate standpoint.

. Outline of Measures against Organized Crime

October 25,2004

National Police Agency Deputy Commissioner General

I. Purpose of this Outline

This Outline, in consideration of that organized crime has been a major factor in the recent deterioration of public order, lists the basic steps necessary for the nationwide police as a whole to accurately grasp the reality of crime organizations, take necessary measures, and strike an effective blow to weaken and destroy these organizations, thereby securing the safety and peace for our citizens.

II. Basic Approach of Measures against Organized Crime

In promoting measures against organized crime, the nationwide police aim to collect information on criminal organizations, summarize and analyze this information, then based on the result of analysis, form a unified strategy to weaken and destroy criminal organizations. Based on this strategy, the nationwide police keep a strict confrontation stance toward criminal organizations and carry out a unified crackdown on them. This is the basic approach. In addition, in carrying out this strategic crackdown on criminal organizations which are increasingly vicious and sophisticated, the police will always aim to be creative, promote effective and appropriate information-gathering, advance our investigation methods, and broadly cooperate with each layer of the public, and related organizations and groups.

III. Preparation of Infrastructure for Promotion of Measures against Organized crime

1. Preparation of promotion systems for measures against organized crime

Each Prefectural police force is to prepare a system that handles measures against *Boryokudans*, measures against firearms and drugs, and measures against international organized crime within specific areas. At the same time, each Prefectural Police force is to set up its own “Headquarters for Promotion of Measures against Organized crime” which is to be headed by the Police Headquarters Chief and supported by all relevant departments and divisions. This is for close cooperation among the organized crime control sector and all other sectors in the police to promote measures against organized crime.

In addition, the Prefectural Police departments aims to prepare a system that facilitates smooth coordination among the Headquarters for Promotion of Measures against Organized crime and other sectors concerning criminal investigation of organized crime, and allocate appropriate staff for effective collection and analysis of information on organized crime and

smooth contact and coordination among Prefectural police forces to ensure effective operation of the system.

2. Development of investigators who have specialized skills

The police are to give practical education on methods of collection, integration and analysis of information about criminal organizations, how to utilize advanced information technologies such as Organized Crime Control Information Management Systems, good use of investigation methods effective for cracking down on organized crime, and the language ability necessary for investigating crimes committed by foreigners, in order to develop investigators who have specialized skills and to improve investigation abilities.

IV. Collection and Analysis of Information about Organized crime

1. Collection and analysis of information at Prefectural police departments

(1) Collection of information

Each Prefectural police department, with the close cooperation of all sectors, strives to collect the following information:

- a. Information about the reality of criminal organizations
- b. Information that contributes to arrests of organized crime participants, and
- c. In addition to those listed in a. and b. above, any information necessary to promote measures against organized crime.

(2) Analysis of information

The organized crime control sector of each Prefectural police department summarizes the information gathered in (1), carries out necessary analysis, and sends back the results expeditiously to the relevant departments and sections.

(3) Information exchange with related organizations in Japan

Each Prefectural police department, in collecting, summarizing and analyzing information, strengthens the exchange of information with related organizations in Japan.

(4) Promotion of effective and appropriate information collection activities

(Omitted)

2. Analysis of information at The National Police Agency

(1) Report to The National Police Agency

The National Police Agency asks the organized crime control sector of each Prefectural police department to report the following information:

- a. Information necessary for contributing to the planning of a nationwide crackdown strategy against organized crime
- b. Information necessary for contributing to coordination among Prefectural police departments concerning measures on organized crime
- c. In addition to those listed in a. and b. above, any information necessary for contributing to organized crime measures in The National Police Agency.

(2) Analysis of information

The National Police Agency summarizes the information reported from Prefectural police departments, carries out necessary analysis, and sends back the result properly to relevant Prefectural police departments. The National Police Agency also strengthens active information exchange with International Criminal Police Organization (ICPO) and other international organizations and related organizations in foreign countries.

3. Utilization of the Police Information Management System

In collecting, reporting, analyzing and sending back information about organized crime, the Police Information Management System is used actively.

The organized crime control sector of each Prefectural police department, in using information communication technology, works for close cooperation with the info-communication sectors (referring to the Tokyo Police Info-Communication Department, Hokkaido Police Info-Communication Department, and Prefectural Police Info-Communication Departments).

V. Promotion of Strategic Crackdown on Organized crime

1. Formulation of a unified crackdown strategy and implementation of a crackdown based on this strategy

Based on the result of analysis in IV.2(2), The National Police Agency is formulating a unified crackdown strategy that specifies which crime organizations should be targeted, what investigation methods should be used, etc. for nationwide crackdowns on organized crime. Under this crackdown strategy, each Prefectural police department is to formulate its own crackdown strategy based on the results of analysis of information on organized crime related to that Prefectural police department. Based on this, the Prefectural police department sets priorities and carries out intensive and systematic crackdowns .

2. Cooperation of Prefectural police departments

For smooth and effective implementation of crackdowns on organized crime based on the unified crackdown strategy, Prefectural police departments aim to exchange information closely with each other and actively promote mutual help in investigations such as joint and cooperative investigations with other Prefectural police forces.

3. Cooperation with related organizations and related groups

In carrying out the crackdowns on organized crime based on the unified crackdown strategy, each Prefectural police force aims to obtain the cooperation of related organizations and other groups by providing information, guidance, educational campaigns, etc. In addition, not only for expediting arrests but also for the promotion of other administrative policies, each Prefectural police force seeks to encourage other organizations to exercise their power to maintain close cooperation.

4. Gaining peoples' understanding and cooperation

At every opportunity, the police strive to carry out active and effective activities for publicity on the reality of organized crime and the stance of the police towards organized crime. This way, the police aim to obtain the public's understanding and cooperation.

VI. Active Use of Investigation Methods Effective for Measures against Organized crime

Each Prefectural police force shall promote crackdowns that deal serious blows to the core of criminal organizations by shutting down their source of funding. To do so, the police will employ a variety of laws and methods and promote better preparation and operation of equipment and materials, while paying attention to the following points:

1. Active use of investigation methods that are effective for cracking down on organized crime

To avoid being bound by typical methods of investigation, the police aim to actively use innovative investigation methods that are effective for crackdowns on organized crime, such as controlled delivery, reception investigation, and interception of communication.

2. Active use of information on suspicious trade

On information provided by Director of Financial Service Agency in accordance with the provision of Article 56 of the Law Concerning Punishment of Organized crime, Control of Crime Proceeds and Other Matters (1999 Law no.136, hereinafter referred to as "Organized Crime Punishment Law"), The National Police Agency Criminal Investigation Bureau Organized Crime Control Department and Prefectural police forces shall carry out the necessary analysis and use it actively for the investigation of organized crime.

3. Promotion of crackdown with an eye on criminal proceeds

The police aim to make arrests involving illegal proceeds, criminal proceeds or drug crime proceeds in accordance with the provision of the Organized Crime Punishment Law, Article 9, 10 or 11, or the Law Concerning Special Provisions for the Narcotics Control Law etc. and Other Matters for the Prevention of Activities Encouraging Illicit Conduct and Other Activities Involving Controlled Substances through International Cooperation (1991 Law no.94, hereinafter referred to as “Narcotics Special Law”), Article 6 or 7.

When investigating crimes, the police also aim to collect evidence so that confiscation or surcharge is properly conducted on criminal proceeds or drug crime proceeds, in accordance with the provisions of the Organized Crime Punishment Law, Article 13 or 16, or the Narcotics Special Law, Article 11 or 13. At the same time, the police aim to actively request protective orders for confiscation, in accordance with the provisions of the Organized Crime Punishment Law, Article 23.1, or the Narcotics Special Law, Article 19.3

4. Active use of the provisions on aggravation of punishment to organized crime

The police shall carry out the necessary investigations so that proper punishment is imposed on organized criminals, based on the provision in the Organized Crime Punishment Law, Article 3 or 7, or the Narcotics Special Law, Article 5

5. Thorough search and seizure

(Omitted)

VII. Priority in Measures against Organized crime

1. Promotion of anti-*Boryokudan* measures

(1) Revealing operating methods

a. Promotion of revealing operating methods

Through its anti-*Boryokudan* measures, the police work to reveal operating methods of activities of the persons and entities listed below (hereinafter referred to as “*Boryokudans*, *Boryokudan*-related companies, *Boryokudan* members, etc.”). The police also aim to reveal how an organization is operated and funds are raised, what personal or financial connections and confronting or friendly relations exist with other *Boryokudans* or international criminal organizations, and other conditions in general.

- (a) *Boryokudan* (a group that possibly encourages its members, including the members of its subgroups, to do violent unlawful acts collectively or habitually. Hereinafter the same applies.)

- (b) *Boryokudan* member (a member of a *Boryokudan* group. Hereinafter the same applies.)
- (c) *Boryokudan* associate (a person who is not a *Boryokudan* member but has a relation with a *Boryokudan* and possibly does violent unlawful acts with a *Boryokudan*'s support, or who provides funds or arms to a *Boryokudan* or its members, or otherwise cooperates with or is involved in the maintenance or operation of a *Boryokudan*. Hereinafter referred to as "associate")
- (d) *Boryokudan*-related company (a company which a *Boryokudan* member is fundamentally involved in its operations, a company which a *Boryokudan* associate or former *Boryokudan* member is operating and providing funds to a *Boryokudan* or otherwise actively cooperating with or involved in the maintenance or operation of a *Boryokudan*, or a company which actively uses a *Boryokudan* in conducting its business and cooperates with the maintenance or operations of a *Boryokudan*. Hereinafter the same applies.)
- (e) *Sokaiya*, etc. (*sokaiya*, corporate racketeers, and other persons who possibly commit violent unlawful acts towards corporations, seeks unjust profits, and pose a threat to the safety of citizens. Hereinafter the same applies.)
- (f) Social/Political movement racketeer (a person who disguises as an advocate of a social movement or political group, possibly commits violent unlawful acts, seeks unjust profit, and poses a threat to safety of citizens. Hereinafter the same applies.)
- (g) Special intelligence violence group, etc. (a group or an individual, other than those listed in (a) to (f), that has relation with *Boryokudan* and uses its power, or has financial ties with *Boryokudan*, and is acting as the core implement of harm. Hereinafter the same applies.)

b. Secure maintenance of designated materials

Each Prefectural police force is to securely prepare the necessary materials so that the designation of *Boryokudan* is properly done based on the Anti-Nuisance Ordinance (1991 Low no.77. Hereinafter referred to as "Anti-*Boryokudan* Law".)

(2) Crackdown on *Boryokudan*

a. Crackdowns that deal a blow to fund raising activities

(Omitted)

b. Crackdowns that deal a blow to human resources

(Omitted)

(3) Crackdowns on *Boryokudan*-related companies, etc.

(Omitted)

(4) *Boryokudan* elimination strategies

a. Points to be considered in the *Boryokudan* elimination strategies

Boryokudan elimination strategies should not only raise general public awareness, but also deal damage to *Boryokudan*, *Boryokudan*-related companies, *Boryokudan* members, and other organizations related to their activities. For that, the movement should be directed toward specific jobs and areas, applied individually and concretely, and linked with the crackdown strategy holistically.

While promoting *Boryokudan* elimination strategies, the police need to protect people from illegal or wrongful acts committed by *Boryokudan* members, etc. (referring to *Boryokudan* members, associates, *sokaiya*, etc., social/political racketeers, and special intelligent violence groups, etc. Hereinafter the same applies.) For this, the police forces aim to provide their information on *Boryokudan* properly and actively within the reasonable limits.

b. Suppression of fund raising activities in cooperation with related organizations

Based on materials collected through all the police activities, the police request relevant administrative organs to exercise their power concerning giving business permission, placing orders for public works, and so on to eliminate *Boryokudan*-related companies from permission business and public works.

In addition, in cooperation with related organizations, the police seek to prevent illegal or unjust acts by *Boryokudan* members, etc. committed against public utilities and public works, and prohibit *Boryokudans*, *Boryokudan*-related companies, *Boryokudan* members, etc. from entering any public facilities, publicly managed racing courses, and open air street vending businesses.

c. Support for *Boryokudan* elimination activities in workplaces and communities

The entertainment and amusement trades, the sex trades, and the construction industry are likely to receive unreasonable demand from *Boryokudan* members, etc. In their place of business, the police carry out Bo-hai-roller (the police visit each place of business exhaustively to grasp their operating methods) to pick up latent cases of unjust demand by *Boryokudan* members, etc. The police advice to reject such demand, and give appropriate support to the *Boryokudan* elimination activities in workplaces and communities.

In addition, in cooperation with related organizations, the police guide and support *Boryokudan* elimination activities by local community residents to remove *Boryokudan* offices and prevent their intrusions and obligation-imposing events.

d. Elimination of illegal or unjust acts against administrative organs and corporations

To eliminate illegal or unjust acts by *Boryokudan* members, etc. against administrative organs such as local public bodies or corporations (including their personnel) for the purposes of collecting unlawful profit, the police, in cooperation with the The Prefectural Center to Promote Movements for Elimination of Violence (hereinafter referred to as the “The Prefectural Center”) and bar associations, take measures such as the establishment of a liaison system with administrative organs, corporations, industrial associations, corporate defense organizations, etc., implementation of training for personnel in charge, and timely and appropriate support actions.

e. Suppression of expansion of *Boryokudan* organizations

To suppress expansion of *Boryokudan* organizations, the police takes actions such as issuing orders by the Anti-*Boryokudan* Law against acts of coercing juveniles to join a *Boryokudan* and obstructing the voluntary withdrawal of its members.

(5) Prevention of damage caused by *Boryokudan* and support for victims

a. Consultation on violence on the standpoint of people and appropriate response to consultation

The police seek to create an environment where victims of illegal or unjust acts of *Boryokudan* members, etc. can consult with ease. Depending on the subject of the consultation, the police shall work toward arrests, issue an order under the Anti-*Boryokudan* Laws, or support the victim of extortion. Even if the consultation is about a matter that seems difficult for the police to deal with, the police shall aim to understand the victim’s intentions correctly, and instruct the victim how to deal with the *Boryokudan* members. At the same time, the police shall refer the case to the The Prefectural Center or bar association so that steps may be taken toward a civil case. This is for prevention of damage, and for the protection and relief of victims.

b. Support for civil suits

For damage recovery of victims of *Boryokudan* crimes, the police, in cooperation with The Prefectural Center and bar association, support suits for compensation for damage, removal of offices and preliminary injunctions banning on-street campaigns.

c. Measures for protection

To prevent harmful acts to victims of *Boryokudan* crimes, and to persons involved in *Boryokudan* elimination activities, the police strive to sufficiently grasp the movement of *Boryokudans*, *Boryokudan*-related companies, *Boryokudan* members, etc. and carry out proper protection measures.

2. Promotion of anti-drug measures

(1) Priorities within anti-drug measures

a. Cutting off the supply

(a) Promotion of measures on supply sources

The police seek to cut off the supply of drugs to Japan by strengthening cooperation with International Criminal Police Organization (ICPO) and other international organizations and related organizations abroad, in collecting information on illicit drug manufacturing in nations and areas where such manufacturing and supply commonly occur.

(b) Strengthening our crackdown on smuggling

The police aim to strengthen collection of information on the behavior characteristics of drug smugglers and their methods of smuggling, in order to clarify the operating methods of smuggling, and in active cooperation with related organizations in Japan and abroad, and work toward sweeping port-of-entry arrests.

(c) Strengthening crackdown on illicit sales

The police aim at completely destroying the entire organizations of drug traffickers. The police aim to scour the entire length of the trafficking network and arrest all members.

b. Eradication of demand

Demand for drugs sustains their industries the and expansion of criminal drug organizations. Moreover, drug abuse brings great harm to society. We have to eradicate the demand for drugs, and foster the kind of common sense awareness that rejects drug abuse. For this, the police seek to arrest end users en masse.

c. Formation of a society that implicitly rejects drug abuse

The police promote the formation of society in which common sense acts against the intrusion of drug abuse in our citizens' lives. Each citizen should be adequately informed about the danger of drug use, and aim to willfully reject drug abuse. The police shall pursue this end, and obtain public cooperation in investigations, such as providing tipoffs on drug use.

(2) Promotion of measures against drug-related organized crime

a. Finding out the operating methods of drug criminal organizations

(Omitted)

b. Active use of investigation methods to respond to organized crime

(Omitted)

- c. A thorough crackdown on end-abusers

(Omitted)

- d. Strengthening the system to crackdown on drug cases

(Omitted)

(3) Promotion of international cooperation

- a. Promotion of international investigation cooperation

To eradicate international drug crime organizations, the police endeavor to prepare a system to collect international information, through The National Police Agency, carry out close exchange of information with related organizations in other countries, and promote international cooperation on investigations.

- b. Technical cooperation with countries where illicit drugs are made and exported

To make international contribution to cutting-down of drug supply and rooting-out of demand, the police prepare a system for overseas cooperation, and promote technical cooperation to improve crackdown power of the nations in which drugs are illicitly made and exported.

- c. Cooperation with international organizations

To promote international investigation cooperation and technical cooperation, the police, through The National Police Agency, aim to cooperate with other nations' related organizations and international organizations such as International Criminal Police Organization (ICPO) and the United Nations Office on Drugs and Crime (UNODC).

(4) Strengthening of cooperative relations with related organizations and related groups

To promote the gathering of information on drug smuggling and to crackdown on such smuggling rings, the police seek to strengthen cooperation with the Customs and Immigration Bureaus, the Japan Coast Guard, and other related organizations, as well as aviation business operators, harbor and port business operators and other related groups. In addition, to promote education for juveniles on prevention of drug abuse, the police shall strengthen cooperation with prefectural educational boards and related organizations. At the same time, to promote drug abuse prevention activities, the police seek to strengthen cooperation with prefectural bureaus and departments in charge of drug affairs and similar organizations.

(5) Strengthening of efforts for the prevention of drug abuse

The police shall strengthen cooperation with related organization to strengthen education for juveniles on the prevention of drug abuse, and otherwise promote drug abuse

prevention programs. At the same time, the police aim to cooperate with private sector groups to utilize the mass media, the Internet, PR brochures, and other varieties of media, various events in local community and schools, and other opportunities to actively promote educational campaigns for the prevention of drug abuse.

In addition, to receive consultation on drug abuse prevention, the police shall allocate drug abuse prevention advisers and utilize telephone consultation.

3. Promotion of anti-firearms measures

(1) Priorities in anti-firearms measures

a. Exposure of firearms caches, and the annihilation of criminal organizations

The police aim to strengthen efforts to expose firearms caches that *Boryokudan* or other criminal organizations are systematically managing or hiding, and confiscate them. At the same time, the police shall thoroughly carry out bottom-up investigations toward the arrest of the central figures of such organizations and thus obliterate these groups.

b. Cutting off the supply

(a) Cutting off the supply from other countries

The police seek to strengthen information-gathering on illegal trading of firearms, strengthen cooperation with related organizations in Japan and other countries, and thoroughly expose smuggling rings at ports of entry. At the same time, the police seek to determine firearm smuggling routes, and cut off the supply of firearms from other countries.

(b) Cutting off the supply in Japan

The police seek to strengthen the collection of information on illegal trading of firearms, strengthen cooperation with related organizations in Japan and other countries, and thoroughly expose any illicit sales and manufacturing of firearms. At the same time, the police shall seek out the criminal organizations involved in these and other trafficking routes, and cut off the supply of firearms to and within Japan.

c. Prevention of the spread of illegal firearms within society as a whole

The police forces aim to promote the formation of a society that does not tolerate illegal firearms. Each citizen should be adequately informed about the danger and anti-social nature of firearms, and aim to firmly reject illegal firearms and their use. The police will make efforts toward this end, and obtain people's cooperation with investigations, such as providing information about firearms.

(2) Strengthening of exposure of firearms

- a. Finding out the specifics of how criminal organizations are managing and hiding firearms

(Omitted)

- b. Active use of investigational methods to respond to organized crime

(Omitted)

- c. Promotion of international cooperation on investigations

(Omitted)

- d. Strengthening the system to crack down on crimes involving firearms

(Omitted)

(3) Strengthening of cooperative relations with related organizations and related groups

To promote collection of information on smuggling of firearms and to promote crackdown, the police seek to strengthen cooperation with the Customs and Immigration Bureaus, the Japan Coast Guard, and other related organizations, and aviation business operators, harbor and port business operators and other related groups.

(4) Strengthening of efforts for eradication of illegal firearms

The police cooperate with private sector groups to carry out campaign activities and utilize mass media, internet, PR brochures, and other media, various events in local communities and schools, and all other opportunities to actively promote educational campaigns for the prevention of illegal firearms.

In addition, to prevent crimes involving use of firearms which pose a threat to the safety of our citizens, the police shall strengthen its crackdowns while keeping a close check on the spread of illegal firearms through society as a whole.

4. Promotion of measures against international organized crime

(1) Finding out operating methods and strengthening crackdowns

In measures against international organized crime, the police aim to reveal operating methods of activities of international criminal organizations, how they are operated and how funds are raised, what personal or financial connections and competitive or friendly relations exist with other international criminal organizations or *Boryokudans*, and other conditions in general. At the same time, the police seek to carry out effective crackdowns with priorities that correspond to operating methods of the organization, so that the police can deal severe blows to the base of the organization.

When investigating illegal stays, illegal employment and other crimes committed by foreigners in Japan, the police aim to carry out all investigations thoroughly, looking at not only individual cases but also their relations with international criminal organizations, *Boryokudan* and other criminal organizations. This contributes determining the operating methods of international criminal organizations.

In particular, the existence of many illegal aliens corresponds with the increase occurrence of international organized crime. The police shall work in cooperation with the Immigration Bureau to expose illegal aliens, to actively pursue arrests for crimes that encourage illegal entry, illegal residence or illegal employment. At the same time, the police pay attention to find out operating methods of criminal organizations that are involved in these crimes and encourage illegal entrance, illegal stay or illegal working, such as smugglers, underground banks, counterfeit brokers, and employment brokers.

(2) Promotion of international investigation cooperation

The police shall actively request investigative cooperation from related organizations in other countries through The National Police Agency.

In particular, for suspects who may flee abroad, the police aim to detain them via rapid and accurate searches at international seaports and airports. At the same time, the police, through The National Police Agency, will query related organizations in other countries to locate suspects. By these means, fleeing suspects can be quickly located.

In addition, from the viewpoint of reciprocity, the police seek to respond quickly and earnestly to all requests from related organizations in other countries.

(3) Promotion of guidance and educational campaigns to prevent illegal residents and illegal employment

For companies that employ or expect to employ foreigners, the police aim to discourage illegal employment, and encourage the proper management of foreign workers. To this end, the police, in cooperation with Illegal Employment Prevention Council, the Public Moral Environment Cleaning Association, and other related organizations, aim to effectively promote guidance and educational campaigns to prevent illegal residence and illegal employment.

VIII. Commendations

(Omitted)

. Emphasis of Operations of the Traffic Police in 2005

October 12, 2004

National Police agency Traffic Bureau Chief

1. Promotion of measures for the prevention of traffic accidents

(1) Smooth enforcement of the Revised Road Traffic Law

Based on the intents and purposes of revisions made by the Law Partially Revising the Road Traffic Law (2004 Law no.90), the police seek to prepare for its smooth enforcement, in cooperation with relevant organizations, by carrying out educational campaigns about the contents of these revisions, and ensuring necessary budget and personnel, and in cooperation with relevant organizations.

(2) Promotion of measures for the prevention of traffic accidents involving the elderly

To help the elderly understand the influence of declining physical functions on their movements due to aging, the characteristics of their common accidents, and traffic rules, the police shall promote, hands-on traffic safety education based on analysis of past traffic accidents.

In addition, by installing barrier-free type traffic signals, larger and brighter or self-illuminating road signs and markings, signal operations that separate cars from pedestrians, and revising traffic regulations on community roads, the police seek to improve the community environment for the elderly so that they can travel safely and easily.

(3) Promotion of traffic safety education based on the realities of traffic accidents

The police aim to promote traffic safety education aimed specifically at the various age groups of children. For example, identifying specific dangerous areas along the roads around the school makes children interested in the presentation. By encouraging schoolchildren to participate in traffic safety activities, the police shall try to lead them toward developing their knowledge and skills by themselves and raising their awareness of traffic safety.

Based on the actual conditions of traffic accidents in the community, the police aim to carry out traffic safety education with an eye on the frequency of accidents . At the same time, the police shall strengthen guidance and campaigns on the observation of traffic rules while riding on bicycles, and on the proper use of reflective materials.

In addition, to make traffic safety education available with their own initiative in all communities, work places and schools, the police shall work toward broader applications of the Traffic Safety Education Guidelines, developing more community leaders who can properly conduct traffic safety education, and lend support to their activities.

(4) Promotion of traffic guidance and patrol

Based on the actual conditions of local traffic and public requests, the police shall strengthen their patrols, focusing on vicious and dangerous violations, such as drunk driving and unlicensed driving, that directly lead to traffic accidents, as well as illegal parking and other violations that are a public nuisance. Also the police shall further patrols at night.

When violations are systematic or structural, the police shall actively seek the responsibility behind them.

Based on the Revised Road Traffic Law, the police shall actively scout for violations of laws prohibiting the use of mobile phones while driving.

For bicycle users riding with no light, riding in tandem, ignoring red lights, failing to make a temporary stop, and committing other violations that are dangerous to people on the sidewalk, the police shall actively patrol and give guidance. For those vicious and dangerous bicycle users who do not obey police guidance and warnings, the police shall go ahead and arrest them.

The police shall also thoroughly monitor the use of seat belts and child seats which are very effective in reducing injury due to traffic accidents.

On expressways, the police shall strengthen their patrols, stationed monitoring, and other street-level activities. The focus of patrols shall be on excessive speeding, drunk driving, tailgating, and passing lane violations. Based on the Revised Road Traffic Law, the police shall also actively enforce laws pertaining to riding tandem on motorcycles.

(5) Promotion of comprehensive measures against motorcycle gangs

To promote the breakup of motorcycle gangs, the police shall make preparations to crack down on motorcycle gang groups, with cooperation from relevant sectors, and the use of all the laws and ordinances at their disposal to arrest motorcycle gang members. In particular, based on the Revised Road Traffic Law, the police shall aim to prohibit dangerous acts on the spot, and promote active enforcement on noise-pollution violations (bad maintenance and resultant exhaust noise, defective mufflers, and noisy acceleration and braking).

In addition, the police shall promote investigations, not only for the proper seizure of vehicles used in reckless driving, but toward the possibility of confiscation (forfeiture), and the police shall aim to carry out administrative procedures effectively and properly.

Based on the mutual agreement of relevant ministries and agencies, and in cooperation with relevant organizations and groups, the police shall promote measures to prevent induction into motorcycle gangs and to facilitate members quitting said gangs. The police will also seek to promote measures to prevent illegal modifications to vehicles. At the same time, the police shall aim to facilitate special ordinances that prohibit the establishment of motorcycle gangs, to help foster a social environment that hinders their existence.

(6) Promotion of proper and scientific investigation of traffic accidents and proper measures for victims

For hit-and-run cases and other accidents where the victim is deceased and no interview is possible, and for cases where the parties involved offer conflicting witness, the police shall strengthen the management and training of investigators, and promote the scientific investigation of traffic accidents and cases, including the active use of traffic accident automatic recording devices.

If the police recognize a traffic accident or vehicle fire caused by an automobile that is suspected of being defective, the police will make sure to notify the relevant organizations.

To fatal accidents caused by vicious or dangerous driving, the police shall appropriately apply the terminology, “reckless driving resulting in death”.

For victims and the bereaved of hit-and-run cases and fatal traffic accidents, the police shall strive to inform them in a timely and appropriate manner a summary of the accident, the progress of the investigation, and any other relevant information, including answers to inquiries on the administrative disposition of the perpetrator. At the same time, the police shall guide and educate their personnel so that measures for victims are carried out in a manner that is considerate of the feelings of the victims and the bereaved.

(7) Promotion of effective measures for drivers

The police aim to improve driver education by making lecture courses tailored to the participants, such as refresher courses, and a courses for the elderly, and implementing thorough guidance and supervision to designated driving schools and designated course providers. At the same time, the police shall make efforts towards the proper operation of driving aptitude consulting services and the like.

To improve convenience for renewal applicants, the police aim to promote further simplification and rationalization of renewal procedures, such as expansion of renewal counters. At the same time, the police aim to expedite the conversion of drivers license to IC cards.

Based on the Revised Road Traffic Law, the police shall cooperate with relevant groups and promote driver education on the issue of tandem riding on motorcycles. At the same time,

the police shall promote preparation for smooth implementation by improving the system of tests and lessons for the medium-sized-vehicle licenses.

(8) Strengthening of cooperation and guidance to relevant groups and traffic-related business operators

The police shall strengthen cooperation and guidance to traffic safety associations and other traffic-related groups, driver dispatch operators, traffic information providers, and other traffic-related business operators, so that their activities are carried out properly and actively in line with their original intent and contribute to safe and smooth traffic.

2. Making traffic environments safe and friendly

(1) Active and planned promotion of installation of traffic safety facilities

Toward achieving the goals set by the social capital development plan , the police forces shall promote active and planned installation of traffic safety facilities. In doing so, to increase the effectiveness of these facilities, the police shall properly carry out analysis of occurrences of traffic accidents, traffic congestion and pollution, listen to the opinions of local residents and road users, contact and coordinate with relevant organizations and groups, monitor the results of installation, and adjust the measures accordingly.

(2) Securing safe passage for pedestrians and bicycle users

Considering the present situation of severe injury due to traffic accidents involving the elderly and other pedestrians, and bicycle users, the police aim to ensure safe passage for pedestrians and bicycle users by promoting a comprehensive safety plan which is a combination of measures, such as: widening sidewalks and shoulders, setting speed limits and other traffic regulations, upgrading traffic signals, installing barrier-free type traffic signals, introducing signal operations that separate pedestrians and cars, changing traffic lights to LEDs, and making road signs and markings larger, brighter and self-illuminating. The police shall implement these measures particularly in “safe walking areas and other living areas or commercial areas, and other crossings or single roads where traffic accidents occur frequently and are indicated as “accident danger spots”. In promoting these measure, the police shall cooperate closely with road maintenance planners, and reflect the opinions of local residents and road users in these measures.

(3) Optimization of traffic management and promotion of environmental measures by increased use of IT for road traffic

The police aim to optimize traffic management by utilizing the latest information and telecommunication technology. More specifically, the police aim to promote the following:

upgrading of traffic signal controls; upgrading of collection and provision of traffic information; installation and expansion of Universal Traffic Management Systems (UTMS), such as Public Transportation Priority System (PTPS), Fast Emergency Vehicle Preemption System (FAST) and Driving Safety Support Systems (DSSS); and installation of vehicle sensors, optical beacons, and other devices necessary for these systems.

The police also seek to promote Transportation Demand Management (TDM) measures, and revise traffic signal controls and traffic regulations according to the latest traffic situation. In this way, the police can promote comprehensive measures for smoother traffic, looking at the traffic flow across entire metropolitan areas.

(4) Promotion of comprehensive measures for parking

The police promote comprehensive measures for parking, while considering the actual conditions of parking in the area and also the shift toward barrier-free traffic. In promoting the measures, the police shall crackdown on vicious, dangerous and highly annoying cases of illegal parking, enforce specific parking regulations, and effectively operate parking guidance systems. At the same time, the police seek to strengthen cooperation with relevant organizations for establishment of ordinances, such as the Ordinance to Obligate Installation of Parking Lots and the Ordinance to Prevent Illegal Parking, and for the improvement of parking lots.

In addition, by proper and effective application of the Law Requiring Automobile Owners to Have an Exclusive Parking Space (the Garage Law), the police try to make sure that the car owners' obligation of preparing a place to safekeep the car is fulfilled. At the same time, to lighten applicants' burden, the police aim to make efforts to realize a one-stop service for all procedures regarding car ownership.

Furthermore, considering the Revised Road Traffic Law, the police shall take appropriate steps for the long-term safe keeping of vehicles.

With an eye toward the smooth introduction and operation of the new parking control law which is planned to take effect in fiscal 2006, the police aim to promote preparation for commissioning work to private companies, such as registration of companies eligible for check work and implementation of lecture courses for eligible parking watchers. In addition, the police seek to revise parking regulations in detail, construct various systems to respond the new control system, and carry out education and other detailed tasks in preparation.

(5) Promotion of safety measures for expressways

For expressways in the planning stages, the police aim to properly grasp the position and structure of the roads, and to propose improvements to road shape, installation of facilities for road safety, and other necessary measures for traffic management. At the same time, the

police shall consult with the road managers about positions of connection to local roads, separation structures, etc. to promote measures in advance.

For expressways in use, the police properly seek to gather and understand statistics such as traffic accidents, traffic flows and actual speeds, and their road structure such as road shape, gradient, and simple separation segments. Based on these, the police cooperate with the road managers to carry out on-site inspections and propose necessary measures. In this way, the police aim to promote safety measures.

Furthermore, considering the Revised Road Traffic Law, the police aim to promote safety measures for motorcycles on expressways, such as improving facilities for traffic safety, in cooperation with road managers.

3. Promoting Exemplary Traffic Police Officers

(1) Reduction of bureaucratic burdens through higher efficiency services and optimization

To respond to the increasing number of traffic accidents, the police shall actively introduce investigation support systems such as Traffic Accident Automatic Recognition Systems, and upgrade and improve the Traffic Accident Information Management System.

In addition, the police shall properly promote commission of desk work that are related to the traffic police.

(2) Promotion of measures to raise morale

The police aim to improve their work environments by enhancing the investigation systems for traffic accidents and incidents, and seek to improve treatment of staff by raising miscellaneous pay allowances.

In addition, the police shall properly commend its officers.

(3) Thorough prevention of injury by accident

The police shall thoroughly manage its organization with on-site inspections and other means, and work for better maintenance of equipment and materials, and for their effective use. At the same time, the police will actively carry out small group (QC) activities, dispatch training at Japan Safe Driving Center's Safe Driving Training Center, and other hands-on practical training to establish each individual police member's awareness of prevention of injury by accident. In this way, the police aim to eradicate the death of officers in the line of duty, and injury due to accident during street duties.

. Action Plan on Counter Terrorism

—To protect citizens from increasing threat of terrorism—

August, 2004

National Police Agency Security Bureau Chief

<Introduction>

Recently, an increasing number of people are.

In an opinion poll conducted in October 2004 to about 2,000 Japanese people, about 60% of them expressed their feeling that international terrorist attacks might happen in Japan. It is obvious that people's anxiety is rising higher.

Firstly, it seems there are several tangled factors behind **the increasing threat of terrorism**, which is driving people anxious. We think the major factors are the following five:

The first factor is **the spread of networks of terrorist organizations that cooperate beyond national borders, and increasing possibility that Japan may become a target of terrorism because Japan is walking along with the international community in the war against terrorism**.

In 1979, when the former Soviet Union military intervened in Afghanistan, Islamic volunteer fighters gathered in Afghanistan. When the Soviet withdrew in 1989, the volunteer fighters went back or fled to countries in Asia, the Middle East, Europe, America and Africa. Among them, some extremists became the leaders of international terrorist organizations that are against the world order by US after the Cold War. They called together with the purpose of making successful anti-US terrorism, and strengthened cooperation among their organizations in logistics, funds and techniques. Al-Qaeda emerged led by Usama bin Ladin, and cooperation deepened among international terrorist organizations, then on September 11 of 2001, the multiple simultaneous terrorist attacks happened in US (hereinafter "the 9-11 terrorist attacks"). This had a symbolic meaning.

In these circumstances, Japan, which continues the war against terrorism in cooperation with the international community, was named as a target of terrorism in the statements issued in October 2003 and May 2004 which were allegedly by Usama bin Ladin. In April 2004, three Japanese nationals were taken as hostage in Iraq, and the demand was withdrawal of the

Japanese Self-Defense Forces sent to Iraq. As such, the possibility of being targeted is increasing.

The second factor is **the rising possibility that Islamic communities in Japan may be misused for terrorist activities by Islamic extremists.**

A French national, who was related to Al-Qaeda and wanted internationally, was getting in and out Japan repeatedly on a false passport. We are still investigating this case. Japan is no longer unrelated to the movement of international terrorism.

It is said that the persons involved in the 9-11 terrorist attacks in US and the multiple simultaneous train bomb attacks in Madrid, Spain in March 2004 were blended in Islamic communities in West Europe before carrying out the terrorism. In Japan, about 90 thousand people from Islamic countries are staying and forming communities nationwide. There is a concerned possibility that Islamic extremists may misuse these communities when they cause terrorism in Japan.

The third factor is that **no change is seen in the danger of terrorism by North Korea, which has already carried out terrorism in the past and is still sending a significant number of agents into Japan.**

North Korea has been repeating harmful activities against Japan such as abduction of Japanese and espionage in Japan. Even today, a significant number of North Korean agents are still active in Japan. There is a possibility that they are doing illegal activities such as illegal export of materials related to weapons for mass destruction. There is also an undeniable possibility that in an emergency they carry out terrorism such as destructive activities on important facilities in Japan.

In terms of the nuclear development issue, North Korea is unlikely to change its policy dramatically. It seems to continue its brinkmanship, and the final solution seems to take significant time. If North Korea continues nuclear development during that time, then it increases the possibility of spread and transfer of nuclear materials to terrorists and others.

The fourth factor is **the increasing possibility of terrorism using nuclear material, biological agent or chemical agent (hereinafter “NBC terrorism”) or terrorism on soft targets, which means terrorism is getting larger and more indiscriminating.**

In recent years, threat of NBC terrorism is increasing sharply. In 2001, the anthrax cases happened in US. In 2002, American members of Al-Qaeda planned terrorism to use “dirty bombs” which spread radioactive substances. In January 2003, a group of Algerians in

London, who were arrested on suspicion of violation of the Anti-Terrorism Law, possessed substances related to highly toxic risin. In February 2004, highly toxic risin was found in the Senate floor leader's office in Washington, D.C.

Particularly it is easier to obtain raw materials of biological weapons and chemical weapons than those of nuclear weapons. And it is also easier to mass-produce these weapons than nuclear weapons. Furthermore, it takes lower cost to get these weapons. So they are becoming very "attractive weapons" for terrorists.

And recent terrorism is increasingly large and indiscriminating, such as the 9-11 terrorist attacks which targeted buildings where many citizens gathered (resulting about 3,000 deaths including 24 Japanese), the train bomb attacks in Madrid in which a public transportation was directly targeted (resulting 190 deaths), and the bombing of a disco and other places where many tourists gathered in Bali, Indonesia (resulting about 202 deaths including 2 Japanese). There is still a high possibility that terrorists cause large damages on soft targets in order to appeal their claims.

In addition, while computer networks are permeating into highly public social bases such as administration and other important infrastructures, worldwide cyber attacks happened in October 2002 against root DNS servers which control data flows of Internet .

As such, terrorists are significantly improving their weapons and indiscriminating the targets. If such a terrorism occurred in Japan, it is concerned that large damages would happen to people's lives.

The fifth factor is **the increasing possibility of occurrences of terrorism, including that caused by groups other than existing organizations, while fundamentals of Japanese society are changing in quality; it is pointed out that society's crime deterrence function is getting weaker, and people's normative consciousness is getting lower.**

From October 2002 to November 2003, members of "Kenkoku-Giyu-Gun Kokuzoku-Seibatsu-Tai (traitor punishment corps)" caused serial shooting and threatening cases in wide areas. Here, ordinary people who had contacts through a common hobby of collecting Japanese swords, and who had a distance from existing rightwing movement, easily followed the leader's opinion and shortly formed a group that carried out terrorism and guerilla activities in sequence.

In July 2002, an explosion case occurred at the main gate of International Exhibition Center Station of Yurikamome line in Tokyo. It was followed by a series of cases in which handmade bombs were made from materials on the market and information on the Internet.

Furthermore, "Panawave" members in white costume wandered about in mountainous areas, making a queue of automobiles while repeating illegal actions and annoying actions.

They gave residents a great deal of anxiety, so the police strengthened collection of information and made strict crackdowns to wipe out the anxiety.

Threats of terrorism by violent ultra-leftist groups, rightists and Aum Shinrikyo are still high. Additionally, in the future, along with the qualitative changes in society caused by the changes in people's consciousness mentioned above, we are worrying about occurrence of terrorism by new entities and in new forms that are different from those in the past.

Secondly, based on the analysis above on the background of increasing threat levels of terrorism, we examine **what measures are required for the police to take**.

The first point is that **the key to anti-terrorism measure is prevention**, because once a terrorist attack occurs, it causes many victims. The police need to work for prevention with its organization's all strength.

The police have responsibility for collection of information in general on terrorism in Japan and abroad. The police also have responsibility to use collected information to promote efficient and effective activities in pursuit, arrest, precaution and guard for prevention of terrorism. Strengthening such "Trinity" ("information", "pursuit and arrest", and "guard") activities is indispensable for prevention of terrorism.

Specifically, first of all, it is indispensable **to exchange information closely with security and intelligence institutions in other countries and obtain information on movements of terrorist organizations and terrorists**. Terrorism is usually carried out secretly by using an international network. To prevent this, it is crucial to obtain better intelligence quickly and accurately. It is important to make good use of the information obtained from foreign institutions, to make close cooperation with relevant institutions in Japan, and **to strengthen border control measures** to prevent terrorists from entering Japan.

If terrorism happened abroad to Japanese nationals or Japanese interests, it is necessary to send our specialist staff to the site for information gathering and investigation support, and the like, to cooperate toward clarification of the matter.

Furthermore, it is important **to strengthen the information collection on suspicious persons** in Japan and **to add accurate analysis and evaluation to this information**. It is also important to dig down the collected information **to use it for promotion of various security measures**, such as crackdown of latent illegal cases, and guard of important facilities that are potential targets of terrorism as well as Imperial family escorts and protection of dignitaries.

To make guard and other measures really effective, it is indispensable to make close cooperation with managers of important facilities and public transportations, and to ensure cooperation from citizens such as provision of information. It is important **to promote efforts to “make a society that does not allow terrorism by the government and private sectors together.”**

The second point is **to establish a system that can always properly respond to a large terrorism**, if it should occur.

A large terrorism involves a large number of citizens' lives and physical safety, and even the existence of a nation. If such a crisis should happen, the police would play a central role in the response. Therefore it is important **to make practical plans in ordinary times, assuming all possible cases of emergency**, and deepen the cooperation with relevant institutions **to construct a network that really works in emergency**.

Security police, of which the riot police is the centerpiece, are the core of emergency management and response of Japan. As it is important **for national security to maintain their readiness by uninterrupted trainings of response capability and by improvement of equipment and materials**, we need stronger efforts for this. Particularly, it is an urgent task to improve and strengthen Special Assault Teams (SAT), Counter-NBC Terrorism Squads, Anti-Firearms Squads, etc., which have advanced specialist abilities that can also deal with crisis.

Aiming at establishing a safe society in about three years, in which people can live with peace in mind, National Police Agency made “Emergency Program for Security” in August 2003. In consideration of this Program, and based on the basic ideas mentioned above about prevention of terrorism and response to it when it occurs, we decided to summarize the various measures to be taken for the present.

In promoting anti-terrorism measures, it is essential to respond to daily-changing situations and always construct the most effective strategy. The police intent to implement this action plan steadily, and to revise it uninterruptedly while always confirming the situation of terrorism and the progress of measures. Thereby we will protect irreplaceable lives of the people from terrorism, and meet the people's trust and expectation.

1. Strengthening Measures for the Prevention of Terrorism

(1) Strengthening border control measures

1) Border crisis management measures through close cooperation with relevant institutions

For the case of illegal entry by a person related to Al-Qaeda, which has been found out recently, the relevant police have started obligatory investigation on related cases and are working for revealing the truth. Considering such situation, we can no longer say that the threat of international terrorism has nothing to do with Japan. Thus the police strengthen the activities of airport crisis management officers, who are now acting as the core of cooperation among relevant institutions at Narita International Airport and Kansai International Airport. The police also strengthen other cooperation among relevant institutions in order to detect suspected terrorists and stop them from entering Japan.

2) Utilization of biometrics in immigration

To prevent international terrorism, it is important to stop terrorists from entering Japan. But due to the limited performance of the equipment and devices for detecting false passports and the limited time for entry inspection, it is difficult to detect all the false passports at entry. In fact, the number of persons who entered Japan illegally on false passport is increasing every year, and the number of illegal aliens arrested in Japan by the police increased to four times as many from 1998 to 2003.

The United States already requires fingerprints and face photos to be taken when travelers apply for visa and when visa holders land. Similar steps are planned for visa exemptees by September 2004. Under these circumstances, it is also an urgent task in Japan to use biometrics, such as fingerprints and face photos, for immigration. This is an urgent task.

Thus the police cooperate with the “working team which aimed at promoting immigration control utilizing biometrics”, which was established under the executive meeting of the Ministerial Meeting Concerning Measures Against Crime, and the police energetically discuss the matter both institutionally and technically.

3) Introduction of sky marshals

Since the 9-11 terrorist attacks, the threat of terrorism using aircraft is increasing. Under these circumstances, if information on threat of terrorism to a foreign flight that departs from, arrives in, or passes over US was confirmed, US imposes obligation of protecting the flight by sky marshals. If that obligation is not fulfilled, US does not allow the flight to pass its airspace. For this reason, the number of nations either implementing sky marshals or discussing their introduction is increasing. Sky marshals are expected to

have general effects for deterring the threat of terrorism using aircraft, and they can be an effective means of security of aviation, depending on the status of threat. From these things, the police further carry on the preparation for introduction of sky marshals.

4) Work to halve the number of illegal residents

The “Action Plan to Realize a Strong Society against Crimes” (made by Ministerial Meeting Concerning Measures Against Crime in December 2003) aims at reducing illegal aliens by half in five years. Communities formed by illegal aliens have possibilities of being misused by terrorists. The police utilize the procedures to handover illegal aliens to entry guard according to article 65 of the Immigration Control and Refugee Recognition Act, and improve equipment and materials that contribute to detection and arrest of illegal aliens. In this way, the police strongly promote measures against illegal aliens.

5) Strengthening coastal security

In the spy ship incident in the southwest sea area of Kyushu in December 2001, it was found that the ship contained many devices and weapons: the devices included a small boat, rubber boats, water scooters to be used by North Korean agents to sneak in and out, and the weapons included rocket launchers and other extremely lethal and destructive weapons. Similar spy ships are active in the sea areas around Japan and posing a threat to national security. In these circumstances, the police cooperate with relevant institutions, try to obtain cooperation from people, and improve equipment and material to be used at night for early detection of suspicious ships and illegal entries.

(2) Gathering and analyzing information related to terrorism and increasing the discovery of and crackdown on terrorist suspects

1) Strengthening stance on information gathering and pursuit for the sake of uncovering and arresting international terrorists

In recent years, Islamic communities are being formed in many places in Japan. In foreign countries, there are cases where terrorists were hiding in local Islamic communities and secretly preparing for terrorism. Japan has also a concern that Islamic extremists might misuse these communities before causing terrorism. Therefore the police strengthen the system for anti-terrorism measures and promote collection of information on suspicious movements, clarification of suspicious matters, and crackdown on latent terrorism-related incidents.

2) Information gathering in cooperation with foreign security intelligence agencies

To properly respond to terrorism, which is networking beyond national borders, National Police Agency itself must construct a close relationship with security information institutions in other countries and exchange high-quality information in nation-to-nation relations. For this, National Police Agency is promoting high-level information exchange by Director General, Foreign Affairs and Intelligence Department and practical-level information collection through Overseas Liaison Officers between the Agency and the foreign security information institutions. The Agency needs to further strengthen the system and enhance information exchange among section chiefs and other officers in charge. If a terrorist incident occurred overseas involving Japanese nationals or national interests, then the police send a Terrorism Response Team- Tactical Wing for Overseas (TRT-2) to the site. This team consists of staff members who have expertise in hostage negotiation, criminal identification, etc. They deploy to collect information and support investigation to contribute to solving the case.

National Police Agency also improve analysis ability for better use of image information by information-collecting satellites.

3) Responding to the issue of North Korea, which is crucial issue in terms of security

North Korea has caused serious terrorism cases in the past, and carried out suspected cases of abducting Japanese citizens and incidents of suspicious ships. Its agents are repeatedly entering and exiting Japan. And there have been many cases of illegal export of materials related to weapons for mass destruction to North Korea. Therefore, from the viewpoint of anti-terrorism measures, we need to keep paying serious attention to North Korea's moves. To respond these situations, the police enhance the necessary system and strongly promote collection of information about suspects of North Korean agents. National Police Agency also strengthen the system and promote collection of related information and clarification of cases of suspected abduction of Japanese citizens and cases where the possibility of abduction by North Korea cannot be eliminated.

4) Promoting measures against violent ultra-leftist groups

Violent ultra-leftist groups are the largest terrorist organization in Japan and have powerful covert organizations. They have been repeating terrorisms, guerrilla acts, and inter-factional violence with time bombs, rockets, and so on. They are still one of the biggest threats to the security of Japan. To eliminate these threats, the police strongly promote clarification of the actual conditions of covert organizations, exposure of covert bases of operations, and discovery of covert activists including the wanted suspects.

5) Promoting measures against rightists

While issues on North Korea, Northern Territory, and Yasukuni Shrine are piling up, the rightists are expected to activate their protesting activities against the government. In that process, there is a possibility for them to cause terrorism, guerrilla act or coup against government VIPs or related facilities. In recent years, there have been the cases of Kenkoku-Giyu-Gun, in which its members carried out serial terrorism and guerrilla acts, such as shooting guns and setting explosives and similar things, in wide areas against North Korea-related facilities and VIPs of the government and political parties.

Recently, the rights are increasing their latency and anti-police posture. To respond to this, the police strongly promote pursuit and investigation over wide areas.

6) Promoting measures against Aum Shinrikyo

Aum Shinrikyo is a group that was led by the accused Chizuo Matsumoto as Shoko Asahara and carried out the subway sarin case and other terrorisms. The cult is still under the absolute influence of the accused Matsumoto, and it is recognized as still having the danger of committing indiscriminate mass murder. In addition, three special wanted suspects are still at large. Furthermore, although the cult withdrew from Russia temporarily, it has resumed its activities in Russia recently; for instance, it is sending executive members to Russia. In 2000, Russian public security authorities arrested Russian Aum members who had plotted a terrorism to regain the accused Matsumoto. To prevent such terrorism, the police promote comprehensive measures against the cult.

7) Strengthening measures against cyber terrorism

With the reaping progress of society in information and networking technologies, information systems and info-communication networks are permeating into important infrastructures and other highly-public social bases. Along with this, the threat of cyber terrorism has become reality. The police strengthen the system for information gathering and investigation on cyber terrorism, and emergency response ability; improve education and training for investigators; and strengthen the cooperation with important infrastructure operators and relevant institutions overseas.

(3) Thorough security at important facilities

1) Strengthening airport protection and security measures in cooperation with the Ministry of Land, Infrastructure and Transport and airport administrators

The serial vehicle robbery case at Tokyo International Airport in April 2004 could have brought a serious disaster of collision between an aircraft and a vehicle if a single step had gone wrong. Based on the lesson learned from the case, and to eradicate such a case in future, the police closely cooperate with the Ministry of Land, Infrastructure and

Transport and the airport managers. At the same, the police improve equipment and materials, and promote measures for searching suspicious persons and vehicles and measures for preventing vehicles from rushing into airport facilities.

2) Preventing terrorist attacks on trains

Considering the case of terrorism of simultaneous train bomb attacks in Madrid, Spain in March 2004, the police are cooperating with the Ministry of Land, Infrastructure and Transport and railroad business operators to thoroughly watch and guard railroads and stations, with particular emphasis put on Shinkansens. From now on, the police upgrade its equipment and materials to improve the riot police's ability to handle explosives.

3) Thorough policing and security at nuclear power related facilities and other important facilities

Considering the severe situations of terrorism in these days, the police are routinely watching and guarding nuclear-related facilities with anti-firearm squads equipped with submachine guns, rifles and armored guard vehicles. Since the multiple simultaneous terrorist attacks in US in September 2001, the ordinary riot police are also enhancing watch and guard on other important facilities. The anti-firearm squads are the core of guard of nuclear-related facilities. We need to improve their equipment and materials to prevent terrorism. Each piece of equipment of riot police is for suppressing the incident when a serious incident has occurred. At the same time, the equipment is for protecting the life of riot police members. Therefore planned renewal of equipment is necessary.

4) Strengthening measures for Imperial family escorts and dignity protection

Considering the severe situations of terrorism and the incident of obstructing progress of a trail of cars which occurred in Hokkaido in July 2003, and also considering affinity between Imperial Family and the people, the police strengthen the power for watching the trail of cars by improving necessary equipment and materials and by establishing a proper command system.

(4) Strengthening crisis management planning functions and development of legislation necessary to and effective for preventing terrorism

1) Strengthening crisis management planning functions

By the agreement among three parties on May 20 of 2004, a bill for the Basic Law for Emergency is scheduled to be submitted to the 2005 ordinary session of the Diet. The police actively participate in the process of making the bill. At the same time, the police uninterruptedly carry out necessary reform to its organization to deal with emergency. In

addition, the police keep playing the role of the core in discussion on how to deal with emergency in the Security Council Expert Committee on Emergency Response.

2) Development of legislation necessary to and effective for preventing terrorism

The key to measures against terrorism is prevention. In the third Ministerial Meeting Concerning Measures Against Crime, which was held on June 22 of 2004, the chief cabinet secretary instructed that measures against terrorism always need revision in both operations and laws for prevention. To respond this, relevant ministries and agencies are going to discuss specific measures. The police participate in this process actively.

In Europe and America, countries had laws for measures against terrorism based on each country's situation. But after the 9-11 attacks, their contents were further strengthened, and it became further required that measures against terrorism be carried out in the frame of international cooperation.

For example:

- For border control measures, many countries in Europe and America do not require actual violation of public safety as the reason for forced expulsion. The United States started operation of a system that takes fingerprints and face photos of foreigners when they enter and exit the United States.
- For collection and analysis of related information and detection and crackdown of suspects, France and Germany obligate hotel operators to confirm the identity of foreign guests, make them fill in the visitors' card with matters for identification, and report them to the police. In US and UK, the allowed range of communication interception and undercover investigation is wider than that in Japan.
- For management of biological agents and toxins, UK obligate the manager to notify the Home Secretary about their storage and use, with penal regulations.
- For watching important facilities, in UK, to prevent terrorism, the police can stop persons and vehicles in areas designated by certain police executives, and the police can prohibit or restrict parking on designated roads. In Germany, the authorities concerned can carry out security inspections on personnel of airport, airliners, and nuclear power plants with their consent.

In this way, the countries in Europe and America have strengthened laws on terrorism, which seem effective for prevention of terrorism because many Al-Qaeda-related persons have been arrested. In this situation, internationally, Japan is not allowed to become an loophole of measures against terrorism. Therefore, we study other countries' laws on terrorism and their application, and strengthen cooperation with Cabinet Secretariat and

other relevant ministries and agencies to make effective laws which conforms to the reality and law system of Japan and which can obtain national consensus.

2. Strengthening Capacity to Respond to Emergency Situations When They Occur

(1) Coping with major terrorist attacks swiftly and effectively

1) Coping with NBC terrorist attacks

Aum Shinrikyo caused the Matsumoto sarin case in 1994, the subway sarin case in 1995, and a series of other cases. These made people in Japan and abroad recognize a new form of terrorism using chemical agents as a real threat. And then in 2001, the anthrax cases happened in US. In 2002, American members of Al-Qaeda planned terrorism to use “dirty bombs” which would spread radioactive substances about. In 2003, a group of Algerians in UK possessed risin-related substances. In 2004, highly toxic risin was found in the Senate floor leader’s office in US. The threat of NBC terrorism is increasing internationally.

The police increase Counter-NBC Terrorism Squads, which have high ability to detect and remove causative agents. The police also provide necessary equipment and materials to police stations so that they can do quick primary initial response activities.

2) Expansion of Special Assault Teams (SAT)

SAT is sent to cases of hijacking, serious terrorism such as occupation of important facilities, and cases where firearms are used. Its main duty is, while securing the safety of victims and concerned parties, to suppress the matter and arrest suspects. SAT is a trump in response to such matters. Therefore, the police try to further upgrade their equipment and materials for reconnaissance and suppression, and expand and improve their training facilities and their systems.

3) Promotion of cooperation with the Self-Defense Forces, the Japan Coast Guard, etc.

For response to emergency, cooperation with relevant institutions is indispensable. So far, the police have been building up experience, such as joint simulation trainings with the Self-Defense Forces assuming mobilization for public security (carried out in 29 prefectures since November 2002), joint trainings with the Japan Coast Guard on watch and guard of nuclear-related facilities (carried out in 8 prefectures since June 2003), and joint trainings with the fire authorities and municipalities assuming NBC terrorisms. The police further strengthen cooperation with these relevant institutions, and make efforts to improve response ability.

(2) Implementation of accurate evacuation and rescue procedures in order to protect and minimize damages to citizens

The “Law Concerning the Measures for Protection of the People in the Event Armed Attack, etc. ” was established in June 2004. The Law provides for armed attacks, large-scale terrorist attacks, and other emergencies. In these emergencies, the police have responsibility to respond quickly and properly to guide evacuees and rescue victims. It is assumed that in such situations nationwide inter-prefectural responses are needed. For this, the police carry out practical trainings. The Police also make efforts to enhance equipment and materials that can be used for rescue of victims and guidance of evacuation of residents when a large-scale terrorism or natural disaster has happened. In addition, National Police Agency makes its “Civil Protection Plans”, and the police actively participate in the process of making the basic guideline of the government and plans of prefectures and municipalities.

<Conclusion>

In July 2000, the “Urgent Proposal on Police Renovation” was made. It proposes “to employ excellent people and enhance their abilities” and that “we need to make an environment where police members are rewarded when they make efforts, they are appreciated and respected from society, and they can work with pride and sense of mission. The Government should make efforts to improve the reward system and other treatment.”

In the Third Ministerial Meeting Concerning Measures Against Crime, which was held in June 2004, the Prime Minister Koizumi said, in effect, that we must take good care of field staff who engage in “hard work and dangerous work”.

No matter what plan we make and no matter how we provide latest equipment and materials, what carry out the plan and do investigation or watch and guard using those equipment and materials are “people” after all. Therefore, it is important to enhance each individual police officer’s ability by improving education and training. It is also important to ensure appropriate treatment according to job difficulty and achievements, and to foster excellent people who have full sense of mission. While considering these points well, the police promote the measures listed in the main text of this Action Plan, thereby to make best efforts to protect people from increasing threat of terrorism.

**. On Establishment of the Outline of Promotion of Opening-up of the Police
Info-Communication System**

March 19, 1998

National police agency Deputy Commissioner General

Crime is increasingly involving wider areas and becoming better organized. To properly deal with the recent threats to public security, each sector of the police must further improve information gathering capabilities and make effective use of collected information, while taking necessary steps to protect personal information and protect confidentiality during investigations. At present, there compatibility issues, which sometimes make it difficult to exchange information between info-communication systems, often requiring additional large-scale installations to solve the problem.

With the globalization of markets, technical competition between many corporations has driven info-communication devices toward ever higher performances and lower prices. At the same time, the specifications are being standardized internationally.

With these movements in mind, it is unavoidable that we open up the Police Info-Communication System by constructing a system that can conducts mutual exchanges of information, and make rapid use of the latest technologies from the private sector.

Therefore, at this time, as shown in the Appendix, the police has determined its "Outline of Promotion of Opening-up of the Police Info-Communication System". When we improve the Info-Communication System, we should actively promote opening-up of the system, while paying attention to security of secrets in accordance with this Outline.

I hereby notify by command.

Outline of Promotion of Opening-up of the Police Info-Communication System

1. Purpose

This Outline aims to set up basic guidelines for promoting opening-up of the Info-Communication System, while paying attention to safeguarding confidential files, for the smooth exchange of information among info-communication systems and the realization of a high-quality Info-Communication System.

2. Definition of the Info-Communication System

In this Outline, the Info-Communication System refers to the police systems that encompass various devices and materials, such as communication devices and information processing devices, that are connected to a communication network and have functions to send and receive information via the communication network.

3. Basic guidelines

The basic guidelines for the police to promote opening-up of its Info-Communication System are the following:

(1) Promotion of standardization of specifications, etc.

a. Standardization of specifications

We should promote the standardization of interface specifications, etc. so that different information systems can smoothly exchange information with each other. When promoting standardization of specifications, we should adopt regular international standards or de facto standards as much as possible.

b. Publication and dissemination of specifications

If we adopt original specifications because there are no common international standards nor de facto standards, or they are not appropriate, then we should actively make these specifications public, to the point where they do not hinder the maintenance of confidential files on the System or other activities of the police, and we should make efforts for making wide use of these specifications.

(2) Making good use of the principle of market competition

When deciding on specifications for the Info-Communication System, we should try to make best use of the market principle. Only if it is truly unavoidable should we limit providers to specific vendors because of patent or other intellectual property rights, or for maintaining confidentiality.

