Special Report I: Police Activities and the Great East Japan Earthquake

At 2:46 pm on March 11, 2011, the largest earthquake in Japanese recorded history occurred, its epicenter falling off the Sanriku coast. The earthquake triggered massive tsunami waves, striking the Tohoku region and other areas along the Pacific coast and inducing the failure of nuclear power plants and other facilities.

Since the earthquake, many police units from across the nation have been dispatched to support local prefectural police in Iwate, Miyagi, Fukushima and other affected areas to ensure a unified national police structure. Police have engaged in a wide variety of activities in harsh environments to ensure the safety and security of affected areas, including evacuation guidance and rescue of victims, missing persons searches, response to nuclear disaster, and various traffic measures.

This was truly an unprecedented catastrophe. Police have substantially lengthened the earthquake response in terms of missing persons searches, response to nuclear disaster, recovery and reconstruction of the affected areas, and expect various complications from the far-reaching, extensive damage. This disaster has created special circumstances quite different from past disasters; entire towns have been washed away by the tsunami, and traditional local communities have collapsed.

This special report will introduce the concerted efforts the police are taking to handle these issues under such circumstances.

Section 1: Damage Situation and Police Organization

1. Damage Situation

As of June 20, 2011, the death toll nationwide from the Great East Japan Earthquake and its aftershocks was 15,467, with missing persons rising to 7,482.

Of the 13,135 bodies autopsied or otherwise examined in Iwate, Miyagi, and Fukushima prefectures in the first month following the earthquake, 92.4%, or 12,143 persons, were found to have died from drowning.

2. Police Organization

In response to requests for assistance from Iwate, Miyagi, and Fukushima prefectural public safety commissions, a gross total force of approximately 389,000 officers and Interprefectural Emergency Rescue Units—as many as 4,800 a day—from across the nation were dispatched to support Iwate, Miyagi, and Fukushima police forces as of June 20, 2011.

Figure 1: Police organization at maximum daily capacity

Column: Interprefectural Emergency Rescue Units

Interprefectural Emergency Rescue Units (IERU) were established on June 1, 1995 as disaster expert teams in prefectural police departments nationwide based on their invaluable experience in disaster policing during the Great Hanshin Earthquake, which occurred on January 17 of the same year. Currently, IERUs are comprised of a Search and Rescue Unit, a Traffic Unit for securing emergency traffic routes and other traffic-related work, and an Autopsy and Identification Unit. These units are always in training to refine their skills.

Section 2: Main Police Activity
1. Victim Evacuation Guidance and Rescue
   (1) Evacuation Guidance

Immediately following the earthquake, the prefectural police in the affected areas quickly guided the evacuation, helping people in regions at risk for tsunami damage evacuate to elevated areas.

Case: Two newly recruited officers from the Soma Police Station in Fukushima were in a train on the JR Joban Line when the quake hit. They immediately checked passengers for injuries, reporting it to the train crew. Recognizing that a large tsunami warning had been issued, they then proceeded to guide the roughly 40 passengers to town hall in an elevated area, with one officer leading and one in the rear. Hearing a dreadful noise, the trailing officer turned around to see that a muddy stream had come to just hundreds of meters away, carrying vehicles, houses, and other debris with it. The officer then stopped a light truck that just happened to be passing by, put a woman who had injured her leg and was lagging behind the group in the passenger seat, climbed into the truck bed himself and escaped the disaster. While the train itself was derailed and swallowed up in the tsunami, all passengers escaped safely.

   (2) Search and Rescue

IERUs and riot police units were dispatched nationwide to join with the prefectural police in the affected areas to rescue victims and search for missing persons. They rescued roughly 3,750 victims.

Case: At 4:05 pm on March 20, 2011, four officers from the Ishinomaki Police Station in Miyagi Prefecture on a search of downtown Ishinomaki found a boy seeking help in a collapsed house. The boy told the officers that his grandmother was still inside. One of the officers entered the house and searched, finding an elderly woman lying on top of a fallen closet. The woman was rescued with help from firefighters, and the two were transported to the hospital with a helicopter provided by Kagoshima prefectural police.

This rescue was nine days after the initial disaster.

(3) Autopsies and Identification

1) Performing Autopsies and Identification

Iwate, Miyagi, and Fukushima prefectures housed a great number of victim remains. At their peak, the prefectural police nationwide dispatched up to 497 police officers a day to these areas as IERU (Autopsy and Identification Unit) to work with doctors and dentists in performing autopsies and identifying the bodies.

Amidst harsh conditions with water and power outages, the units performed their duties with extreme cautiousness, gently rinsing mud off the bodies with scant amounts of water.

Autopsy and Identification Status (as of June 20, 2011)

Pref. \ Item	Remains Taken In (Bodies)	Autopsies (Bodies)	Persons Identified (Bodies)	Remains Delivered (Bodies)	Delivery to Family (Bodies)
Iwate Prefecture	4,549	4,549(100)	3,783(83.2)	4,502(99.0)	3,624(79.7)
Miyagi Prefecture	9,251	9,251(100)	8,306(89.8)	9,235(99.8)	7,708(83.3)
Fukushima Prefecture	1,597	1,597(100)	1,487(93.1)	1,595(99.9)	1,215(76.1)
Total	15,397	15,397(100)	13,576(88.2)	15,332(99.6)	12,547(81.5)

Notes:
1) Figures in parentheses represent the percentage (%) of the remains taken in.
2) Other than those delivered to the family, "Remains Delivered" includes body remains delivered to municipali

2) Various Efforts in Identification

Identifying bodies was rough going. Positive body identification normally requires an item in the person's belongings or the location where the body was discovered that confirms the individual's name and address, direct identification by a family member, or more involved methods. With this earthquake, however, remains were often taken by the tsunami and discovered in locations far removed from their places of residence or work, and many were separated from any identifying items. Also, many of the families were suffering themselves, making it difficult for them to identify the bodies.

In efforts to identify even just one more person, police therefore took various approaches, including:
- Posting pictures of the bodies with information on their clothing, sex, and physical features in morgues and on prefectural police websites
- During autopsies of all remains, thorough documentation of fingerprints, palm prints, extracted DNA profiling material, and dental imprints, in preparation for later identification
- Taking DNA samples from families of missing persons for use in methods similar to parental testing and with cooperation from the Japanese Red Cross, obtaining blood samples previously donated by missing persons (for identification purposes).

2. Response to Nuclear Plant Disaster

(1) Evacuation Guidance and Transport of Evacuees with Limited Mobility

As soon as the evacuation directive was issued, police guided evacuation of residents

and directed traffic in the vicinity of the Fukushima I and II nuclear power plants.

After the evacuation directive was issued for the 20-kilometer radius surrounding the Fukushima I Nuclear Power Plant, police continued guiding resident evacuation with assistance from units specializing in radiation measurements. They also transported inpatients and others within the exclusion zone who could not evacuate of their own volition to shelters and hospitals.

(2) Guards, Patrols, and Searches Within the 20-km Radius

The police established checkpoints on major roads around the perimeter of the 20-km radius around Fukushima I and also

Searches within the 20-km Radius

3) Setting No-Entry Zone Boundaries and Associated Activity

Even after the no-entry zone and planned evacuation zone boundaries were set, the police continued their checkpoints, lookouts and patrolling and search duties. They also briefly entered the no-entry zone to guide buses for loading residents and other support functions. From June 2, they organized a special patrol force of roughly 300 to reinforce lookouts and patrols in the planned evacuation zone and other hazardous areas.

guarded and patrolled the area between the 10-km and 20-km radii.

Fukushima prefectural police conducted a joint search with a special contingent from Tokyo Metropolitan Police Department (MPD) between the 10-km and 20-km radii around Fukushima I from April 7, 2011, and a solo search inside the 10-km radius from April 14. They had recovered a total of 355 remains as of June 20. Conditions were severe, particularly within 10-km of the plant. At first, no debris had been removed from roads, and police had to remove the debris by hand and push through to conduct searches. Later, police worked with local private operators to remove debris with heavy machinery and complete searches.

3. Traffic Measures
(1) Securing Emergency Traffic Routes

On March 12, 2011, the day after the earthquake, police designated the Tohoku Expressway, Joban Expressway, and sections of the Ban'etsu Expressway as emergency traffic routes to ensure the passage of vehicles needed for lifesaving and transport of emergency supplies. Meanwhile, from March 16-22 police worked to minimize the impact of traffic restrictions on civilian life by gradually reducing the areas with traffic restrictions depending on the state of repair of highways and other factors. All traffic restrictions were lifted for major highways on March 24.

Summarized timeline of expansion for issuance of emergency vehicle seals

3／12 Vehicles transporting medicine and medical equipment
3／13 Vehicles transporting food, household goods, and fuel
Vehicles transporting doctors and dentists
Vehicles transporting construction machinery
3／14 Express buses
3／15 Vehicles transporting livestock feed
3／16 Seals for tankers issued at highway interchanges
3／22 Larger vehicles allowed passage without authorized seals
3／24 Issuance ends

(2) Issuing Seals for Authorized Emergency Vehicles

Along with designating emergency traffic routes, police aimed to issue appropriate authorized emergency vehicle seals needed for passage. At first, police gave priority to seals for vehicles helping to transport disaster emergency measures for the public sector and emergency supplies for the government, as well as vehicles transporting food, medicine, fuel and other essentials. Based on the state of road repair and affected areas, issuance was flexibly expanded. Police worked to expedite issuance by simplifying the process; for tankers in particular, seals were issued at highway interchanges in addition to police stations. A total of 163,208 seals were issued by March 24, 2011, when traffic restrictions were completely lifted.

(3) Support for Vehicle Parking Certification Procedures

With so many victims losing their homes and vehicles, police simplified the application procedure for vehicle parking certificates to the extent possible to issue certificates quickly. Police simplified the application process and skipped site inspection for parking spaces.

(4) Support for Driver's License Procedures
1) Extensions for Validity Periods

Measures were taken to extend the validity period for victims whose driving licenses expired after the date of the earthquake.

2) Promoting Reissuance

As licenses are necessary for operating vehicles and useful as identification, license renewal services resumed in all prefectures by April 3, 2011 thanks to hard work in restoring services.

(5) Handling Out-of-Order Traffic Lights

Many traffic lights went out of order along with planned power outages. Police officers were therefore stationed at major intersections with malfunctioning signals to conduct traffic.

4. Ensuring Safety and Security in Affected Areas
(1) Measures against Opportunist Crimes
1) Deployment of Community Police Special Dispatch Units and Mobile Investigation Special Dispatch Units

To deter illegal activity in affected areas and conduct accurate initial investigations when crimes did occur, Community Police Special Dispatch Units and Mobile Investigation Special Dispatch Units were formed and dispatched to Iwate, Miyagi and Fukushima prefectural police. Community Police Special Dispatch Units consisted of officers in police cars (up to 449 officers in 210 vehicles a day), and Mobile Investigation Special Dispatch Units consisted of officers in unmarked police cars (up to 76 officers in 19 vehicles a day).

2) Strengthening Security Measures for Closed Facilities

As there were instances where cash and valuables were stolen from banks, safes, and ATMs in convenience stores and other locations, the NPA requested banks and other facilities to strengthen security measures by taking measures such as

enhancing management and promptly recovering cash for their facilities closed due to the earthquake.

3) Measures against Opportunist Fraudulent Business and Donation Scams

Police received reports of fraudulent business and donation scams trying to capitalize on the earthquake and incidents at the nuclear plants. Upon gathering relevant information and sharing it with relevant agencies and groups to crack down hard on such activity, police launched publicity enlightenment activities utilizing public service announcements and the NPA website, and provided financial institutions with information to freeze accounts being used for criminal activity.

4) Excluding Organized Crime from Recovery and Reconstruction Projects

In order to prevent involvement of organized crime groups in recovery and reconstruction projects, police strengthened ties with relevant agencies and groups by requesting industry groups in construction and waste disposal to write stipulations into their contracts to exclude crime organization involvement.

5) Protecting Against Groundless Rumors

Groundless rumors stirred up fierce anxieties in victims in the affected areas and across the nation. Police distributed leaflets as part of a widespread call for public attention not to be misled by such rumors.

Case: A 50-year-old self-employed man was selling medication without permission, claiming the medication could force the body to excrete radioactive materials that have been absorbed into the body. In April 2011, the MPD arrested two for violating the Pharmaceutical Affairs Act on unauthorized sale of medication.

Case: An unemployed man (39) pretending to be a disaster victim posted on an online forum that he was vacationing in the affected area when the earthquake hit and wanted help with transportation costs. He made the victim who had seen the post and had contacted him transfer 120,000 yen in cash into the man's bank account. In April 2011, Nagano police arrested the man for fraud.

(2) Victim Support
1) Visiting Shelters and Establishing Mobile Police Boxes

Female officer in action

Squads mainly comprised of female officers visited evacuation shelters to counsel with victims and offer other forms of victim support. The Imperial Guard Headquarters and 16 prefectural police sent female police officers for this task, with 115 officers a day in service at the peak. Some police stations in the affected areas also established mobile police boxes (*Idō Koban)* to tour all the shelters in their jurisdiction. These mobile police boxes accepted lost property and damage reports, distributed flyers providing information on crime prevention, and counseled with and handled various requests from victims.

Case: While visiting a shelter, a female officer sat down with victims to provide not only consultations regarding police matters such as

patrol requests but also to lend an earnest ear to serious consultations from victims in severe situations. "I lost everything. My house, my family, my fields—everything," said one victim. "There's no hope for me. I have no money to live off of," said another. The officer tried to relieve their anxieties by introducing a variety of support systems and programs. "I'm grateful for you just listening to my story. It gives me hope to keep going." "Seeing police officers around makes me feel safe." "Please come again." These were some of the comments received from victims.

2) Supporting Volunteer Crime Patrols

Crime patrols and other volunteer crime prevention were active in the affected areas. The police supported groups and individuals by taking measures such as jointly forming patrols and volunteering for crime prevention activities. They ensured that the groups and individuals going on joint patrols with victims and volunteering to help had enough vests, armbands, flashlights and other equipment.

Volunteer crime patrols in action

(3) Counseling Concerning Missing Persons

Prefectural police in Iwate, Miyagi, and Fukushima established Missing Person Hotlines to counsel people from around the country asking about missing relatives. They posted hotline phone numbers on websites, newspapers, and other media, and word spread. Police helped people confirm that their relatives were safe by comparing information on the missing people given over the hotline to information from people taking refuge in the shelters.

Operators at work at a Missing Person Hotline

5. Role of Police Telecommunications

With telecommunications lines down and overloaded mobile phone lines, the various types of independently developed and maintained police radio channels and other police communications were an indispensable means of gathering and communicating information on the disaster situation, rescues and other issues. Police were working on communication from the time the earthquake first struck. Power for radio relay stations was secured with emergency generators, even going as far as to transport fuel on foot to refill generators for relay stations near mountaintops to keep police communication facilities working.

Transporting fuel to radio relay stations

6. Situation of Damage to Police Forces and Facilities

(1) Officers who died on duty

Of the officers hit by the Great East Japan Earthquake while on duty, 25 officers were confirmed dead, and five remained missing as of June 20, 2011. The majority of these were guiding tsunami evacuations, including some who rushed to the scene despite being off duty that day.

The damaged Takata Police Box, Ofunato Police Station, Iwate Prefecture

Case: The Takata Police Box, the Ofunato Police Station, lay in the heart of Rikuzentakata, Iwate. In February 2011, the box was selected as an "Outstanding Police Box" for the first time by the Iwate prefectural police for dramatically reducing crime through reinforced street patrols and other efforts. The chief leading the police box to its award, who was preparing to retire at the end of that month, was on duty when the earthquake and tsunami hit, and died in the line of duty. Receiving reports that the tsunami had overflowed the harbor floodgates from one of his officers, the chief gave the order to evacuate the townspeople, adding that "here, my real job begins." He stayed on in the box alone to man the radio and was swept up in the tsunami.

The damaged Yuriage Residential Police Box, Iwanuma Police Station, Miyagi Prefecture

(2) Situation of Damage to Police Facilities and Vehicles

As the Fukushima Prefectural Police Headquarters was damaged in the earthquake, disaster security headquarters functions were transferred to the Fukushima Police Station. The tsunami rendered Kamaishi police station in Iwate, as well as Kesennuma and Minami-Sanriku police

stations in Miyagi unusable, and either fully or partially destroyed numerous police boxes and residential police boxes. Police vehicles and ships also sustained heavy damage.

Situation of damage to police facilities and vehicles (as of June 20, 2011)

	Iwate Police	Miyagi Police	Fukushima Police	Total
Police Headquarters	0	1	1 and 1 branch	2 and 1 branch
	1 branch rendered unusable			
Police Stations	14	24	20 and 4 branches	58 and 4 branches
	3 stations rendered unusable			
Police Boxes/ Residential Police Boxes	56	120	57	233
	43 rendered unusable			

Special Report II: Creating a Safe, Responsible Cyber Society

In recent years, the Internet has become dramatically more user-friendly in Japan. It supports our lives as a crucial underlying structure to our society and economic activity.

On the other hand, Unauthorized Computer Access Act violation and other cybercrime violations are ever increasing. Cyberspace is being flooded with illegal and harmful information, and citizens are increasingly consulting the police on cases of online defamation and libel. With the emergence of previously unanticipated modus operandi and the extremely difficult situation of cybercrime investigation, and due to the high level of anonymity, many users have the distorted perception that "anything goes" in cyberspace, which could be reducing their respect for social norms.

The police are working hard to overcome this situation and ensure safety and security in cyberspace. In addition to cracking down on cybercrime, police need to reach a shared understanding of the current realities of cyberspace and form a *civil cyber society that is safe, secure, and responsible*.

In order to deepen awareness of the threat of cybercrime and the importance of establishing an engaged awareness with regard to cyberspace, this special report will introduce the state of cybercrime and police efforts to combat it.

Section 1: The State of Cybercrime

1. Overview of Cybercrime

(1) Cybercrime Cases Cleared

1) General Status of Arrests

Arrests for cybercrimes are ever increasing. There were record high 6,933 cases cleared in 2010, up 243 from the previous year for a 3.6% increase. There were 5,199 cases cleared in 2010 for networking crimes—also a record high—up 1,238 from the previous year for a 31.3% increase.

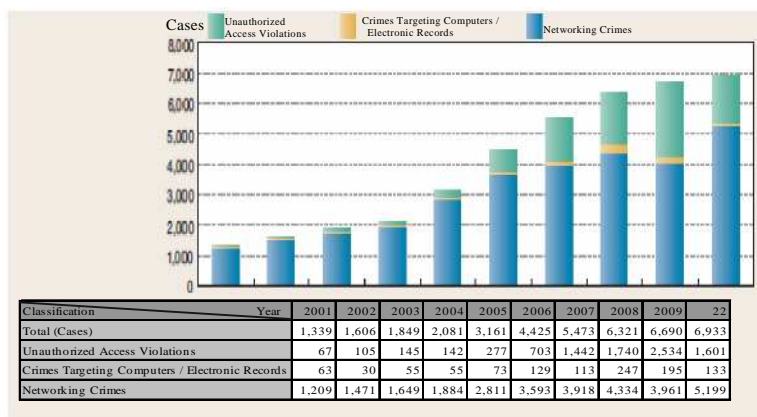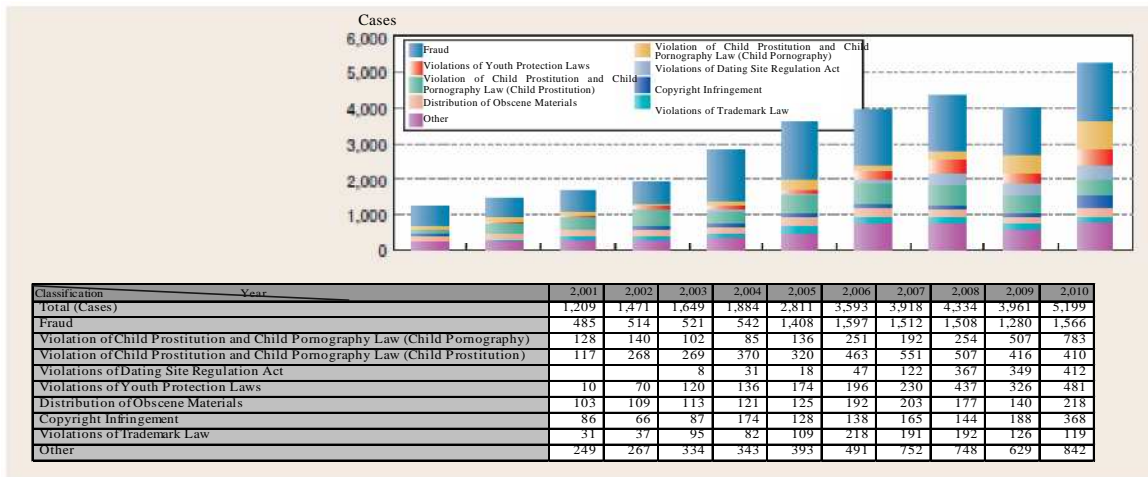Figure 1: Trends in Numbers of Cybercrimes Cleared (2001-2010)

Classification Year	2001	2002	2003	2004	2005	2006	2007	2008	2009	22
Total (Cases)	1,339	1,606	1,849	2,081	3,161	4,425	5,473	6,321	6,690	6,933
Unauthorized Access Violations	67	105	145	142	277	703	1,442	1,740	2,534	1,601
Crimes Targeting Computers / Electronic Records	63	30	55	55	73	129	113	247	195	133
Networking Crimes	1,209	1,471	1,649	1,884	2,811	3,593	3,918	4,334	3,961	5,199

Figure 2: Trends in Numbers of Networking Crimes Cleared (2001-2010)

| Classification	Year	2,001	2,002	2,003	2,004	2,005	2,006	2,007	2,008	2,009	2,010
Total (Cases)		1,209	1,471	1,649	1,884	2,811	3,593	3,918	4,334	3,961	5,199
Fraud		485	514	521	542	1,408	1,597	1,512	1,508	1,280	1,566
Violation of Child Prostitution and Child Pornography Law (Child Pornography)		128	140	102	85	136	251	192	254	507	783
Violation of Child Prostitution and Child Pornography Law (Child Prostitution)		117	268	269	370	320	463	551	507	416	410
Violations of Dating Site Regulation Act				8	31	18	47	122	367	349	412
Violations of Youth Protection Laws		10	70	120	136	174	196	230	437	326	481
Distribution of Obscene Materials		103	109	113	121	125	192	203	177	140	218
Copyright Infringement		86	66	87	174	128	138	165	144	188	368
Violations of Trademark Law		31	37	95	82	109	218	191	192	126	119
Other		249	267	334	343	393	491	752	748	629	842

2) Unauthorized Computer Access Act Violations

There were 1,601 unauthorized access violation cases cleared in 2010, down 933 from the previous year for a decrease of 36.8%. However, this was due to one large phishing case in 2009 with 1,925 charges of unauthorized access, and arrests have exponentially risen in the past 10 years. The number of persons arrested in 2010 was 125, up 11 from the previous year for a 9.6% increase. Unauthorized access violations are still in a serious state of affairs.

Figure 3: Trends in Numbers of Unauthorized Computer Access Act Violations Cleared (2001-2010)
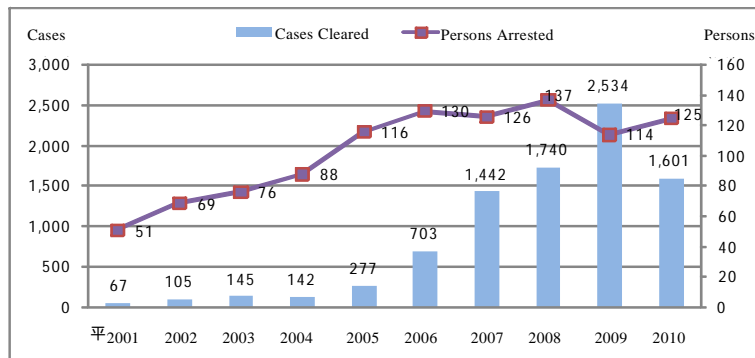
(2) Illegal / Harmful Information and Counseling

Of the information submitted to the Internet Hotline Center, cases classed as illegal or harmful information are steadily increasing. There were 44,683 instances in 2010, an increase of 10,715 from the previous year. Public display of obscene materials accounted for 56.7% of the counts of illegal information in 2010.

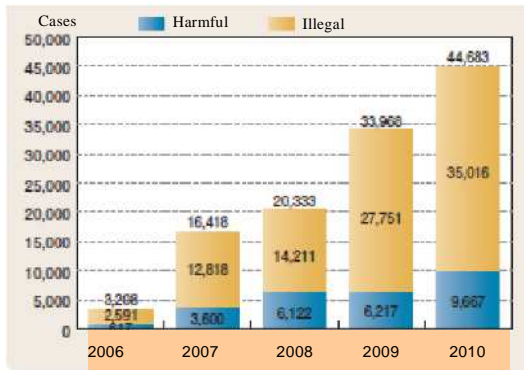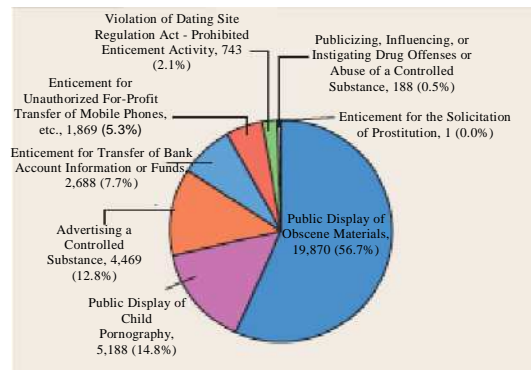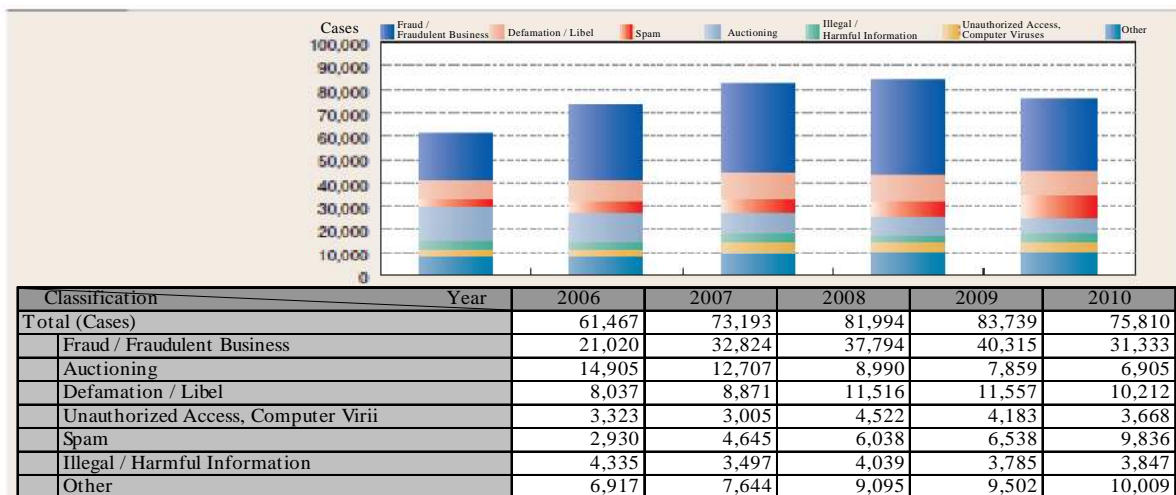Figure 4: Trends in Cases Classed as Illegal / Harmful Information

Figure 5: Breakdown of Illegal Information (2010)

Further, prefectural police counseled citizens on 75,810 cybercrime cases in 2010. This is 7,929 cases less than the previous year for a 9.5% decrease, but is still high.

Figure 6: Trends in Counseling Numbers for Cybercrime (2006-2010)

Classification Year	2006	2007	2008	2009	2010
Total (Cases)	61,467	73,193	81,994	83,739	75,810
Fraud / Fraudulent Business	21,020	32,824	37,794	40,315	31,333
Auctioning	14,905	12,707	8,990	7,859	6,905
Defamation / Libel	8,037	8,871	11,516	11,557	10,212
Unauthorized Access, Computer Virii	3,323	3,005	4,522	4,183	3,668
Spam	2,930	4,645	6,038	6,538	9,836
Illegal / Harmful Information	4,335	3,497	4,039	3,785	3,847
Other	6,917	7,644	9,095	9,502	10,009

(3) Issues with Cyberspace Investigations

1) Highly Anonymous, Hard to Trace

In cyberspace, you do not see the face or hear the voice of the other party, and no handwriting, fingerprints or other physical traces are left behind. Confirming whether someone is the actual party can be hard to trace when people are almost always cloaked in anonymity decided by identification codes. Given this, cybercrime investigators must identify which computer was used for the crime and clarify who was using the computer. It can be exceedingly difficult to identify suspects for cybercrimes committed from internet cafes that do not confirm user identities or ensure sufficient wireless networks security measures.

2) Few Geographical and Temporal Constraints, Prone to Short-Term Impacts on Many Unspecified Persons

Cyberspace has few geographical or time restrictions, allowing transmission of data to an unspecified number of people at once, a great advantage to users. This also

means that when a crime is committed in cyberspace, its damage can spread nationwide. In many cybercrime investigations, it is hard to see the full picture of the damage caused; geographical relationships between details like where the crime was executed, locations of evidence, and damaged parties are tenuous. Even when connections are established, investigations often wind up spanning wide areas, including overseas, making them difficult to solve.

2. Public Awareness of Cyberspace

In January 2011, the NPA conducted an awareness study on Internet usage through the prefectural police. When respondents were asked to compare the morals and manners online to those in the real world, 82.4% responded that Internet morals and manners were "much worse" or "somewhat worse." From this, we infer that people are aware of their lowered morals and manners in cyberspace.

Figure 7: Comparison of Cyberspace Morals and Manners to Those in the Real World
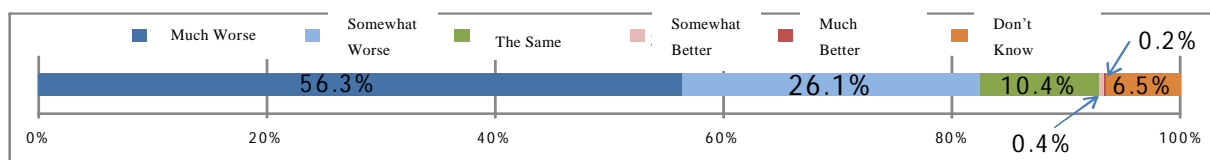
Also, when asked the cause of the illegal and harmful information flooding the Internet, 54.5% of respondents said, "you don't know who is writing" was a "big cause," and 40.9% said, "there is a problem with the morals and manners of Internet users" was a "big cause." From this, we infer that people recognize that anonymity results in lowered morals and manners.

Figure 8: Why Illegal and Harmful Information Is Flooding the Internet
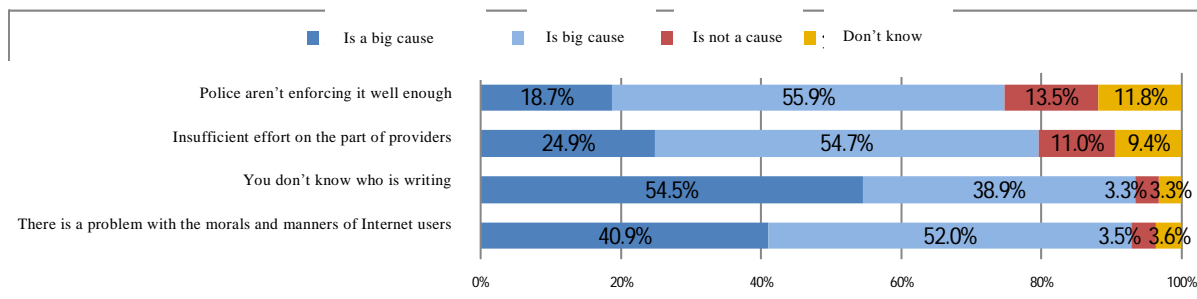
Section 2: Cybercrime Initiatives

1. Structural Developments Affecting Cybercrime Measures

(1) General Measures

1) Structural Developments

○ NPA establishes Cybercrime Division (April 2004)
○ Cybercrime Project established in prefectural police and info-communications departments (April 2004)
○ Increase of 350 local police officers budgeted in 2011 Fiscal Budget
○ New Framework for Investigation of Illegal Information introduced (trial in October 2010, scheduled to officially start July 2011)

2) Public Education and Counseling

Police are working to educate the public on cybercrime schemes and the state of illegal and harmful information online through the NPA website, public education pamphlets, and other means.
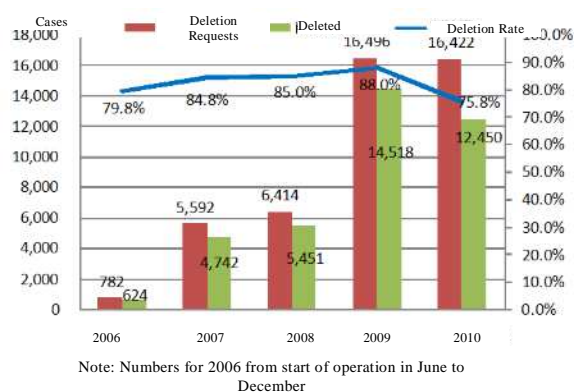
By doing so, we hope for people to become more aware of information security and improve their cyberspace morals and manners. Prefectural police have also established cybercrime counseling services to counsel people on cybercrime-related issues.

(2) Illegal / Harmful Information Measures
1) Operating the Internet Hotline Center

The NPA started operation of the Internet Hotline Center in June 2006. The center allows general Internet users to report illegal and harmful information and sends requests to website administrators and providers to delete illegal and harmful information, reported or otherwise.

Of the 16,422 cases of illegal information in 2010 for which the center sent requests for deletion, 12,450 (75.8%) were deleted. Likewise, 1,470 (51.4%) of the 2,860 cases of harmful information were deleted. However, 3,972 (24.2%) of the cases of illegal information were not deleted despite request for deletion. Left alone, these cases will only continue to be illegal and could lead to further crimes.

Figure 9: Instances of Deleted Illegal Information (2006-2010)

Note: Numbers for 2006 from start of operation in June to December

Figure 10: Instances of Deleted Harmful Information (2006-2010)

Note: Numbers for 2006 from start of operation in June to December

2) New Framework for Investigation of Illegal Information Trial

In order to streamline investigations into illegal information, the MPD centralized investigations for determining the sources of illegal information reported to the Internet Hotline Center from October 2010. Police also started a trial run for the New Framework for Investigation of Illegal Information, by which the NPA coordinates the prefectural police to lead investigations. The system was clearly effective: 302 cases were cleared during the trial period from October 2010 to May 10, 2011, an increase of 185 over the same period the previous year. Given the success, the system is to start full operation sometime around July 2011 with an increased 350 local police officers.

2. Unauthorized Computer Access Act Violation Measures
(1) Crackdown on Unauthorized Access
1) Crackdown on Phishing Cases

Phishing scams[1] aim to acquire your personal information to obtain unauthorized access. Through the Phishing Hotline established in 2004 and other means of gathering information, police are working to detect phishing scams early and make arrests to keep the damage from spreading.

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[1] Phishing occurs when a party sends an e-mail pretending to be a bank or other existing company to induce the recipient to visit a fake website made to look like the actual company website. The phisher then attempts to illegally obtain financial and personal information by prompting the recipient to enter things such as their credit card number, ID and password.

2) Protecting Against SQL Injection Attacks

SQL injection attacks [2] have become a major issue, inciting mass leaks of credit card numbers and other personal information. Police are working to crack down on unauthorized access violations through such modus operandi.

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[2] SQL injection attacks exploit the SQL (Structured Query Language) programming language to illegally gain external control of a company database.
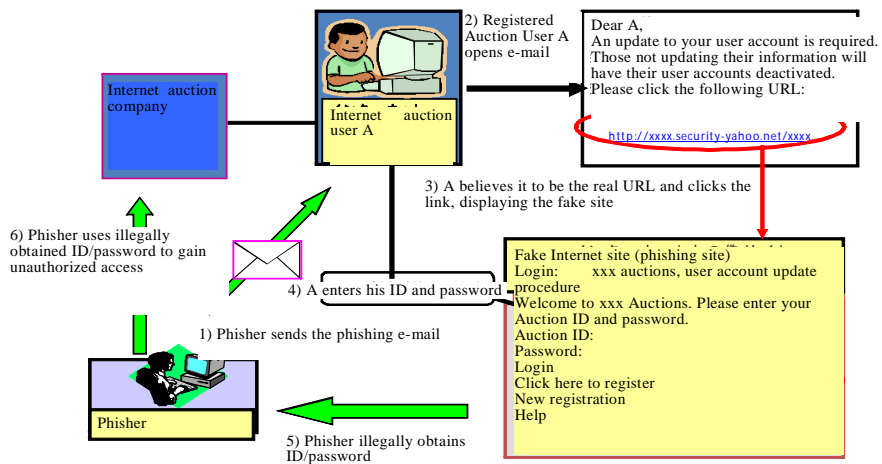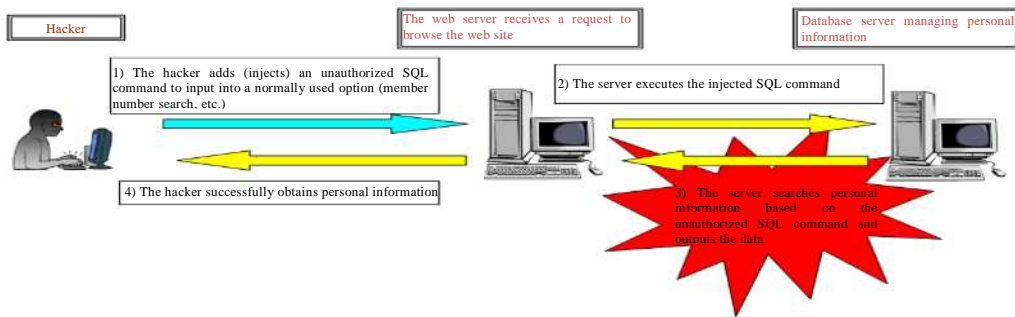
Figure 11: Overview of Phishing

Figure 12: Overview of SQL Injection Attacks

(2) Urging Businesses to Strengthen Security Functions

The NPA has urged businesses to strengthen their security. Based on this approach, some businesses have introduced measures such as one-time passwords.

3. Networking Crime Prevention

(1) Crackdown on Online Child Pornography

Based on the Strategic Program to Combat Child Pornography formulated by the NPA in June 2009, police have intensified enforcement of child pornography offenses online. Police are working to gather information on child pornography offenses through reports from the Internet Hotline Center, cyber patrols and other means. In light of the fact that suspects in relation to child pornography may live or perpetrate acts in far off locations and other aspects particular to Internet crimes, local prefectural police are actively conducting joint investigations.

Figure 13: Number of Child Pornography Cases Cleared (2006-2010)
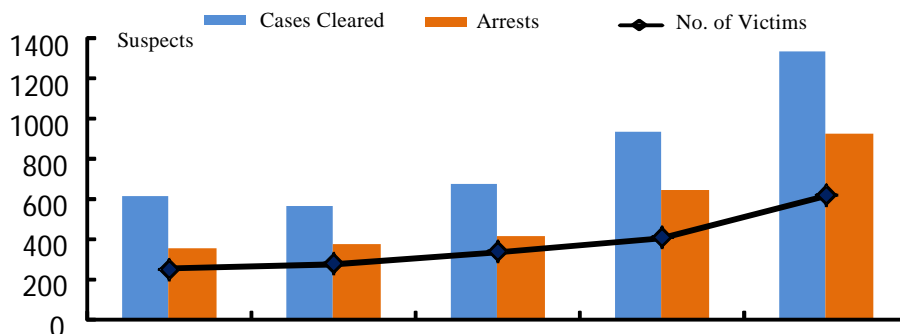
	2006	2007	2008	2009	2010
Cases Cleared	616	567	676	935	1,342
Cases of Internet Use	251	192	254	507	783
Arrests	350	377	412	650	926
Cases of Internet Use	174	172	213	394	644
No. of Victims	253	275	338	405	614

Case: Using file-sharing software, a civil servant (51) and others made child pornography browsable, publicly displaying it to an unspecified number of users. In September 2010, the NPA coordinated an investigation of the homes and workplaces of suspects in 50 locations nationwide with 21 prefectural police departments. Eighteen of the suspects were arrested for violating the Act on Punishment of Activities Relating to Child Prostitution and Child Pornography, and the Protection of Children (public display of child pornography) and other counts.

(2) Measures Against Online Drug Trafficking

An important point of the Anti-Drug Major Reinforcement Plan, formulated by the NPA in November 2010, was the *eradication of online drug trafficking crime*. The NPA has ramped up its collection of information on drug trafficking crimes through reports on the Internet Hotline Center, cyber patrols and other means and is promoting the use of effective investigation techniques in inherited cases to apprehend traffickers.

Case: An unemployed man (35) and 5 others were apprehended in April 2010 for violations of the Stimulants Control Act (joint possession, etc.) after trafficking stimulants and writing messages advertising their direct sale and mail ordering on online forums.

In addition, the administrator of the forum, a man from Hyogo (36), was aware of the postings on trafficking of stimulants and refused to either erase the posts or close the forum. He was apprehended in September 2010 for facilitating stimulant trafficking in violation of the Stimulant Control Act (assisting for-profit conveyance of stimulants).

(3) Measures Against Economic Crimes

The NPA is working hard to investigate the repurchase of illegally sold fake brand goods and pirated DVDs on Internet auction sites and round up suspects, starting with those spotted through monitoring file sharing networks with the NPA peer-to-peer (P2P) monitoring system and cyber patrols. While building connections with related agencies and groups, we are requesting website administrators to delete illegal information posted on their sites regarding economic crimes.

Figure 14: Overview of NPA P2P Monitoring System
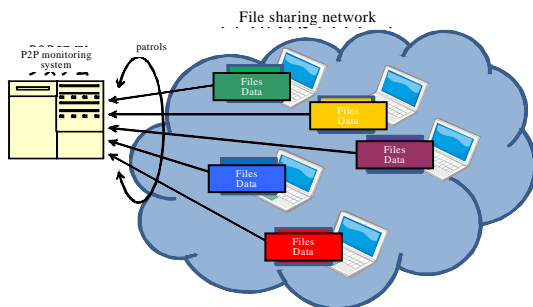
Column: The NPA P2P Monitoring System
There are countless illegal files circulating on file sharing networks that use P2P technology to transmit data while keeping their users highly anonymous. In order to better understand how files circulate with file sharing software, the NPA started using a P2P monitoring system in 2010. The system patrols file sharing networks to gather data on files and then analyzes and searches the results.

4. Supporting Cybercrime Investigations
(1) Technical Support

Cybercrimes abuse technology in sophisticated manners, and controlling them is increasingly requiring advanced technical knowledge. The NPA is establishing a system to handle these needs, establishing a High-Tech Crime Technology Division in the Info-Communications Bureau of the NPA,

Regional Police Bureaus, and prefectural police.

Using its P2P monitoring system, the NPA also takes measures such as providing useful information to investigations on violations of the Copyright Act, Child Prostitution and Child Pornography Act and other laws using file-sharing software.

12th Interpol Asia-South Pacific Working Party
on Information Technology Crime

(2) International Cooperation

Cybercrimes pass international borders with ease. The NPA is actively working on projects to combat international cybercrimes through international conferences such as the G8 Roma/Lyon High-Tech Crime Subgroup and ICPO Asia-South Pacific Working Party on IT Crime, and also through cooperation with foreign investigation agencies.

Furthermore, with the globalization of crime, an increasing number of cases involve exploitation of foreign-made electronic devices. In order to extract and analyze the data saved on such devices, police need to understand the latest in foreign technologies, share information with foreign security organizations, and increase analytical capabilities. The NPA promotes international ties through initiatives such as hosting the Asian Regional Cybercrime Investigation Technology Conference and developing and operating the Cybercrime Technology Information Network System.

5. Promoting Voluntary and Independent Action by Businesses

(1) Comprehensive Security Measures Conference

Dealing properly with cybercrime requires the use of advanced technology. In addition to police enforcement, we also need voluntary, independent action by businesses and other public-private partnerships. Therefore, the NPA hosts the Comprehensive Security Measures Conference to ensure the safety and reliability of telecommunications networks and studies the state of cooperation between the industries and the government on information security.

The Comprehensive Security Measures Conference has resulted in the proposal that started operation of the Internet Hotline Center, and, in June 2009, also prompted the start of the Council on the Prevention of the Spread of Child Pornography.

The theme of the 2010 conference was creating a safe, secure, and responsible cyber society. In it, participants discussed the following: 1) measures against unauthorized access, 2) measures against illegal and harmful information, and 3) training cybercrime prevention volunteers.

The following proposals were made for each point.

1) Measures against unauthorized access:

Prevention measures for phishing and SQL injection attacks, and building a support framework urging private businesses to independently upgrade their access control functions

2) Measures against illegal and harmful information:

Spurring more people to report to the Internet Hotline Center and arresting pernicious site administrators who ignore requests to delete illegal information

3) Training cybercrime prevention volunteers:

Organizing training by developing guidelines

(2) Measures for Social Networking and Forum Sites

In 2010, 1,239 children were victims of crimes resulting from use of social networking sites and public forums. This is an increase of 103 over last year and the third increase in as many years. The NPA is therefore pushing forward with several measures. These measures include requests to the companies of social networking sites with high numbers of victimized children to construct sufficient systems scaled to its user base, including content checks for private messages.

Column: Aiming for 100% Content Filtering

Use of content filtering for mobile phones is an effective means of preventing children from browsing information that is harmful to youths when going online via their mobile phones.

According to study results released by the Cabinet Office in February 2011, 77.6% of elementary school students, 67.1% of middle school students and 49.3% of high school students use content filters. Meanwhile, more than 90% of child victims of crimes on social networking sites in the first half of 2010 were not using content filters.

In cooperation with relevant ministries, the police are striving for a 100% usage rate for content filters to prevent children from falling victim to these crimes. In particular, sites selling and issuing contracts for mobile phones are seen as the front line in terms of urging phone users to use content filters. Police are therefore enhancing requests to businesses handling mobile phones, including phone distributors and retail electronics stores, to explain the importance of filtering content to parents and guardians where phones are bought and contracted, and to recommend

safer content filtering services to all their customers.

Police are also promoting various public awareness activities, such as working to raise parental awareness on content filters at orientation and other parent-teacher meetings.
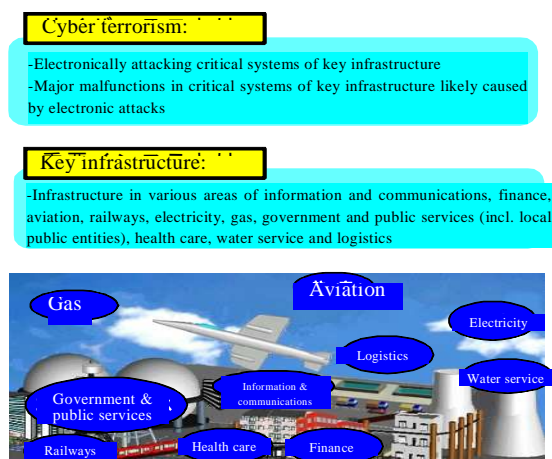
6. Measures Against Cyber Terrorism

(1) State of Cyber Terrorism

Communication and information networks are highly developed in modern society. If a cyber-attack were to strike critical systems in such key infrastructure, it could severely disrupt people's lives and socio-economic activity.

Cyber attacks can hit at any time or place if the attacker gains access to the computer or network. That being the case, cyber terrorism has become more and more of a real threat, as illustrated with the following examples.

Figure 15: Cyber terrorism and key infrastructure

Cyber terrorism:
-Electronically attacking critical systems of key infrastructure
-Major malfunctions in critical systems of key infrastructure likely caused by electronic attacks

Key infrastructure:
-Infrastructure in various areas of information and communications, finance, aviation, railways, electricity, gas, government and public services (incl. local public entities), health care, water service and logistics

**Case:** In September 2010, a Chinese hacker group known as the Honker Union called for cyber attacks on Japanese government agencies on the website of a private organization claiming Chinese ownership of the Senkaku Islands. There was then a large concentration of site accesses on the NPA website that appeared to be related to this, overloading the server and making the site hard to view.

(2) Structure to Combat Cyber Terrorism

Cyber Terrorism Countermeasure Promotion Office has been established at the NPA. This office guides and coordinates anti-cyber terrorism measures for prefectural police, and promotes comprehensive anti-cyber terrorism measures, such as training for prefectural police personnel.

In addition, technical forces referred to as Cyber Forces have been established in each Regional Police Bureau as the technical underpinnings of anti-cyber terrorism measures. The Cyber Force Center, residing at NPA, acts as the control tower for the Cyber Forces nationwide. The center works around the clock to detect signs of cyber terrorism, also providing valuable services to key infrastructural companies by analyzing aggregated data and providing results to such companies.

Figure 16: Function of the Cyber Force Center
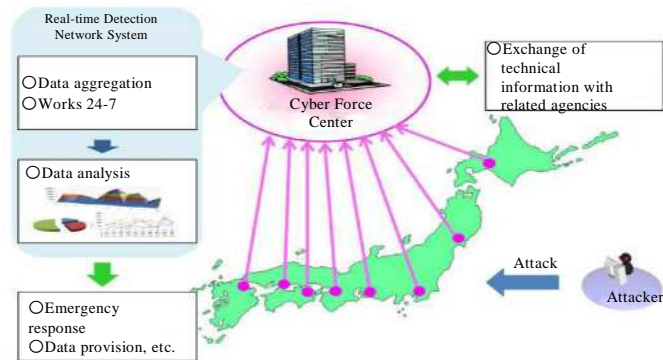
(3) Anti-Cyber terrorism Initiatives

1) Promotion of Public-Private Partnership Against Cyber Terrorism

Police have a number of initiatives for preventing cyber terrorism and accurately responding when attacks do occur. Besides providing key infrastructural companies and other companies with information on separate cyber terrorist threats and information security, the police run joint training with these companies for expected forms of cyber terrorism and promote anti-cyber terrorist measures with public-private partnerships to help improve emergency response capabilities.

2) Strengthening International Ties

Cyber terrorism crosses international borders with ease and is not a problem that can be solved by any one country alone. As such, police work hand-in-hand with related foreign institutions and organizations to regularly exchange information that may help in the fight against cyber terrorism and take measures such as holding joint training exercises in order to respond appropriately in case of incidents.

Section 3: Sweeping Enhancement of Anti-Cybercrime Measures

1. Enhancing Measures Against Unauthorized Access

(1) Study for Strengthening Enforcement

Current Unauthorized Computer Access Act is limited in that arrest is only permitted if someone succeeds in actually gaining unauthorized access. Police therefore need to study measures to prevent damage that may occur at the various stages which lead to unauthorized access.

(2) Improving Access Administrator Prevention Measures

A framework to promote and support access control functions needs to be reviewed as the basis for voluntary advancement initiatives by private companies.

2. Improving the Environment for Cybercrime Investigations

(1) Measures to Enable Identification of Internet Café Users

Enabling identification of internet cafe users is essential to deter crimes originating in cafes. Since 2007, the NPA has proposed several measures to the Japan Complex Cafe Association to confirm the identity of cafe users and eliminate their anonymity.

Prefectural police have also established internet cafe liaison councils. These councils exchange information with internet cafe operators and allow the police to

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propose various measures to all operators to eliminate anonymity of cafe users, such as confirmation of user identity, recording terminals used, and installation of security cameras.

(2) Measures to Prevent Abuse of Wireless Networks and Mobile Data Cards

People connecting to the Internet with another name by accessing other people's wireless network without authorization presents the possibility for security issues. An appeal needs to be made to manufacturers and distributors about wireless network equipment being sold with default encryption settings.

With regards to mobile data cards, the problem lies with users being able to anonymously purchase cards without their identity being confirmed. An appeal needs to be made to businesses to confirm identity at time of purchase, and the businesses need to spur on such initiatives voluntarily.

(3) Saving Communication Logs

In cybercrime investigations, detectives must identify both what computer was used and who was using that computer. Police need to deepen public understanding of the importance of communication logs in making such identification.

3. Maintaining Cyberspace Order Through Public-Private Partnerships

Police need to bring public and private parties together and continue initiatives to maintain order in cyberspace by supporting initiatives run by private groups in terms of cybercrime volunteer activity, blocking child pornography, and preventing the victimization of children on social networking sites.

# Chapter 1: Ensuring Community Safety and Criminal Investigations

Section 1: Criminal Trends and Measures

1. Confirmed and Cleared Criminal Cases

In 2010, there were 1,585,856 confirmed criminal cases. This is down 117,188 (6.9%) from the previous year, but is still high compared to the levels of the mid-1960s to mid-1970s of around 1,200,000 offenses per year.

The number of confirmed criminal cases surged from 1996, with a striking increase in street robberies and purse snatching, breaking and entering, burglary and other cases of larceny. To combat this, police began implementing integrated street crime and home invasion deterrent measures from January 2003.

Confirmed and cleared criminal cases (1946-2010)
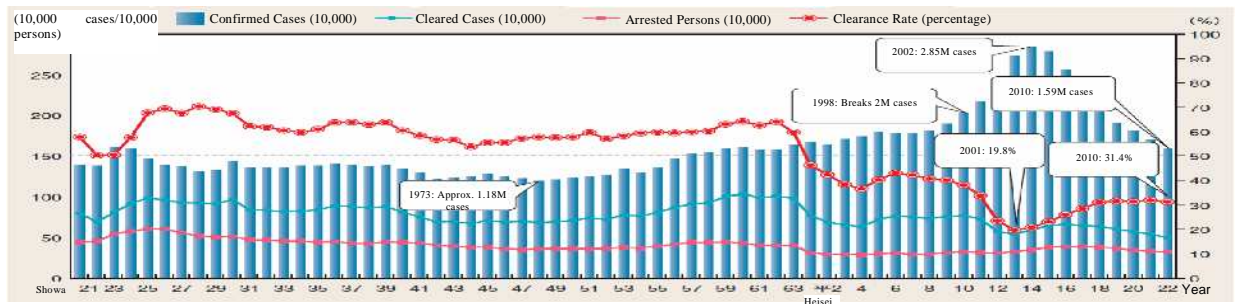
2. Measures Against Individual Crimes

1) Investment Fraud (Asset Formation Crime)

Of cleared investment fraud cases (asset formation crimes) in 2010, the majority were for either soliciting contributions under the guise of investments in foreign and domestic businesses or offenses involving financial instruments.

Classification \ Year	2006	2007	2008	2009	2010
Cases Cleared	17	12	22	29	31
Arrested Persons	73	86	117	125	110

2) Specified Commercial Transactions Offenses

In terms of cleared cases for specified commercial transactions in 2010, particular items that stand out targeted the elderly with overpriced inspections for home remodeling and cases in which salesmen enter the customer's home for extended periods and force them to purchase overpriced bedding or other items.

Classification \ Year	2006	2007	2008	2009	2010
Cases Cleared	138	112	142	152	193
Arrested Persons	385	299	279	371	430

Column: Arrangements with relevant ministries for providing information to financial institutions in order to freeze accounts used for criminal activity

The damage from malicious scams targeting the elderly and illegal loans which take advantage of the impoverished is never-ending. Public fear of such crimes has yet to be dispelled.

As such, in June 2010 the Japanese government worked together to implement an initiative focused on preventing the spread of damage and supporting recovery from such crimes. A working team established to protect against consumer and lifestyle crimes arranged for information on the account and unauthorized usages in cases of accounts expected of use in criminal activities to be provided to financial institutions.

Section 2: Developing Infrastructure for Criminal Arrests and Deterrence

1. Enhancing Investigation Capability

Investigations need to further emphasize objective evidence obtained through investigative techniques without overly relying on interrogations. Fundamental studies and research are underway on issues in investigative techniques and interrogation, including the Study Group for Enhancing Investigative Techniques and Interrogation, hosted by the Chairman of the National Public Safety Commission Chairman.

In addition, in order to appropriately address the rapid increase seen in dead bodies and promote proper autopsies, the autopsy system is being enhanced by increasing the number of coroners. There was also a discussion on the system that Japan needs for investigating causes of death in the Study Group on a System for Investigating Cause of Death to Help Prevent Overlooking Criminal Deaths. The final report for this study was compiled and published in April 2011.

Column: Interim report for the Study Group for Enhancing Investigative Techniques and Interrogation

In April 2011, the Study Group for Enhancing Investigative Techniques and Interrogation sorted through the roughly one year of discussion since its establishment to clarify its subsequent agenda. These findings were compiled into a midterm report, which revealed several things. First, countries with more transparent interrogation procedures use a number of investigative methods not present in Japan, while interrogations play a more significant role in clarifying the truth of cases in Japan than in other countries. Second, other countries have more confirmed crimes and make more arrests per capita than Japan, and report higher acquittal rates.

While taking this interim report into account, the group continues its study of the function of interrogation within the overall investigative structure, developing more sophisticated and transparent interrogation methods, and enhancing investigative methods other than interrogation.

2. Utilizing Scientific Techniques

To strengthen its investigative capacity, police utilize DNA profiling, automated fingerprint and palm print identification systems and other scientific techniques in investigations.

3. Thoroughness of Fair, Careful Investigations and Response to Reform of the Judicial System

To make all its investigations appropriate and promote fair investigations without excessively depending on confessions, the

police are committed to having senior investigators to conduct appropriate investigations. Police are also working to further promote optimization of interrogation. To accomplish this, police are working to establish proper investigative policies so that investigators completely understand the case at hand, promoting systematic investigations applicable to the nature of the case, and consistently providing needed instruction and guidance for interrogation methods based on qualities of the suspect and evidence materials. Police are also implementing various initiatives, including training for staff at all levels and supervision for suspect interrogations. At the same time, interrogations are being videotaped and recorded on a trial basis to adequately address judicial reforms.

4. Incident Responsiveness

With indiscriminate killings and other police events in recent years occurring in wider variety and increased speed, the initial response of police becomes increasingly difficult. To keep initial responses in line with the demands of the times, the NPA formulated its Guidelines for Strengthening Initial Police Response as a basic plan to comprehensively strengthen initial police response in December 2008. Prefectural police have received these guidelines and are working to implement them, with a focus on improving communication command and case response capacities.

Section 3: Measures to Maintain Public Safety

1. Safety Measures to Protect Women and Children

(1) Measures to Protect Children from Crime

In addition to its conventional work in case clearance and crime prevention, police are aggressively implementing preemptive measures to prevent children from being victimized and allowing them to safely get to and from school. First, they have increased patrols stationed in school zones during hours children commute to and from school. Police headquarters nationwide have also established Juvenile and Women Aegis Team (JWAT) exclusively working to take measures including identifying persons showing signs of possible sexual abuse such as accosting and stalking, and clearing such cases and providing guidance, warnings, and other actions.

(2) Measures Addressing Stalking and Spousal Violence

Based on the Anti-Stalking Act and in line with victims' wishes, the police are working to prevent the expansion of damage from stalking through administrative measures such as issuing warnings, restrain orders, and providing support. In addition, police are aggressively applying anti-stalking regulations and other laws and ordinances to arrest stalkers.

For cases of spousal violence, police will open investigations based on the victims' wishes or other circumstances. Police are also taking measures to warn perpetrators in cases where it is found hard to establish a case to pursue criminal charges.

2. Improving and Strengthening Police Safety Consultations

The police have established a system to facilitate response to those looking for consultation. The MPD and prefectural police headquarters have established general police consultation offices, and local police stations have established safety consultation

windows. Also, former police officers and others with a wealth of experience have been posted as part-time police safety counselors along with police personnel.

Cases handled with consultation
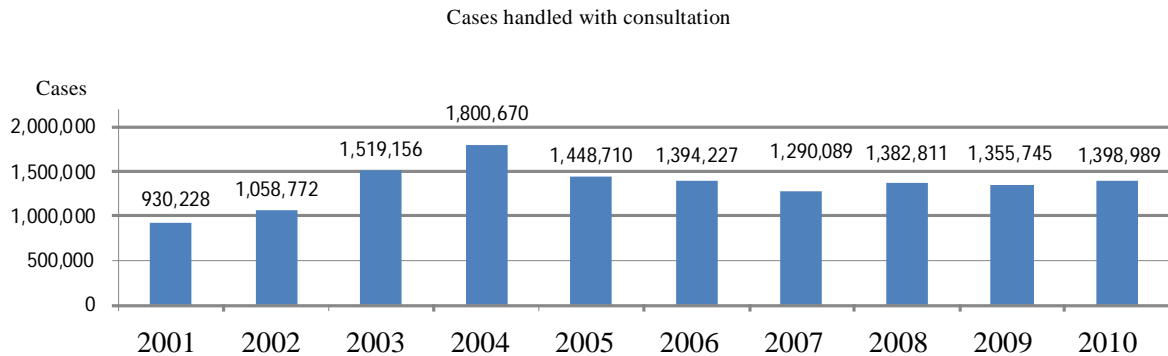
3. **Public-Private Crime Deterrence Measures**

With confirmed criminal cases remaining at high levels and conditions severe, true security improvements are only halfway done. Further, the social norms and strong bonds that have supported public safety in Japan have been diluted over time, and there are concerns that security will deteriorate again if nothing is done. Therefore, the police are promoting creation of a *crime-resistant society*. In this society, the police drive various community entities in different areas of the community in order to provide people with information in timely fashion to help prevent crime and establish a stratified crime prevention network to enable faster acceptance of reports when incidents do occur.

Section 4: Preventing Juvenile Delinquency and Promoting Sound Upbringing

1. Overview of Juvenile Delinquency

The number of juvenile cases cleared in 2010 declined for the seventh consecutive year. However, juvenile crime rates continue to be high with 5.1 times more arrests per 1,000 persons in the same age demographic than for adults. The percentage of repeat offenders among juveniles arrested for criminal offenses is on the rise and reached 31.5% in 2010.

Juvenile Arrests and Per Capita Figures (1949-2010)

Note: Population ratio represents arrests per 1,000 persons in the same age demographic.

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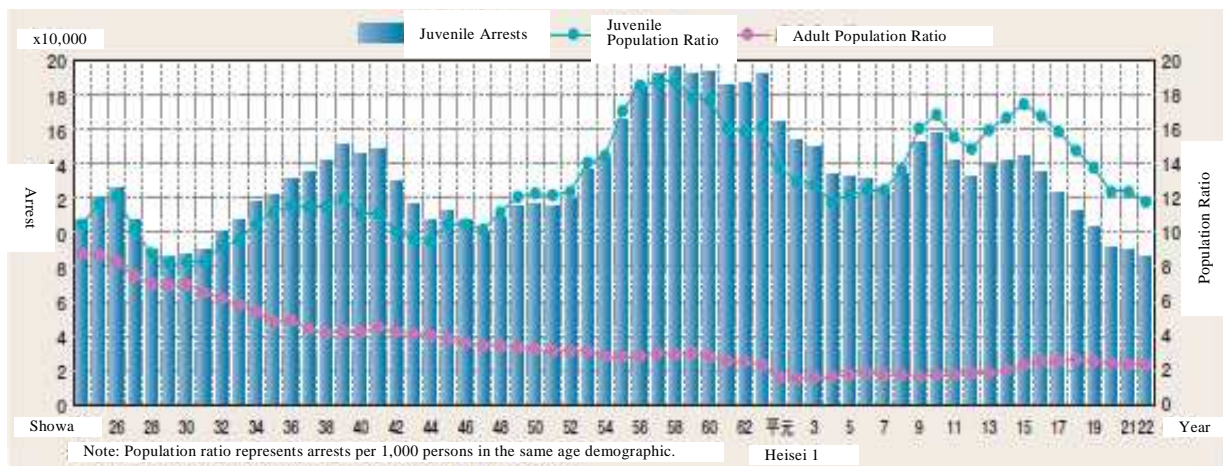
Comprehensive Measures for Prevention of Juvenile Delinquency

Overview of recovery support extended to youths
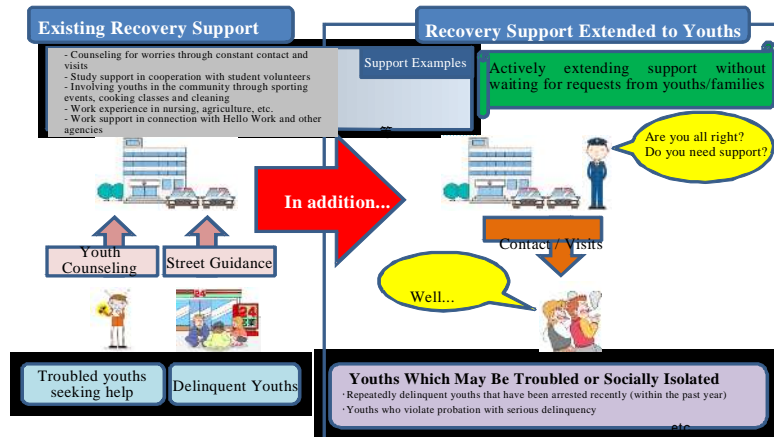
The police have established juvenile support centers in all prefectural police and provide juvenile counseling, street guidance, public education and other general anti-delinquency measures run by juvenile guidance officials. In the interest of improving youth morals and strengthening social ties, police have worked to build a society without juvenile delinquents by extending recovery support services to youths and fostering a social trend of watching over youth from 2010.

Police are also working to collaborate with schools and other agencies and organizations by forming youth support teams, building a school-police communication system, and dispatching school supporters. Police also promote activities for sound development of youth with cooperation of juvenile guidance officials, university students and other juvenile police volunteers.
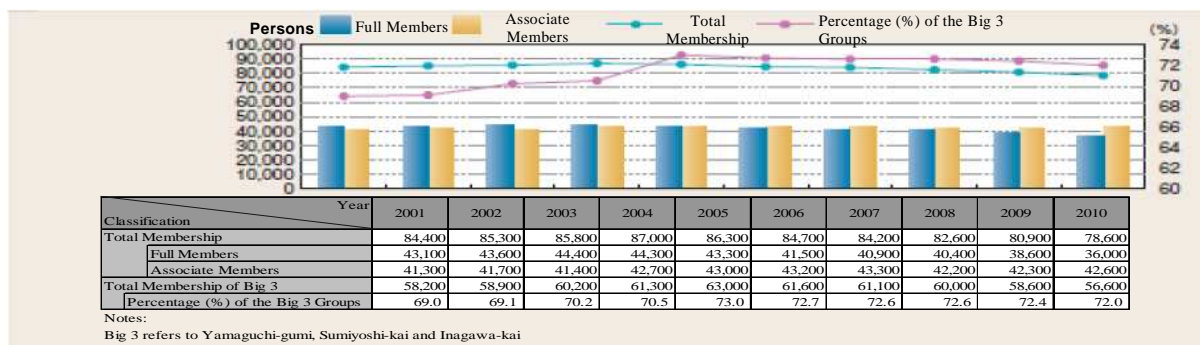
Additionally, police are committed to rigorous, accurate investigations and surveys into juvenile cases based on the individual youth and the nature of their juvenile proceedings.

Chapter 2: Promotion of Measures against Organized Crime

Section 1: Measures Against Organized Crime Groups (*Boryokudan*)

In addition to their traditional funding activities, racketeering through intercession in civil disputes and violence targeting government administrations, in recent years, *Boryokudan* have entered the construction industry, finance industry, industrial waste disposal industry, and engaged in securities trading while concealing their organization. By hiding behind this business activity and using those in collusion with *Boryokudan*, they are increasing their funding activity within the general public.

While taking note of changes in socioeconomic conditions, the police are boldly promoting strict crackdowns on *Boryokudan*, effective application of the Act on Prevention of Unjust Conducts by Organized Crime Group Members, and elimination activities of *Boryokudan*. Particularly in recent years, society is increasingly coming together in efforts to eliminate gang activity, with a spate of local governments enacting ordinances incorporating a wide range of measures to eliminate *Boryokudan*.

Year / Classification	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
Total Membership	84,400	85,300	85,800	87,000	86,300	84,700	84,200	82,600	80,900	78,600
Full Members	43,100	43,600	44,400	44,300	43,300	41,500	40,900	40,400	38,600	36,000
Associate Members	41,300	41,700	41,400	42,700	43,000	43,200	43,300	42,200	42,300	42,600
Total Membership of Big 3	58,200	58,900	60,200	61,300	63,000	61,600	61,100	60,000	58,600	56,600
Percentage (%) of the Big 3 Groups	69.0	69.1	70.2	70.5	73.0	72.7	72.6	72.6	72.4	72.0

Notes:
Big 3 refers to Yamaguchi-gumi, Sumiyoshi-kai and Inagawa-kai
Percentage of the Big 3 = Total membership of Big 3 / Total membership x 100

Organized Crime Group Membership (2001-2010)
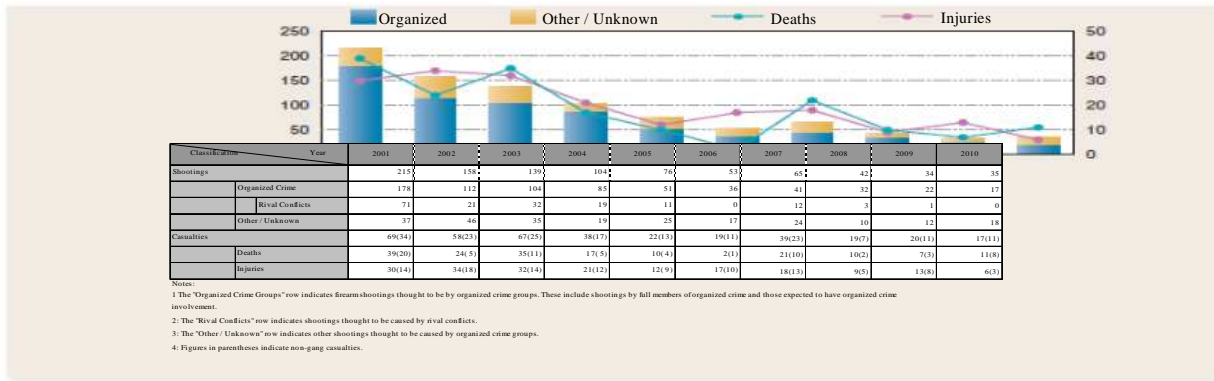
Section 2: Anti-Drug and Anti-Firearm Measures

The number of persons arrested for drug offenses for 2010 decreased from 2009, but persons arrested for stimulant offenses increased. Arrests in stimulant smuggling cases were also down from last year, but 2009 showed the highest levels since 1989. Conditions remain severe on the drug front.

Persons Arrested for Drug Offenses (2010)
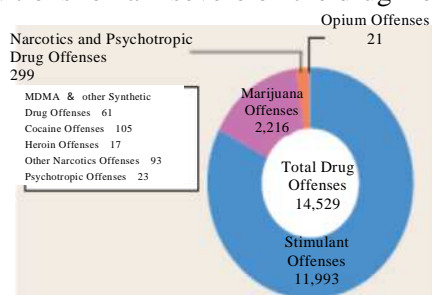
Additionally, there were a series of firearm shootings thought to be perpetrated by organized crime groups targeting private citizens and companies.

Given this, police are promoting public education and other measures to prevent drug abuse and eradicate illegal firearms. Police have formed and are implementing an Enhanced Anti-Drug Plan and other measures to block the supply of drugs and eradicate demand. For firearms, enforcement focuses on raids of crime syndicate weapons caches and handgun trafficking and smuggling cases.

Narcotics and Psychotropic Drug Offenses 299
Opium Offenses 21
MDMA other Synthetic Drug Offenses 61
Cocaine Offenses 105
Heroin Offenses 17
Other Narcotics Offenses 93
Psychotropic Offenses 23
Marijuana Offenses 2,216
Total Drug Offenses 14,529
Stimulant Offenses 11,993

Classification / Year	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
Shootings	215	158	139	104	76	53	65	42	34	35
Organized Crime	178	112	104	85	51	36	41	32	22	17
Rival Conflicts	71	21	32	19	11	0	12	3	1	0
Other / Unknown	37	46	35	19	25	17	24	10	12	18
Casualties	69(34)	58(23)	67(25)	38(17)	22(13)	19(11)	39(23)	19(7)	20(11)	17(11)
Deaths	39(20)	24(5)	35(11)	17(5)	10(4)	2(1)	21(10)	10(2)	7(3)	11(8)
Injuries	30(14)	34(18)	32(14)	21(12)	12(9)	17(10)	18(13)	9(5)	13(8)	6(3)

Notes:
1 The "Organized Crime Groups" row indicates firearms shootings thought to be by organized crime groups. These include shootings by full members of organized crime and those expected to have organized crime involvement.
2: The "Rival Conflicts" row indicates shootings thought to be caused by rival conflicts.
3: The "Other / Unknown" row indicates other shootings thought to be caused by organized crime groups.
4: Figures in parentheses indicate non-gang casualties.

Firearm shootings and casualties (2001-2010)

Section 3: Measures Against Crimes by Foreigners

The total number of cases cleared for criminal offenses by foreigners decreased from 2009 to 2010. However, with criminal organizations that work on global scales infiltrating Japan, multi-nationalized membership for crime organizations and global expansion of criminal activity, referred to as the "globalization of crime," conditions surrounding crimes by foreigners to Japan remain severe.

The NPA has formulated a strategic plan in response to the globalization of crime and is pushing forward effective measures demonstrating the police organization's comprehensive strengths in coordination with agencies at home and abroad.
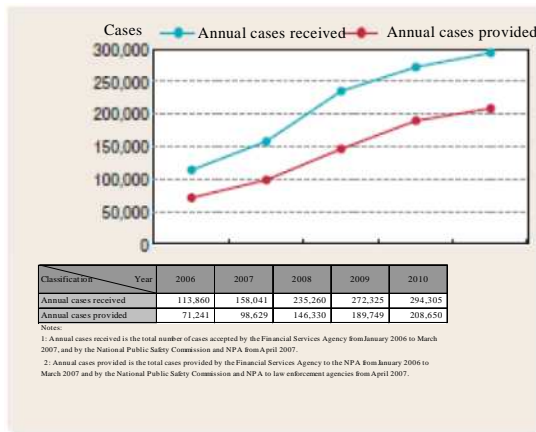
Overview of the Strategic Plan in Response to the Globalization of Crime
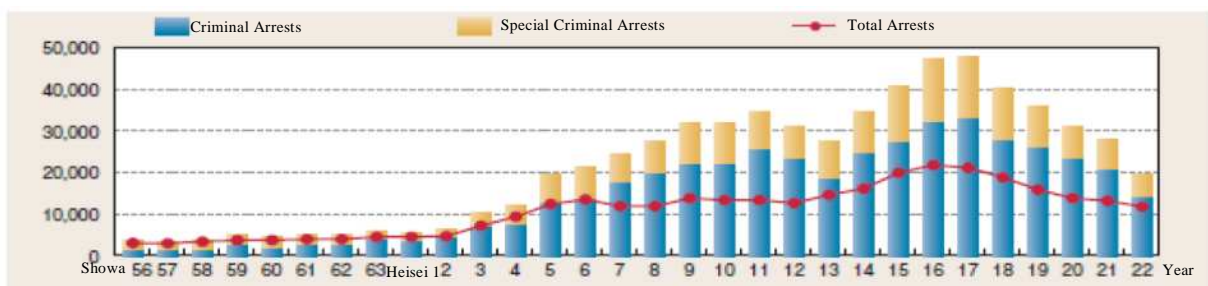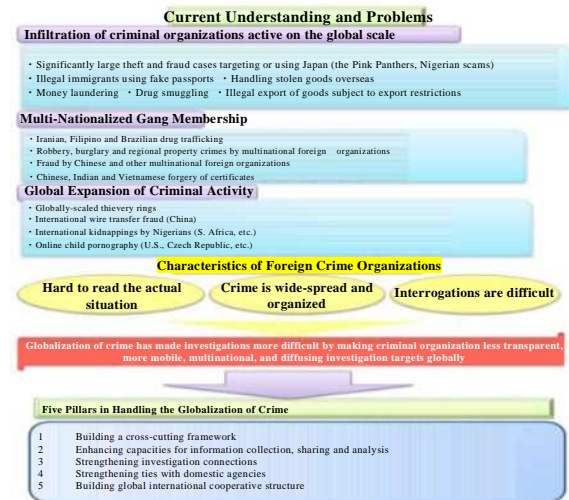
Cases Cleared for Criminal Offenses by Foreigners (1981-2010)

Section 4: Measures Against Criminal Proceeds

Notifications on suspicious transactions (2006-2010)

In order to undermine Japanese and other criminal organizations and force them into collapse, it is essential to prevent the transfer of and strip these groups of their criminal proceeds.

Based on the laws relating to the prevention of the transfer of criminal proceeds (hereinafter the Act on Prevention of Transfer of Criminal Proceeds), the police are promoting measures against criminal proceeds through initiatives in collaboration with other agencies and aggressive use of laws for punishing organized crimes and regulating criminal proceeds. In April 2011, the Act on Prevention of Transfer of Criminal Proceeds was amended to add call forwarding service providers to special companies, add items for confirmation at the time of transaction, and strengthen punishments for illegal bankbook transfers and other offenses.

Money Laundering Cases Cleared (2006-2010)

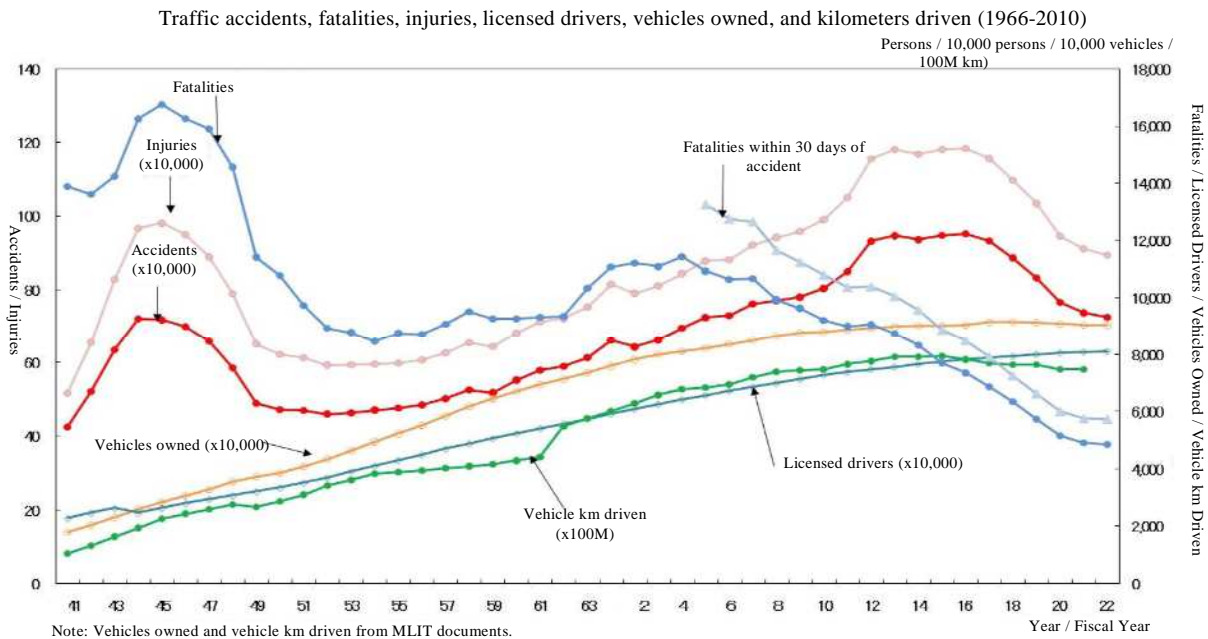| Classification	Year	2006	2007	2008	2009	2010
Organized Crime Punishment Act Cases		134(53)	177(60)	173(63)	226(90)	205(90)
	Management control of corporations (Article 9)	1(0)	0	1(1)	0	1 0
	Concealment of criminal proceeds (Article 10)	91(18)	137(35)	134(41)	172(49)	139(46)
	Receipt of criminal proceeds (Article 11)	42(35)	40(25)	38(21)	54(41)	65(44)
Narcotics Provision Law (Cases)		10(5)	7(5)	12(5)	10(4)	9(5)
	Concealment of narcotics proceeds (Article 6)	5(3)	5(4)	10(4)	5(1)	8 4
	Receipt of narcotics proceeds (Article 7)	5(2)	2(1)	2(1)	5(3)	1(1)

Note: Numbers in parentheses signify counts against members of criminal organizations. (those known by the NPA)

Chapter 3: Ensuring Safe and Comfortable Transportation

Section 1: Traffic Accidents in 2010

Traffic fatalities in 2010 fell to 4,863, below that of 2009 when fatalities fell below 5,000 for the first time in 57 years since 1952. Accidents and injuries also fell for the sixth straight year, falling below 900,000 injuries for the first time in 16 years. However, the more than 700,000 accidents are still cause for concern.

Traffic accidents, fatalities, injuries, licensed drivers, vehicles owned, and kilometers driven (1966-2010)

Note: Vehicles owned and vehicle km driven from MLIT documents.

Section 2: Fostering Awareness of Road Safety

1. Police Initiatives to Eradicate Drunk Driving

In 2010, traffic accidents attributed to drunk driving decreased for the 10th consecutive year. Police actively inform the public of the dangers of drunk driving and the facts about drunken driving accidents, and promote traffic safety education. Police are working to make Japan a society that does not tolerate drunk driving with the help of private organizations. The police have appealed for cooperation from related industries in measures to deter drunk driving and are calling for people to pick a designated driver. Police also continue to strictly enforce laws to stamp out drunk driving.

2. Promoting Safe Use of Bicycles

In 2010, 20.9% of all traffic accidents were bicycle-related. In a joint initiative, the NPA and the Ministry of Land, Infrastructure, Transportation and Tourism (MLIT) specified model areas for development of bicycle-safe traffic environments. In conjunction with road administrators and based on results of this initiative, police are committed to developing bicycle-safe environments by establishing bicycle lanes, constructing bicycle paths and other efforts. Police are also committed to education of bicycle traffic rules using the Traffic Safety Education Guidelines, and promote bicycle safety education for children with cooperation from schools.

Example Bicycle Lane

Section 3: Driver Measures

Police are committed to enriching education for drivers when they apply for driver's licenses and after acquiring their license. The chances for driver's education are systematically placed during the driver's license distribution process and at different stages afterwards. Police are also working to enhance measures for elderly drivers by having them complete pre-training exams (cognitive testing) and basing senior driver training on the results.


Senior driver training with driving aptitude test equipment

Section 4: Improvements for Traffic Environments

1. Making Traffic Environments Safer

Police are working on improving traffic signals, road signs and other traffic safety equipment. Police are also working to mitigate traffic congestion and pollution by trying to make traffic flow more orderly with traffic control systems and providing collected and analyzed data as traffic information.
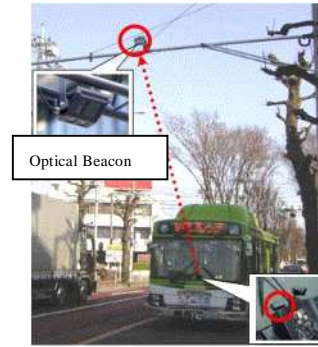
Public Transportation Priority System

2. Using IT in Road Transportation

Police are committed to optimizing traffic management using the latest information and communication technology. Police are working to develop a Public Transportation Priority System (PTPS) and other new traffic management systems. The PTPS is a system of controlling traffic lights to give preference to buses and other mass public transport using optical beacons.

3. Revitalizing Cities with General Parking Measures

Besides aggravating traffic congestion and obstructing safe passage, illegal parking harms the living conditions of local residents and has significant impacts on life in general.

In order to ensure orderly parking, the police are continuously reviewing current parking regulations. To control illegal parking, police strictly enforce regulations based on the views of local residents and other matters, and in line with established and published guidelines.

Section 5: Maintaining Road Traffic Order

1. Traffic Law Enforcement

The police are committed to enforcing traffic laws focused on cracking down on extreme and dangerous infractions which lead directly to traffic accidents, such as

driving without a license, drunk driving, excessive speeding, and ignoring traffic signals, as well as infractions which many local residents have voiced demand for enforcement. In 2010, there were 8,040,944 road traffic violations ticketed.

2. Promoting General Measures Against Motorcycle Gangs (*Bosozoku*)

The Traffic Division and other police divisions are working together to promote a crackdown on motorcycle gangs by applying various laws and regulations. Police are committed to dismantling motorcycle gangs and getting members to withdraw.

3. Traffic Accident Investigations

The police are working to conduct accurate traffic accident investigations. Specialist education is in place to develop traffic investigators with advanced knowledge and skills concerning forensic road traffic investigation.

Chapter 4: Maintaining Public Safety and Disaster Countermeasures

Section 1: International Terrorism and Countermeasures

1. International Terrorism

(1) Terrorist Threats to Japan

In May 2011, *Al-Qaeda* leader Osama bin Laden was killed in a U.S. operation. The death of bin Laden is likely to affect the future landscape of international terrorism, and already some of the terrorist attacks occurring since the leader's death have been labeled retribution attacks. Amidst this, Japan has been threatened as a target for terrorism in the past and vigilance is still high.

(2) North Korea

As of June 1, 2011, police have determined 13 suspected cases of abduction (19 victims) to be by North Korea and are arranging for issuance of international arrest warrants for 11 North Korean agents involved in eight abductions. There are also other cases than those mentioned above for which the possibility of North Korean abduction cannot be ruled out. Police are currently making concerted efforts on thorough investigations concerning accusations and indictments in these cases.

2. International Terrorism Countermeasures

Police promote a number of initiatives in order to prevent terrorist attacks. Police collect and analyze data through foreign security information agencies, take administrative measures towards distributors of chemical substances which can be used as materials for explosives, have measures in place at international airports and harbors, and have security guards on the lookout at important facilities. Police are also committed to improving its ability to cope in the event that there is a terrorist attack, holding daily training for various units, including Special Assault Teams (SAT), Anti-Firearms Squads, and Counter-Nuclear Biological Chemical Terrorism Squad.

Section 2: Foreign Affairs and Related Measures

In 2010, relations in the Korean Peninsula tensed as North Korea sunk a South Korean navy patrol ship and bombarded South Korea's Yeonpyeong Island.

Police are committed to keeping Japanese interests from being compromised. Police are working to collect and analyze information on various North Korean maneuvers as well as illegal export of weapons of mass destruction and related materials, and to exercise strict control over illegal activities.

Section 3: Public Safety and Related Measures

1. Trends in Aum Shinrikyo and Countermeasures

In May 2007, the Aum Shinrikyo religious cult split into the main group "Aleph" and separatist "Circle of Rainbow Light" factions. While Aleph stresses absolute devotion to Aum leader Matsumoto, the Circle of Rainbow Light is seeking to wipe out the Matsumoto ties and find appeal as an open cult. Police continue their ongoing investigation to find and arrest the three Aum suspects on NPA's most wanted list.

To prevent a reoccurrence of their indiscriminate mass murder, police are working with related agencies to unveil the true identity of Aum Shinrikyo members and enforce any organized criminal activity.

(As of January 2012, one suspect was arrested, making two Aum suspects on the wanted list.)

Apartment used as secret hideout for JRCL

Revolutionary Marxist Faction

2. Trends and Measures Against Violent Ultra-Leftist Groups

In 2010, left-wing extremists continued to scheme organizational maintenance and expansion, hiding its violence and partisanship behind labor movements and mass movements. Police are investigating violent ultra-leftist group cases and conducting sweeping searches to uncover apartments and other places they use as secret hideouts. Through public education using posters and other materials, police are also promoting various measures such as requesting the public for information on a wide scale. Police did expose one secret Japan Revolutionary Communist League (Revolutionary Marxist Faction) hideout in 2010.

3. Trends and Measures Against Rightist Groups

Attacking Japanese government policies and other matters, and seizing on the Chinese fishing boat that crashed into a Coast Guard patrol boat in the waters around the Senkaku Islands, rightist groups relentlessly criticized the government and other parties. Also, the Rightist Citizen's Group held rallies and demonstrations in various areas, causing trouble with opposing forces. Police will continue striving to prevent significant rightist demonstrations and other events and to fully control illegal activities.

Section 4: Disaster Response and Security

1. Response to Natural Disasters

There were 30 persons dead or missing and 273 injured from heavy rains, typhoons, earthquakes, tsunamis, gale winds and storm surges in 2010. Police deployed IERUs to rescue victims and search for missing persons.

Interprefectural Emergency Rescue Unit search activity

Column: Security for 2010 APEC Meeting

In addition to the Senior Officials' Meetings and ministerial meetings held in Yokohama, Kanagawa in November, APEC held seven other related ministerial meetings from June to November of 2010.

Along with the all-out efforts of police nationwide in providing security for these meetings, police fulfilled Japan's security responsibilities as host nation and prevented terrorist attacks thanks to public-private Japanese-style anti-terrorism measures with the full cooperation of private businesses and local residents.

2. Patrols and Security

The police act as esteemed security guards between the imperial family and people, and are committed to ensuring the imperial family's safety and prevent congestion and accidents from visitors. Under strict security with concerns of terrorist attack and other illegal incidents, police promote appropriate security measures to ensure the safety of important officials.

Escort on imperial visit to the Musashino Imperial Mausoleum

2010 APEC Senior Officials' Meeting

Chapter 5: Public Safety Commission System and Police Activity Support

Section 1: Police Organization and the Public Safety Commission System

The Public Safety Commission System was established to ensure political neutrality and prevent dogmatic operation of the police administration and its enforcing powers with the thought that it be appropriate for a body representing the common sense of the people to manage the police. At the national level, the National Public Safety Commission (NPSC) exercises administrative supervision over the NPA, and at the prefectural level, Prefectural Public Safety Commissions (PPSC) exercise administrative supervision over prefectural police.

Regular meeting of the National Public Safety Commission

Section 2: Police Activity Support

1. Police Personnel

The number of police personnel I FY2011 was 292,111, of which 7,732 belonged to the NPA and 284,379 belonged to the prefectural police.

Police Personnel Numbers   (FY 2010)

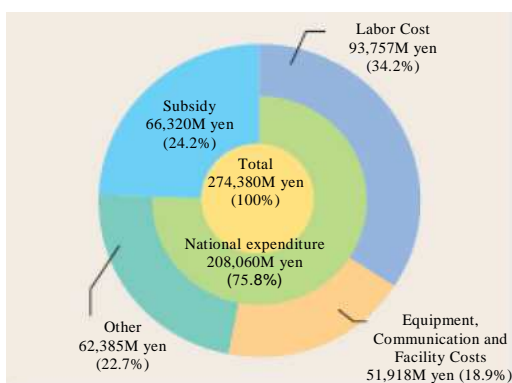| Class	National Police Agency				Prefectural Police					Grand Total
	Officers	Imperial Palace Guards	General Staff	Total	Officers			General Staff	Total	
					Local Senior Officers	Local Community Officers	Subtotal			
Personnel	2,037	900	4,795	7,732	628	255,363	255,991	28,388	284,379	292,111

Note: For prefectural police personnel, numbers for Local Senior Officers are specified by Cabinet Order, and numbers for all other personnel are specified by the present municipal ordinance issued on April 1, 2011.
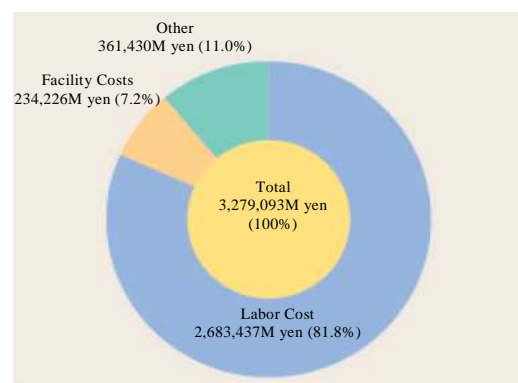
2. Budget

The police budgets are comprised of the NPA budget and the prefectural police budget. Prefectural police budgets include expenses and subsidies disbursed by the national treasury.

NPA budget (after final amendment for FY2010)

Labor Cost 93,757M yen (34.2%)
Subsidy 66,320M yen (24.2%)
Total 274,380M yen (100%)
National expenditure 208,060M yen (75.8%)
Other 62,385M yen (22.7%)
Equipment, Communication and Facility Costs 51,918M yen (18.9%)

Prefectural police budget (after final amendment for FY2010)

Other 361,430M yen (11.0%)
Facility Costs 234,226M yen (7.2%)
Total 3,279,093M yen (100%)
Labor Cost 2,683,437M yen (81.8%)

3. Management of Detention Facilities

As of April 1, 2011, there were 1,238 detention facilities nationwide. Based on the Act on Penal Detention Facilities and Treatment of Inmates and Detainees, police have fully separated investigations and

detention services. Police are committed to humane treatment of detainees and facility improvement, and ensure that detention facilities are managed appropriately. In addition, the NPA conducts planned patrols of all prefectural police detention facilities every year to maintain nationwide uniformity in the treatment of detainees.

Section 3: Police Responding to the Trust of the People

1. Appropriate Activities of the Police

(1) Ensuring Appropriate Budget Spending

To ensure appropriate budgetary spending, the police conduct audits under the rules for audits as prescribed by the National Public Safety Commission while improving auditing methods.

(2) Inspections

Rigorous inspections are in place to increase police capacity for self-purification within the police. All chief inspection officers administering inspections of prefectural police are local police administrators appointed by the National Public Safety Commission. Additionally, inspectors are being increased along with other enhancements for the NPA, Regional Police Bureau, and prefectural police inspection systems. Inspections ensure efficient operation and maintenance of discipline based on the rules for inspections as specified by the National Public Safety Commission.

(3) Thorough Management of Information

1) Promoting Information Security Measures

Police handle large amounts of personal information for criminal investigations and driver's licenses as well as other confidential information. The NPA has therefore formed a police information security policy (an architecture for standards in police information security) and promotes measures to prevent leakage of information and other matters.

2) Cases on Data Related to International Anti-Terrorist Measures Posted Online

In October 2010, data related to international anti-terrorist measures was posted online. The National Public Safety Commission conducted a full investigation and study of the incident in December 2010, instructing the protection of persons whose personal information had been posted and other police measures, as well as thorough, reinforced information protection. The NPA reported its interim findings summarizing an overview of the study, state of police initiatives and future policies to the National Public Safety Commission and published it. The police recognize that the data included information that was most likely handled by a police officer and find it extremely regrettable that the data was released online and has troubled people and put them in such unrest. Police will continue to protect those whose personal information was released and give the organization's full effort in investigations and studies for this matter and other police measures to uncover the truth. In addition, the police are committed to measures in order to ensure and reinforce information protection and resolve to fully protect information.

2. Police Activities Open to the Public

The police need to fully understand the people's opinions and demands when engaging in various activities to prevent local crimes and traffic accidents. Moreover, the

understanding and cooperation of local residents is imperative in order to bear the fruits of these activities. As such, all police stations nationwide will in principle have a Police Station Council. In the council, the chief of police station will hear resident opinions on police station affairs and use it as a forum to seek resident understanding and cooperation.

3. Police Support of Victims

Victims and their families not only suffer damage directly, physically, mentally and financially by crime, but may also suffer various secondary damages. The police are working to enhance support for victims in various aspects.