

Special Feature: The Changing Investigative Environment and Police Initiatives

Preface

Revisions to the post-war police system placed responsibility for the first right of independent investigation on the police, which came to bear the duty of executing investigations for Japanese citizens. Since then, police investigations have not only fulfilled the role of properly and swiftly applying and implementing penal laws in criminal justice proceedings, but they also have come to play an important role in executing responsibilities and duties of the police that protect the life, physical body and property of an individual and maintain public safety and order. To fulfill this role, the police have striven to enhance and strengthen their investigative abilities to accommodate changing trends in the state of criminal affairs.

Certain improvements in the crime situation can be seen, including a steady decline in the number of confirmed criminal offenses after peaking in 2002, as well as an improvement in the crime-clearance ratio for serious crimes such as murder and robbery since 2002. On the other hand, police investigations are encountering serious issues that include the fact that there has been a significant drop in the past 20 years in the number of clearance of larceny, which is a representative offense that facilitates feelings of anxiety about public security among Japanese citizens, and that the total damage for special fraud, such as remittance fraud, is the highest it has ever been.

Against the backdrop of such issues, there are changes in the environment involving police investigations stemming from changes to social conditions and system reforms. The advancement of an ageing society and shifts in family compositions resulting in an increase in the number of single households have weakened human relations in regional communities and made it difficult to obtain important information through traditional investigative police methods such as canvassing. In addition, although the spread of new services such as mobile phones

and the Internet have greatly contributed to improving convenience in citizens' lives and economic activities, these services make tracking criminals difficult because of their improper use. Furthermore, changes are being forced on the very modality of police investigations centering on interrogations due to changes in the court system and its application in accordance with a series of reforms to the judicial system.

Therefore, the police are working to secure traceability linking traces of crimes and criminals, and promoting initiatives for thoroughly gathering objective evidence and conducting proper validation through efforts that include ensuring the cooperation of private businesses and improving utilization/systemization of technology. The police are also reviewing measures that would change the approach to police investigation, such as adopting audiovisual recordings in interrogations and new investigative methods.

In this special feature, Section 1 outlines criminal affairs and issues in investigation. Section 2 touches on changes in the social landscape and system reforms that are impacting police investigations, and Section 3 presents police initiatives in response to these changes. Section 4 introduces overseas investigative methods, while Section 5 introduces the results of a household survey on police investigations and takes a look at the future state of police investigations.

The state of police investigations in the future is closely related to the role the police should play in ensuring the safety and security of Japanese citizens, and consequently, is closely related to public security in Japan in the future. Hopefully, this special feature will help people to deepen understanding of police investigations in Japan and think about public security going forward.

Special Feature: The Changing Investigative Environment and Police Initiatives

Section 1: Crime Situation and Issues in Investigations

The number of confirmed criminal cases has steadily declined since peaking in 2002, indicating a steady improvement in the crime situation. However, there has been an increasing trend in the number of child-abuse, stalking and spousal violence cases, and total losses from special fraud such as remittance fraud were the highest it had ever been in 2013, demonstrating that the crime situation remains unpredictable. In addition, with a spate of cybercrime incidents and successive cases of cyber-attacks, threats in cyberspace are escalating and posing new issues for public safety.

1 The Situation of Criminal Cases

In 2013, the number of confirmed criminal cases was 1,314,140, a decrease of 89,130 cases from the previous year. The number of cleared criminal cases was 394,121, a decrease of

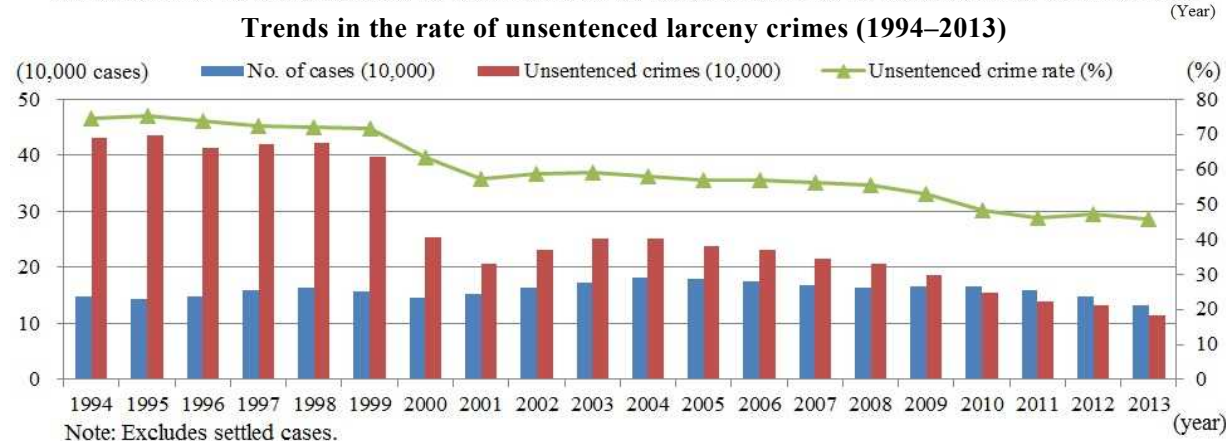
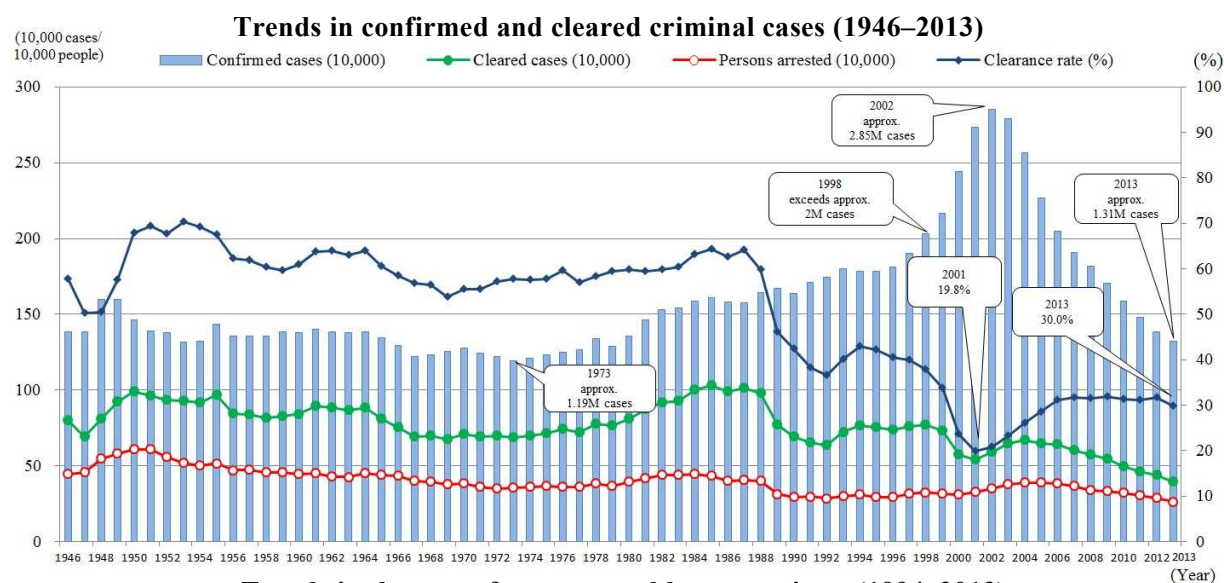
43,489 cases from the previous year and the first time since WWII that it numbered under 400,000.

2 Issues Involved in Larceny Investigations

The number of clearance of larceny has continued to fall since 2005. The decrease in the number of clearance of larceny between 2002 and 2013 comprises over 70% of the fall in the number of overall cleared criminal cases during that same period.

(1) Trends in Clearance of Unsented Larceny Crimes

Recently, clearance of unsented larceny crimes has markedly dropped. Of the number of cleared larceny cases that exclude settled cases, the number of unsented crimes in 2013 fell by half compared to 2004, and the percentage also has decreased by 28.5 points over the past 20 years.

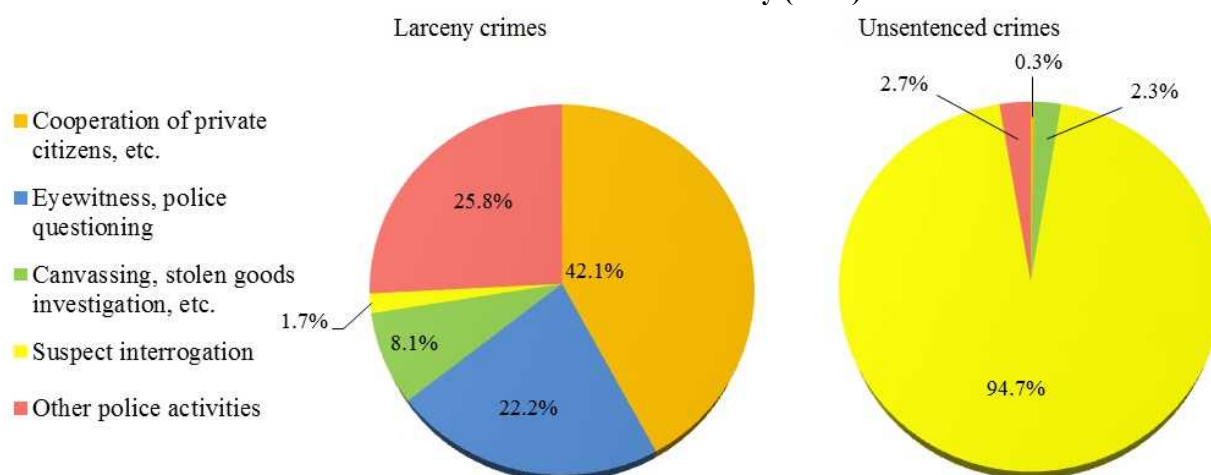


(2) The Clues of Clearance of Unsented Larceny Crimes

The clues of clearance of unsented larceny crimes primarily consists of “interrogations of the suspect.” Obtaining a statement about the unsented crime in the interrogation of the suspect is essential to investigations of unsented larceny crimes.

case and duties outside of direct investigation that should be conducted by police officers in the criminal investigation division are thought to impact the difficulty of sparing sufficient time to interrogate a suspect.

The clues of clearance of larceny (2013)



(3) Reasons for a Decline in Clearance of Unsented Larceny Crimes

The fact that it is becoming difficult to obtain a statement from a suspect about an unsented crime is a major reason for the decrease in the number of cleared larceny cases.

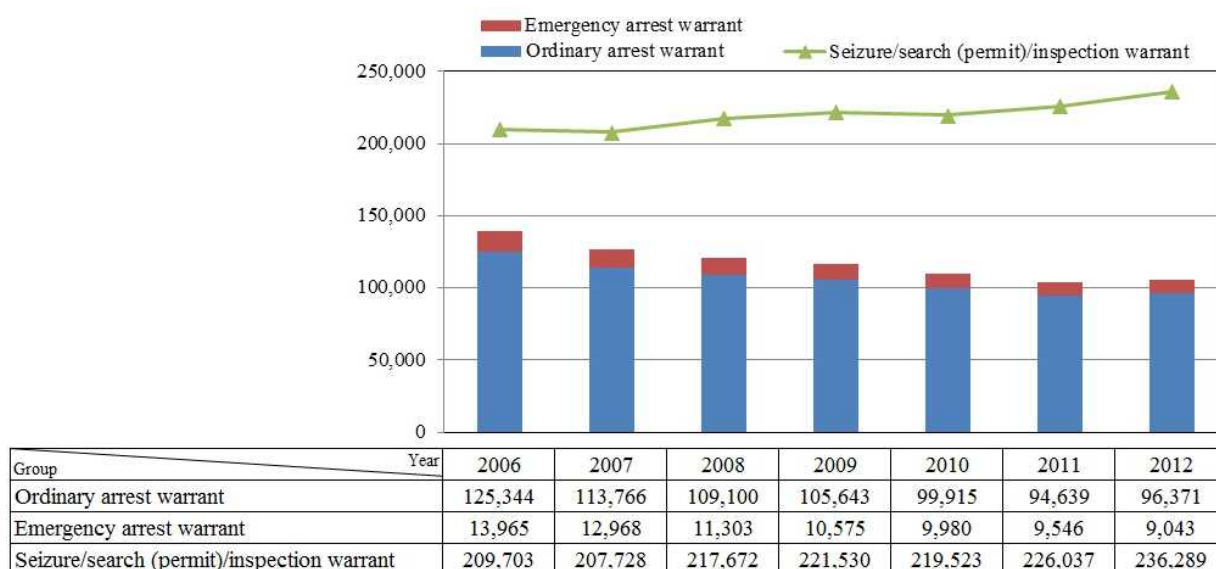
To give some background, factors such as an increase in investigative matters for a single

3 Special Fraud, such as Remittance Fraud, and Issues in Investigations

(1) Special Fraud

Since May 2003, when “Hey, it’s me” type of remittance call fraud cases began to become prevalent, both the number of confirmed cases and total amount in losses have trended at high levels, but through intensification of police

Number of persons issued warrants by type (2006–2012)



Note: The number of persons issued a seizure/search (permit)/inspection warrant in 2012 includes persons issued a seizure warrant ordering records and written permit.

Source: Judicial statistics

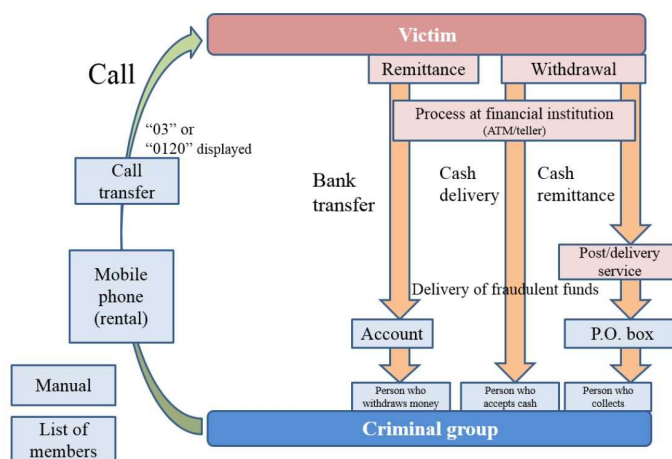
crackdowns and measures, such as preventive action through unification of government and the people, in 2009 the number of confirmed cases and total losses have each declined by a third compared to 2004.

However, since 2011, there has been an increase in swindle by impersonation that primarily targets the elderly and uses the criminal technique of directly receiving cash. The subsequent total losses have grown. In addition, from around 2010 special fraud that does not fall under remittance fraud has become frequent, including fraud under the pretext of trade, such as financial instruments resembling unlisted stocks and corporate bonds. Since then, the number of confirmed cases and total losses for special fraud in general has continued to increase. Total losses in 2013 were approximately 48.95 billion yen, the highest to date.

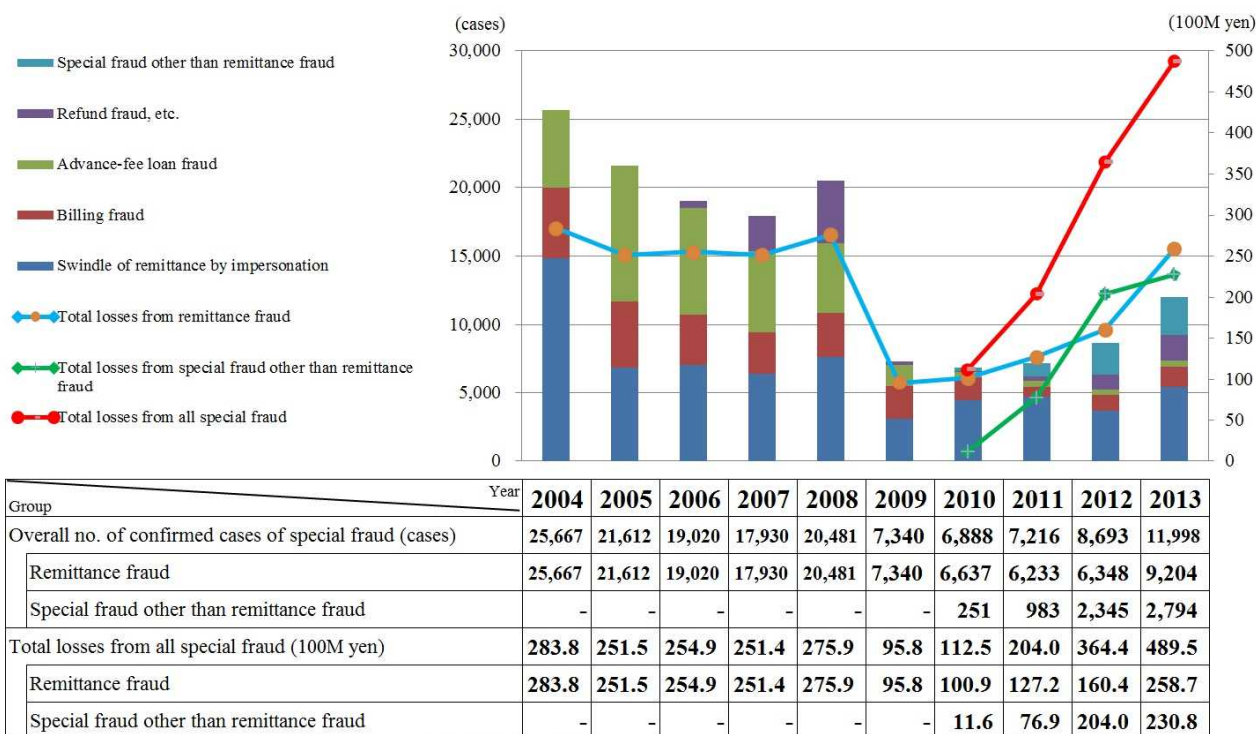
Elucidation of the criminal group as a whole is difficult so as not to leave behind traces of contact even within the group.

In addition, various services are abused in special fraud to accommodate aspects of

Various services abused in criminal acts of special fraud



Trends in the number of confirmed special fraud cases/total losses (2004–2013)



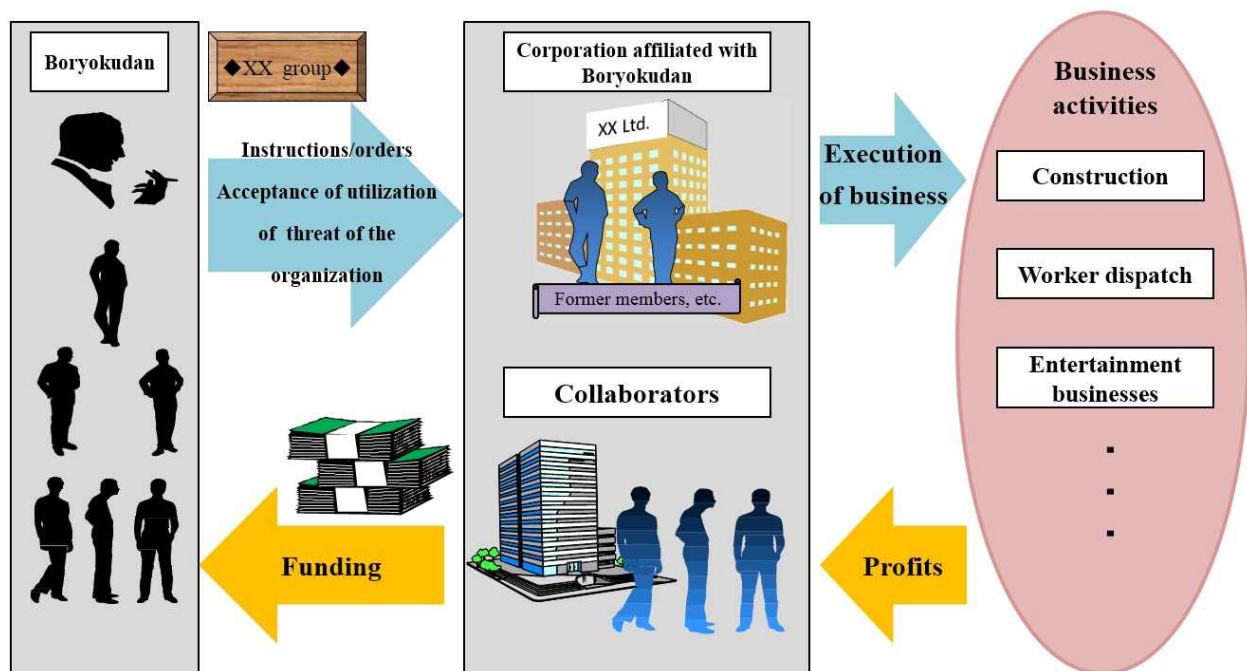
Note: Special fraud other than remittance fraud was totaled from February 2010.

(2) Issues in Special Fraud Investigations

Criminal groups that carry out special fraud, particularly leaders and core members, take on different roles, such as the role of the person who repeatedly phones and dupes the victim, and the role of the person who goes to a home or other location to receive the cash.

criminal acts. Call forwarding services and rental mobile phones are abused as means of contacting the victim, and postal and parcel delivery services, savings accounts in another person's name, and commercial mail receiving agencies are abused as ways to receive fraudulently gained money.

The organization/activities of non-transparent Boryokudan



4 Issues Concerning Organized Crime Investigations

(1) Issues on Boryokudan Crime Investigations

In investigations of Boryokudan crime, there are issues concerning not only how to arrest perpetrators, but also concerning how to figure out the organizational activities including the organization's sources of funding and high-ranking persons involved.

However, activities of Boryokudan have been diversifying and becoming more secretive because the Boryokudan have infiltrated into a variety of private sectors while concealing their organizational backgrounds, as well as exploited affiliate corporations and collaborators for funding. In addition, information on Boryokudan organizations, and statements from victims of Boryokudan crimes have been difficult to obtain because they are vigilant against police crackdowns and strengthen controls against members.

(2) Issues on Investigations on Drug Offenses

Drug offenses tend to stay unrevealed since they do not have direct victims and are generally carried out secretly. Often, it is difficult for law enforcement agencies to grasp clues in cases.

In addition, in many cases, drug offenses are conducted by criminal organizations such as

Boryokudan and foreign criminal organizations. These organizations tend to take defensive measures including division of labor, such as the transport and storage of drugs, sophistication of command structure, and instructing what to testify if arrested. This makes it difficult to figure out the details of their activities and supply routes.

Furthermore, in addition to smuggling cases that use shrewd deception methods such as hiding drugs in the carry-on luggage of aircraft passengers, there are also cases where drug couriers deny the awareness of participation in smuggling.



Stimulants concealed in a modified briefcase

Section 2: Changes in the Environment Surrounding Police Investigations

Due to changes in the environment surrounding police investigations, it is difficult to trace criminals, and the modality of police investigations has itself been forced to change. Thus, the focus is on reforms to systems and changes in the social landscape that impact police investigations.

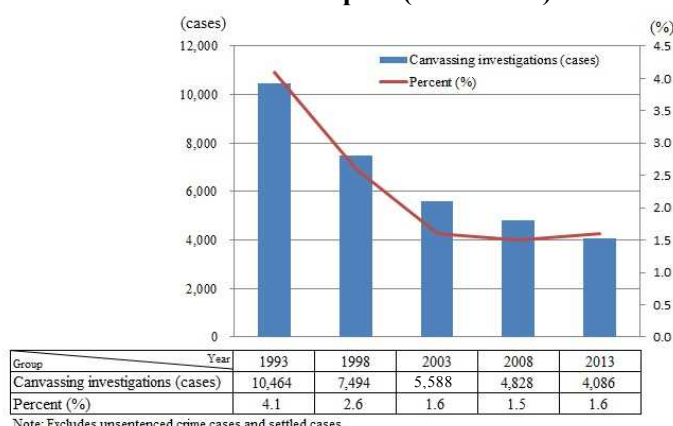
1 Changes in the Social Landscape

(1) The Weakening of Human Relationships in Regional Society

As the number of single households increases in accordance with the advancement of an ageing society and population influx from regional areas to cities, there is a growing weakening of human relationships in regional society. In this way, it has become harder for the police to obtain important information through traditional investigative methods such as canvassing, and the number of cleared criminal cases that start with canvassing to arrest a suspect has greatly declined.

On the other hand, in recent years security cameras are now being placed in locations open to the general public, such as in train stations and convenience stores, and they have come to play an important role in securing the safety of the public.

Trends in the number of arrests for criminal offenses that start with canvassing to arrest a suspect (1993–2013)



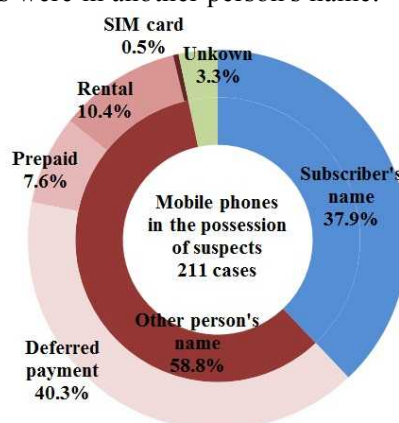
(2) Various Services Abused as Means for Untraceable Offenses

I. Mobile Phones

Mobile phones have rapidly become popularized, and the number of subscribers keeps rising. There are cases of unlawfully

entering into a mobile phone contract by means such as utilizing a fake form of identification, changing the name through fake adoption, using the name of a dummy company, and instances where rental mobile phone businesses do not thoroughly confirm the identity of the user. Thus, it is difficult to identify the mobile phone subscriber/user.

Amid this, mobile phones are frequently being abused in crimes as a means that does not leave any traces of the offense. For example, the National Police Agency conducted a survey on names used for mobile phones possessed by suspects from criminal groups involved in special fraud cases cleared by the prefectural police nationwide. It showed that from May 1–May 31, 2013 approximately 60% of the mobile phones were in another person's name.



Names used for mobile phones in the possession of suspects from criminal groups perpetrating special fraud (May 2013)

II. Internet

Amid an increasing number of Internet users, the anonymity of the Internet is being abused in criminal offenses.

III. Other Services

Just like mobile phones, savings accounts are being abused as a means to collect and send criminal proceeds. They are opened by persons pretending to be fictitious persons or third parties or legitimately opened accounts are bought and sold.

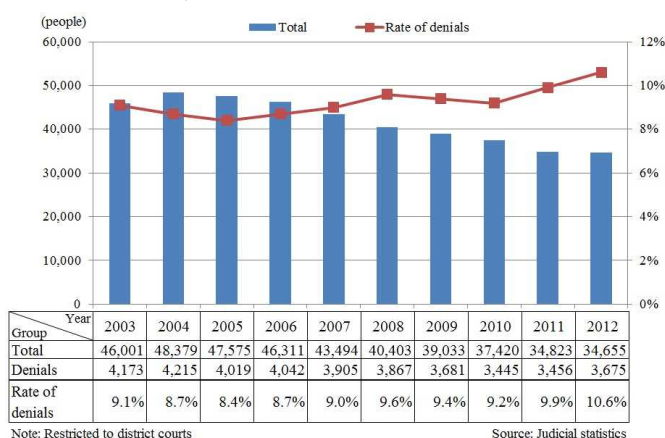
In addition, recently a delivery receiving service, called a commercial mail receiving agency, has become popularized and is being abused for purposes such as serving as a place to send fraudulently gained money and passbooks for savings accounts that are unlawfully traded.

2 Reforms in Systems Involving Police Investigations

(1) Changes in the Environment Involving Investigations

In a succession of judicial system reforms, while the lay judge system was introduced, cases of denial have been increasing and the environment involving investigation is changing at a dizzying speed. In addition, the police are trying audiovisual recordings in investigations to review an approach that contributes to effective/efficient proof of credibility and the voluntary nature of statements in trials by lay judges.

Denial rate of persons finally disposed in ordinary first-instance cases (2003–2012)



I. An Increase in Cases of Denial

In crimes such as injury, fraud, and larceny,

the percentage of persons denying guilt when the procedural steps in an ordinary first instance case are concluded is trending up. The role played by investigation is significant in the elucidation of facts in a case and the acquisition of information on unsentenced crimes, but this increase in cases of denial shows that it is becoming difficult to determine facts through police investigations at the investigative stage.

II. Actions Taken by Lawyers for Suspects

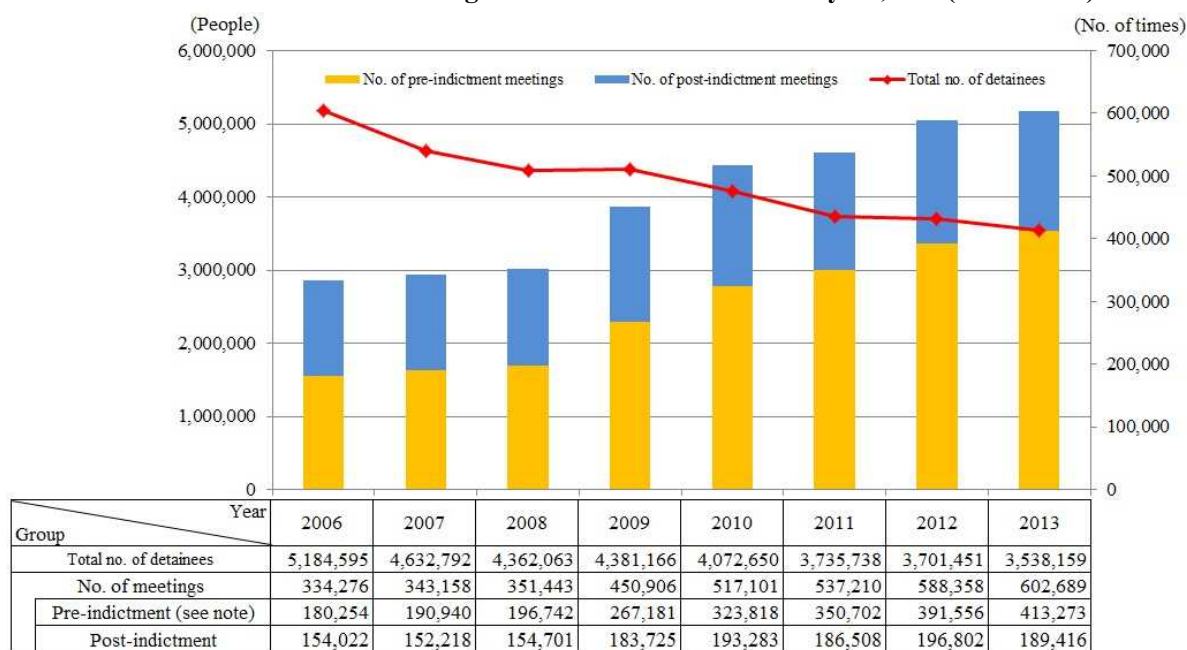
The court-appointed defense counsel system for suspects was introduced in October 2006. The appointment of a public defender from the investigative stage enables the lawyer to grasp points at issue early on, and improves and expedites criminal trials.

Since that system was introduced in 2006, the total annual number of detainees has decreased, but the number of meetings between detainees and lawyers continues to increase.

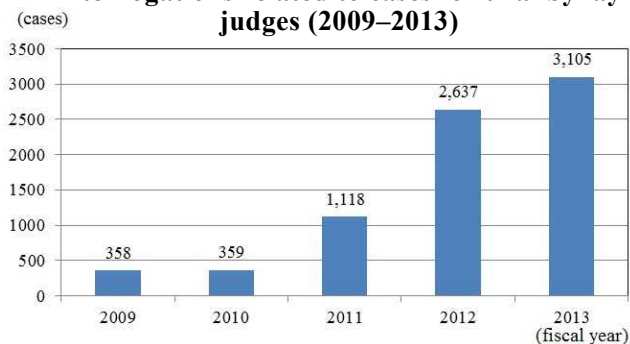
III. The Introduction of the Lay Judge System and the Trial-based Audiovisual Recordings of Interrogations

To review an approach that contributes to effective/efficient proof that statements were made voluntarily in trials by lay judges, the police have begun the trial-based audiovisual recordings of interrogations. All the prefectural police have been implementing the trial-based audiovisual recordings since April 2009.

Number of meetings between detainees and lawyers, etc. (2006–2013)



Number of audiovisual recordings made during interrogations related to cases for trial by lay judges (2009–2013)



The trial-based audiovisual recordings of interrogations also lead to physical and human burdens placed on the police. For example, until the end of FY2013 the National Police Agency and the prefectural police put 1,116 pieces of audiovisual equipment into place, which required approximately 1.085 billion yen in expenditures. In addition, 3,315 cleared cases are reported as cases subject to trials by lay judges in FY2013. Of those, 3,105 cases utilized audiovisual recordings, generating new work such as watching and listening to DVDs, and transcribing recorded voices.



Implementing audiovisual recording during an interrogation (image)

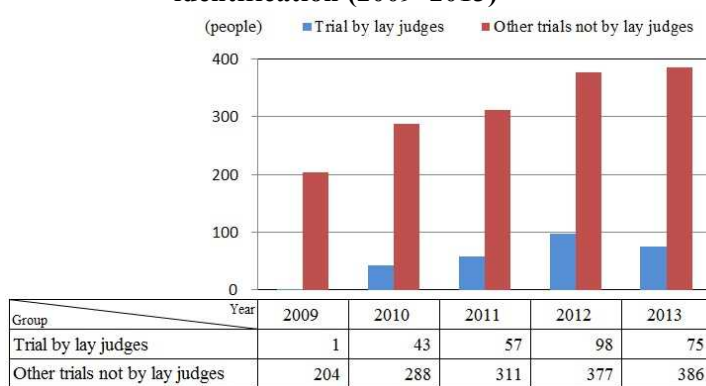
(2) Increase in Work that Accompanies a Focus on Objective Evidence at Trial

In accordance with the introduction of trials by lay judges, an even greater emphasis is being placed on objective evidence that contributes to the lay judges' accurate formation of convictions at trial. With the serious succession of cases of innocence that question the investigative approach, the police are gathering objective evidence even more thoroughly.

The process of focusing on this kind of objective evidence contributes to effective proof of criminal offense, but also leads to an

increase in work related to gathering objective evidence and expert testimony, and is putting constraints on investigations. For example, there is a growing number of instances where personnel involved in criminal identification appear at trials as witnesses. Often, testimony is sought as to whether the police properly gathered and identified objective evidence, including the gathering of objective evidence at a crime scene and the police procedure for DNA profiling for identification. This kind of work carried out for the purpose of handling activities related to proof at trials is increasing.

Witnesses at trial involved in criminal identification (2009–2013)



(3) Prolonging of the Investigative Period that Accompanies the Abolition/Extension of the Statute of Limitation on Prosecution

In April 2010, laws were announced and enforced that revised a portion of the Penal Code and the Code of Criminal Procedure, abolishing and extending the statute of limitation on prosecution of serious felonious and violent cases.

The police maintain necessary systems for cases for which an investigation headquarters is established until the case is resolved. They re-examine investigative paths, gather new information, reassess various kinds of information, probe important information, and reappraise evidence. Even in cases for which an investigation headquarters is not established, the police proceed with investigations in conformance with cases that have established investigation headquarters. On the other hand, these initiatives possess aspects that force constraints on placing investigators in other cases.

3 Rapidly Advancing Alternation of Generations

(1) Rapidly Advancing Alternation of Generations

Police officers are retiring in large numbers. In the 10-year period from 2003, there was a change in over 40% of regional police officers. With the rapid advancement of an alternation of generations, many young investigators are being employed while many investigators in criminal divisions are retiring. Amid this change, the number of highly experienced investigators at police stations is decreasing, and passing on investigative techniques necessary to criminal investigation is becoming an issue.

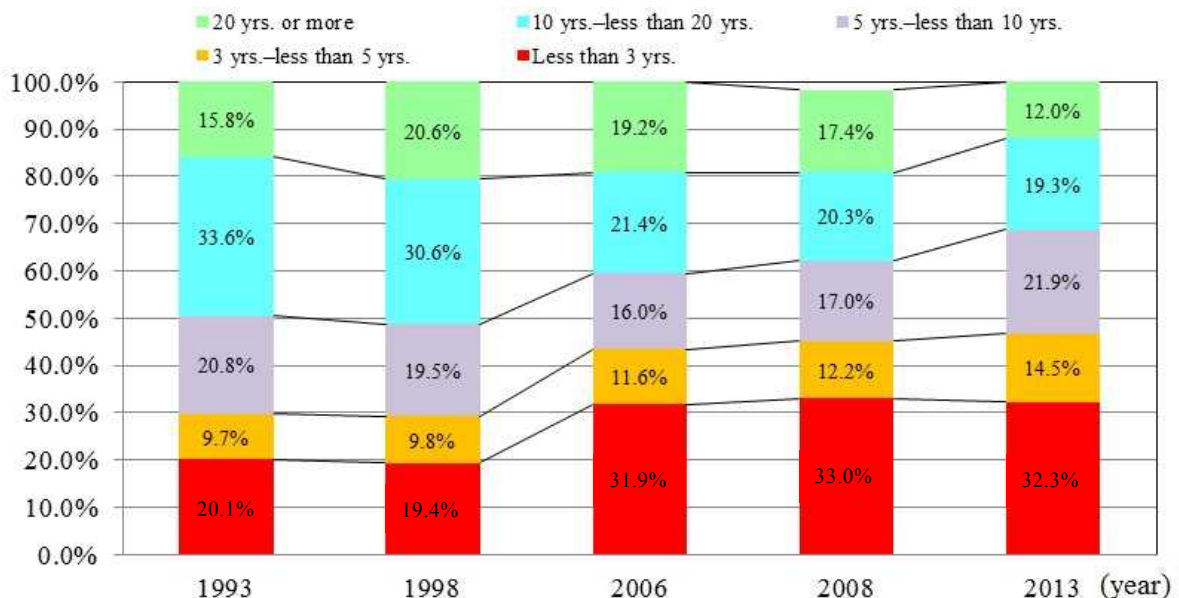
becoming shorter. Also, young investigators are required to instruct newly hired investigators, even if they have only a few years of investigative experience.

Thus, as the tradition of passing on investigative techniques simply through OJT becomes difficult, the development of organizational initiatives is necessary so that investigative skills can be systematically handed down.

Section 3: Police Initiatives

The following are police initiatives for handling changes in the environment surrounding police investigations.

Trends in the number of years of investigative experience possessed by police investigators (1993–2013)



(2) Issues with Passing down Investigative Techniques

Traditionally, investigative techniques have been passed down through on-the-job training (OJT) in which young investigators work with highly experienced investigators to learn from older investigators and supervisors, and gain actual hands-on experience on many occasions. At police stations in particular, the alternation of generations is fast moving forward and the number of highly experienced investigators is declining, while many young investigators are being employed. This means the period of instruction for each young investigator on investigative techniques through actual work is

1 Initiatives Subsequent to Changes in the Social Landscape

(1) Utilization of Security Camera Images

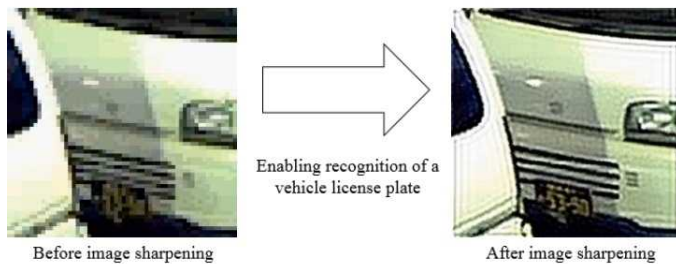
Since security camera images are effective as proof of criminal acts and in identifying suspects, they are utilized in various scenes of a police investigation, including when confirming the movements of persons involved in a case, and publicizing images when searching for someone. They have now become indispensable for police investigations.

The data on recording media such as hard discs on which security camera images are recorded is often erased after a certain period of time because it is written over. Since some are

erased within a few days, the police are developing a system that enables security camera footage to be quickly gathered and analyzed after an incident.

In addition, security camera images collected by the police are sometimes unclear due to the performance of the recording equipment and filming circumstances. That can impede analysis, so technical developments are being advanced that sharpen images.

Image sharpening technology



(2) Measures against Various Services that are Abused as Means for Making Offenses Untraceable

When services such as mobile phones, the Internet, and savings accounts are abused, they enable criminal offenses from being traced. Therefore, the police are promoting efforts in collaboration with private businesses for measures against the abuse of such services.

I. Mobile Phones

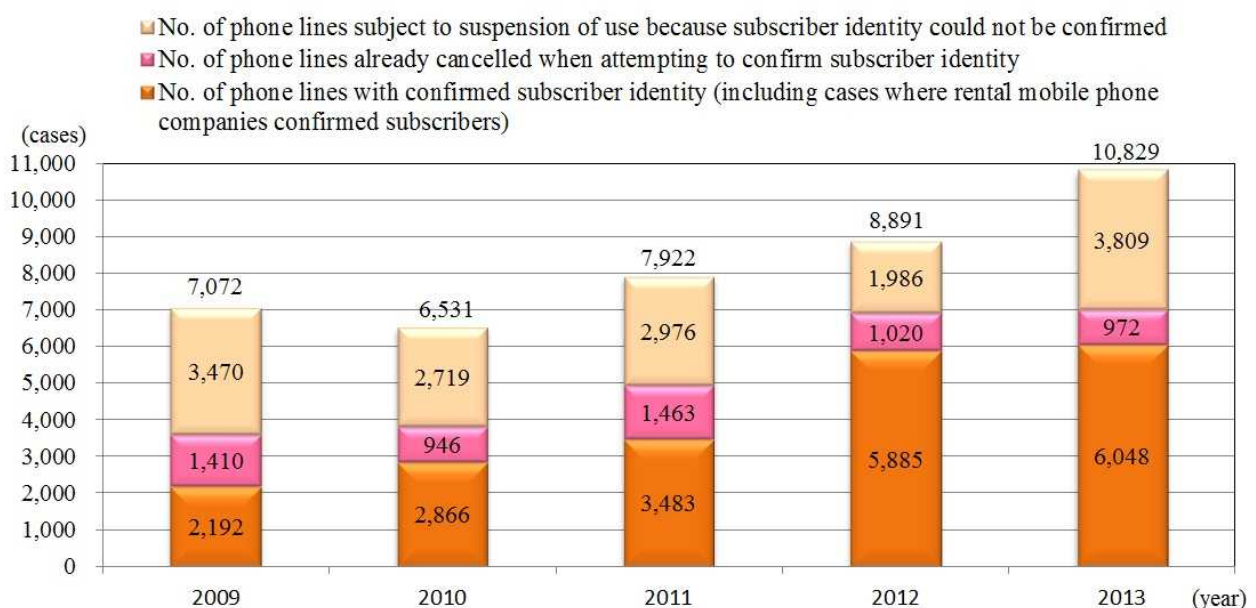
Sometimes mobile phones are illegally obtained when identity verification is insufficient, or falsified identity records are utilized. Because these mobile phones are actually used by a person different from the subscriber (the name under contract), it is hard to identify the user when abused in a crime.

In addition to encouraging private corporations to thoroughly conduct identity checks, the police are advancing initiatives such as requesting mobile phone service providers to confirm the identity of subscribers, based on the Mobile Phone's Improper Use Prevention Act.

II. Internet

Cyberspace is characterized by a high level of anonymity and leaving little trace of criminal offenses. The police encourage confirming identity through ID documents at Internet cafe businesses and retaining records of computer usage. Also, because there are no systems in place in Japan that require businesses such as Internet providers to regularly retain traffic data, and it can be difficult to trace a criminal offender when dealing with cyber crimes, the police and relevant ministries and agencies are discussing the way of retaining traffic data.

Police requests for subscriber confirmation (2009–2013)



* The results of subscriber confirmation conducted upon request from a police chief are the total number of phone lines for which the NPA received information from mobile phone service providers.

III. Other Services

Savings accounts in fictitious names or another person's name are often abused in crimes such as special fraud and money laundering. Recently, services such as post office boxes and telephone answering services are also being abused in crimes such as special fraud.

In addition to striving for crackdowns on actions such as selling/buying savings accounts, the police are taking measures against savings accounts, such as providing information to financial institutions so that accounts can be frozen. Also, based on the Act on Prevention of Transfer of Criminal Proceeds, the police are collaborating with relevant institutions and working on the proper confirmation during transactions by specific businesses, such as those offering post office boxes.

2 Initiatives for Securing Objective Evidence

(1) Collecting Objective Evidence in an Initial Investigation

I. Developing an Initial Investigation System and Comprehensive Identification Activities

To carry out investigation activities that utilize mobility, the police establish a Mobile

Investigation Unit, and hurry to the scene and relevant locations when a crime occurs in order to apprehend the criminal. A Mobile Identification Unit and a Crime Scene Investigation Unit are put together to thoroughly carry out on-site identification activities, and promote R&D of relevant techniques and the development/maintenance of equipment.

II. Advancement in Work Handling Corpses

During 2013, the police handled approximately 170,000 corpses, which is approximately 1.2 times higher over the past 10 years.

The police are working to enhance the education and training of police officers to improve the ability to determine whether a death was caused by a crime. Even when a death investigator is unable to be on the scene, the police arrange devices that enable the death investigator to confirm the scene in real time through video and sound of the site.

(2) Utilizing Technology

I. Digital Forensics

Electronic devices such as computers and

Maintaining an initial investigation system and thorough identification activities

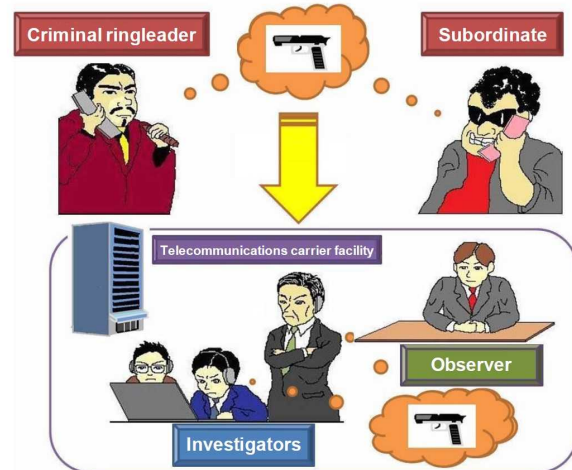


mobile phones are becoming popular in public and being abused in various crimes. Information preserved on electronic equipment used in a crime can be important objective evidence in a criminal investigation. Digital forensics, which analyzes and turns the information into evidence through proper procedures, is becoming important.

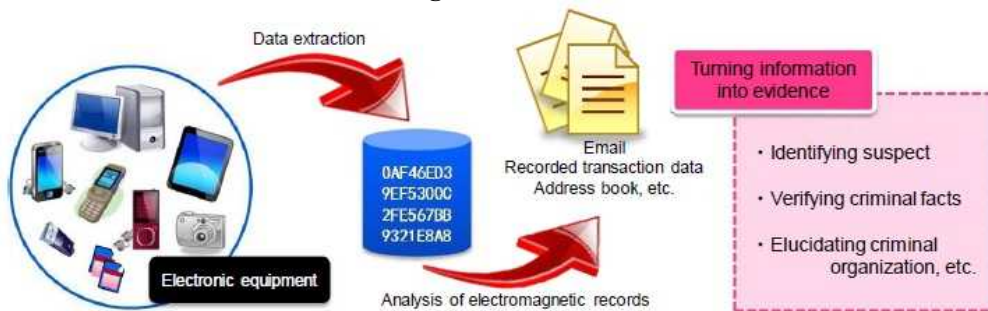
In April 2014, the National Police Agency reinforced the Digital Forensic Center to analyze electromagnetic records that particularly require advanced technology, and gather technical information owned by private corporations that contributes to digital forensics. The center employs persons who possess advanced, special knowledge and techniques, and maintains high-performance equipment for digital forensics to extract and analyze information recorded in damaged electronic equipment.

The Act on Wiretapping for Criminal Investigation recognizes the implementation of wiretapping for various offenses such as crimes involving drugs and firearms, organized murder, and collective stowaways.

An illustration of wiretapping



Digital forensics

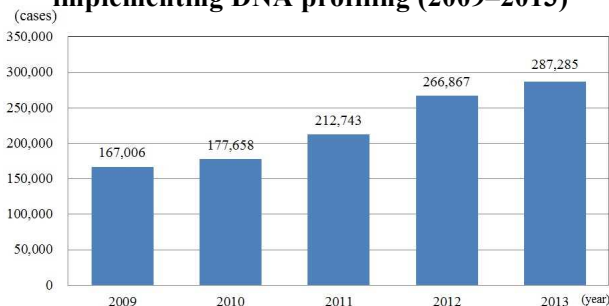


II. DNA Profiling

The number of incidents of DNA profiling is growing each year.

The police are strengthening systems for DNA profiling and utilizing it for confirming unsentenced crimes and investigations into felonious cases, such as murders, and near-at-hand criminal offenses, such as larceny.

Trends in the number of cases implementing DNA profiling (2009–2013)



(3) Utilizing Various Investigative Methods

I. Wiretapping

From 2000 when the act went into effect, until the end of 2013, wiretapping was executed for 88 cases, with a total of 412 people arrested in those cases.

II. Controlled Delivery

Controlled delivery is an investigative method for arresting suspects and is used in instances where, even when investigators discover contraband such as regulated drugs, rather than the police immediately making an arrest or seizure on the spot, the contraband is continued to be transported under careful observation until it is transported to relevant suspects. Utilizing this method allows law enforcement agencies to reach the core members of an organization keeping the contraband under surveillance.

The police actively utilize controlled delivery to make arrests in drug smuggling/illicit sales, and annihilate organizations committing drug offenses.

III. Investigative Method by Purchase

An investigative method by purchase is a method where the police make contact with illicit dealers and receive regulated drugs in criminal investigations related to contraband, such as regulated drugs.

When it is difficult to crack down on a case within a normal investigative method, the police utilize this investigation technique to make arrests in cases such as drug smuggling that are organized and carried out secretly.

3 Systematic Handing Down of Investigative Techniques

(1) Cultivating Criminal Investigators in Response to a New Age

To further boost the investigative skills of every investigator, the police gain experience through a variety of education and training in various investigative methods, including ways to collect objective evidence such as security camera images and DNA profiling materials, through investigative exercises in imaginary cases.

Education and training is conducted for investigation leaders at locations including the National Police Academy, Regional Police Bureaus, and Regional Police Schools. Through seminars using small-group discussion and lectures by retired police officers, improvement of knowledge and skills required for work as an investigation leader is being implemented, including establishing suitable investigative policies based on an understanding of the overall aspect of the case, developing a systematic investigation according to the nature of the case, proper interrogation methods according to a suspect's characteristics, and proper administration of the investigation

that includes comprehensive supportive investigation.



An experienced investigator gives instruction (collecting fingerprints)

(2) Passing Down Interrogation Techniques and Sophistication of Interrogation

Based on the Program to Advance Investigation Methods and Interrogations that was drawn up in March 2012, in regard to the approach to techniques for appropriately and effectively obtaining truthful statements during interrogations and relevant methods for passing on the techniques, the National Police Agency is developing sophisticated interrogation by developing texts and educational methods that systematically organize interrogation techniques that incorporate psychological knowledge in order to make improvements that meet the times.

Section 4: Investigative Methods in Other Countries

The police are developing initiatives to handle transformations in the investigative environment brought about by changes in the social climate and system reforms. The

A comparison of investigative methods in Japan and Europe/the United States (United Kingdom, United States, Germany, France, Italy, Australia)

| | | Japan | United Kingdom | United States | Germany | France | Italy | Australia |
|-------------------------|--|------------------|---------------------------|---------------------------|-----------------------------|-------------|-------------------------------|----------------------------|
| Wiretapping | Restrictions | ○ | ○ | ○ | ○ | ○ | ○ | ○ |
| | No. of warrants issued annually (per 100,000 population) | 64 (approx.0.05) | Approx. 3,400 (approx. 6) | Approx. 3,400 (approx. 1) | Approx. 24,000 (approx. 29) | Undisclosed | Approx. 127,000 (approx. 222) | Approx. 4,200 (approx. 21) |
| Conversation monitoring | | × | ○ | ○ | ○ | ○ | ○ | ○ |
| Undercover operations | | × | ○ | ○ | ○ | ○ | ○ | ○ |

following are investigative methods in other countries that are helpful in viewing police investigations going forward.

1 Wiretapping/Conversation Monitoring

(1) Wiretapping

The annual number of warrants issued in Europe and the United States for wiretapping runs over a hundred thousand in Italy, and anywhere from tens of thousands to thousands in all other countries. By comparison, the number issued in Japan is 64, which is less than one-fiftieth of the number issued in the United Kingdom and the United States. There is a wide variety of offenses for which wiretapping can be used in Europe and the United States, including murder, robbery, rape, arson, fraud, and bribery. In other countries wiretapping is an investigative method that is widely utilized in investigations into serious crimes, but in Japan its use is restricted to four types of offenses.

In addition, compared to Europe and the United States, the systems and requirements in Japan that allow wiretapping are rigorous, and impose heavy constraints, such as having to conduct tapping under the continuous presence of a telecommunications carrier in the facilities of a telecommunications carrier.



Wiretapping facility in Italy

(2) Conversation Monitoring

Conversation monitoring is an investigative method where, after obtaining a warrant, monitoring equipment is placed in the home or other location managed by a person targeted by investigation to monitor and record the words and actions of the person under investigation to acquire evidence. It is not instituted in Japan, but is established in the United States and European countries. Of these countries, in the

United States and Italy it is possible to carry out conversation monitoring for the same offenses and implementation procedures for which wiretapping is applicable.

If conversation monitoring is instituted in Japan, it would conceivably contribute to the arrest of leaders of organized crime and other individuals involved in special fraud and offenses committed by organized crime groups.

2 Undercover Operations

An undercover operation is an investigative method where an investigator uses a fake identity to come into contact with persons under investigation to collect information and evidence. Though it is not instituted in Japan, it is implemented in the United States and European countries.

If undercover operation is instituted in Japan, it would conceivably be useful in contributing to the acquisition of physical evidence and criminal information that gets to the heart of organized crime, and the ability to avert the risk of an organized crime group member causing injury to an investigator or his/her family.

3 Witness Protection

Europe and the United States have established a variety of systems to ensure the safety of witnesses and their families.

These systems not only secure the testimony and appearance of a witness at trial, but also likely reduce the emotional and economic burdens on a witness, thus contributing to the assurance of cooperation in an investigation from the investigative stage.

Section 5: Looking Ahead

After WWII, the police became the primary investigating authority that takes on the responsibility of executing investigations for citizens. Since then, police investigations have not only fulfilled a role in criminal justice proceedings, but have also protected the life, physical body and property of an individual, and have come to fulfill an important role in executing the police responsibilities and duties of maintaining public safety and order. This will remain unchanged, no matter how the investigative environment changes.

1 Looking Ahead

(1) Response to Changes in Social Situation

Recently, the acquisition of information from private businesses that are necessary to an investigation, such as transmission history and security camera images, and sophisticated analysis of crime environments and methodology, are becoming more and more important to conducting quick and accurate investigations.

Therefore, the National Police Agency established the Director for Criminal Intelligence Support in the Criminal Affairs Bureau in April 2014 to further reinforce such initiatives.

The Director for Criminal Intelligence Support will collaborate with relevant businesses and ministries and agencies to carry out initiatives that enable the opportune and smooth acquisition of information necessary to a criminal investigation. It will also promote efforts to prevent and eliminate the criminal abuse of new systems and services, such as mobile phones and savings accounts, that accompany advancements in technology. In addition, gathering and analyzing information related to crimes across division barriers will achieve further optimization of information analysis and destroy criminal networks.

(2) Response to Changes in the Method of Investigations

I. Examining the Approach to Audiovisual Recordings in Interrogations in Anticipation of Trial

Based on the fact that audiovisual recordings in interrogations are useful as proof of the reliability and voluntary nature of statements in trial, the police will examine the further active implementation of audiovisual recordings in interrogations for cases subject to trial by lay judges where there is risk of a dispute arising over the reliability and voluntary nature of a defendant's statements in the investigative stage.

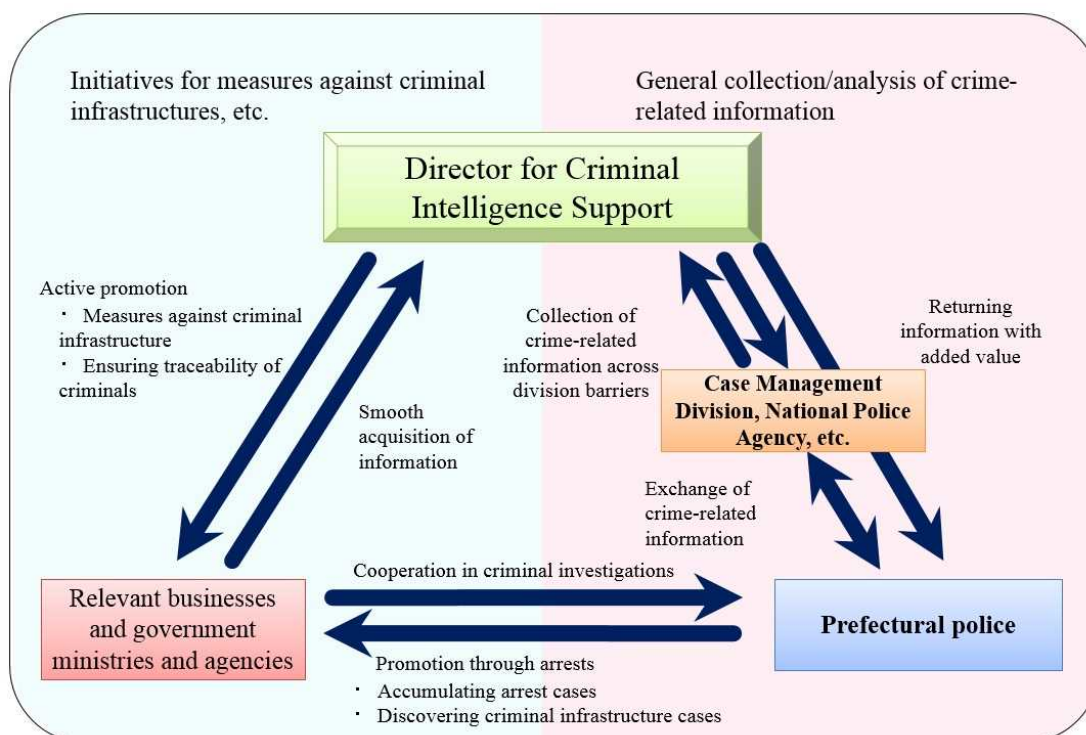
However, when audiovisual recordings of interrogations are made, the suspect may not give a statement due to fear of reprisal, a sense of shame, or hatred. Thus, these possible adverse effects must be heeded in consideration of the trial-based audiovisual recordings.

II. Research and Development on New Methods for Collecting Objective Evidence

a. Test Methods for DNA Profiling of Degraded Materials

Because DNA is likely to be degraded and fragmented as time passes, the currently used DNA profiling method of STR typing is

The duties of the Director for Criminal Intelligence Support



sometimes unable to provide DNA profile from aged samples.

Therefore, a new test method has been developed to enable the identification even from fragmented DNA, and at present its verification and research are being performed to introduce this method toward an actual casework testing.



DNA test equipment

b. Discrimination Method for Biologically Derived Evidence Utilizing DNA

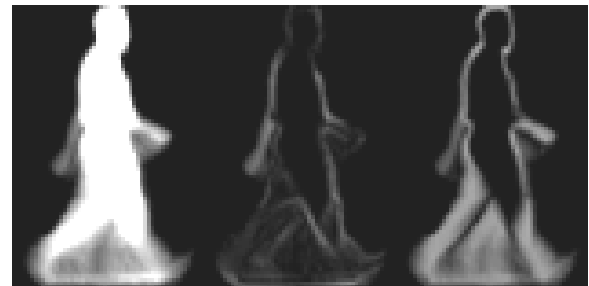
With the aim of identifying evidence using DNA analysis, examination methods are being developed for discrimination of minute evidence derived from organisms other than humans, such as pollen and wood that are collected at a crime scene.

c. New Identification Methods Based on Security Camera Images

When a face captured in a security camera image is not clear or hidden by sunglasses or a mask, it can be difficult to make an identification.

Therefore, technologies are being developed that enable identification by combining features such as height, body type, and gait (physical movements when walking, such as stride, posture, arm swing, etc.).

An example of gait analysis



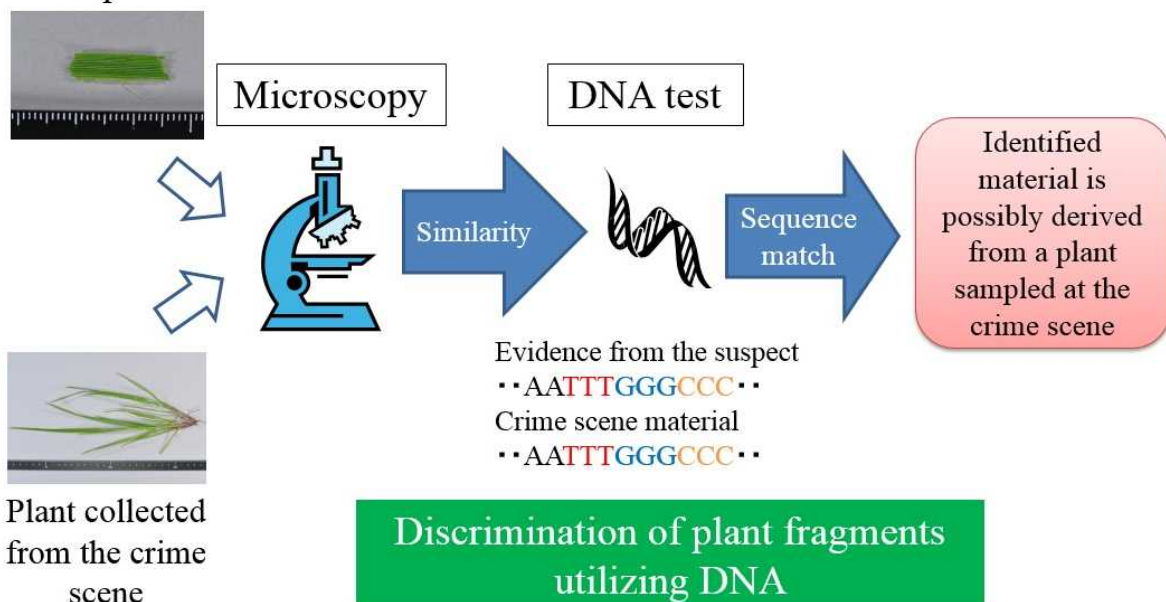
On the left are the characteristics of body shape and posture gained from footage of an individual walking. The images in the middle and on the right indicate characteristic movements when walking.

d. Advancements in the Polygraph Test

The polygraph test is an investigative technique that utilizes changes in the

Plant fragment
collected from the
suspect

Identifying differences in plant fragments utilizing DNA



physical response (physiological responses such as heart rate, blood vessel constriction, etc.) of the person taking the test to determine whether he/she recognizes criminal facts.

Today, an individual with expert knowledge visually observes the test records and judges whether the person subjected to the polygraph test recognizes facts, but efforts are being made to establish methods for quantitatively evaluating physiological responses based on statistics and improvements to the polygraph equipment.

(3) Reviewing the Adoption of New Investigative Methods

Given the changes in the investigative environment, the National Police Agency is collaborating with agencies, such as the Ministry of Justice, and considering broadening the range of permissible wiretapping. It is also moving ahead with research on conversation monitoring and undercover operations, which are two kinds of investigative methods already being utilized in other countries whose adoption could be effective in police investigations in Japan.

2 Conclusion

The regional community in Japan was once vital to solving cases as a foundation for understanding and cooperating within police investigations. However, human relations have weakened recently, making it difficult to conduct people-based investigations, such as the acquisition of eyewitness reports through canvassing. In addition, although various systems and services have made the lives of citizens more convenient, they are constantly being abused as a means to commit offenses without leaving behind traces of the crimes. Furthermore, amid a trend of focusing on objective evidence in a series of judicial system reforms, the work of gathering and assessing objective evidence is growing.

In this way, the approach to police investigations is being forced to adjust due to changes in the investigative environment. To fulfill responsibilities and duties of protecting the life, physical body, and property of an

individual, and maintain public safety and order, the police will strive to develop an environment that enables the smooth acquisition of information necessary to investigations, and constantly examine approaches to police investigations in response to changing times, including new measures for gathering objective evidence and the adoption of investigative methods.

Topic I: The Current Police System: Looking Back on 60 years and Toward the Future

The climate of public security in Japan is changing with the times. Today, there are issues such as a heightened threat to cyberspace, international terrorism, and international crimes that easily cross national borders. The police force is reassessing its organizational state so that it can adequately deal with these changes in the climate of public security.

The present police system was created in July 1954 and has been in place for 60 years as of 2014. The police have been dealing with changes in the public security landscape and social structures to continuously reevaluate the ideal state of its force.

(1) Development of the Police System

I. The Pre-war Police System and the Former Police Law

Prior to the war, the police system was fundamentally one of national police. As the head minister, the Home Minister controlled and supervised prefectural governors and the chiefs of police serving as regional directors. After the war, the Police Law (No. 196, 1947; hereafter, Former Police Law) was enacted under the policies of the General Headquarters of the Allied Forces. While the Former Police Law was significant for its democratization of police, because municipal police systems were adopted and police operations departmentalized, there were problems that included inefficient police operations, a heavy fiscal burden on small local governments, and ambiguity about the government's responsibility for public security. Revisions were made to the law on several occasions to improve these adverse effects, but the fundamental problems remained unresolved.



**Former National Police Agency Building
(National Personnel Authority Bldg.)**

II. Enactment of the Current Police Law and the Trajectory of the Current Police System

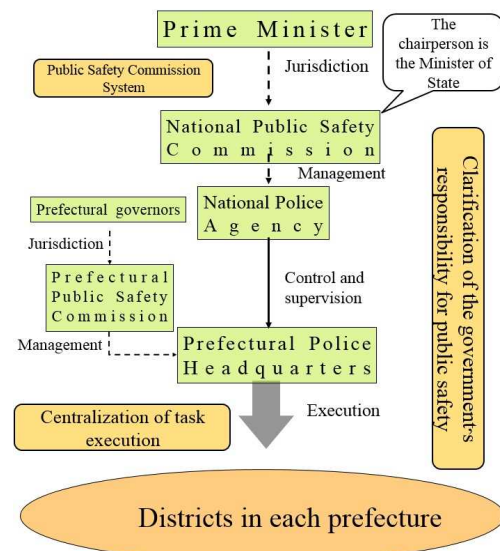
Therefore, sweeping revisions to the police system were debated, and the Police

Law (No. 162, 1954; hereafter, Current Police Law) took effect in July 1954. The Current Police Law maintains the superlative aspects of the Former Police Law that was founded on democratic principles, and aims for an efficient and logical police system.

It is characterized by its clarification of the government's responsibility toward public security through actions such as appointing the Chairperson of the National Public Safety Commission from among the Ministers of State, while maintaining a public safety commission system to secure democratic police operations and political neutrality. It also tasks prefectures with police administration, centralizes the execution of tasks with prefectural police, and recognizes specific government participation.

Since its enactment, the Current Police Law has been subject to various revisions in response to changes in the climate of public security.

An outline of the police system according to the Current Police Law



Major changes in the Current Police Law

Development of new measures & reorganization of the National Police Agency

- 1962 The Traffic Bureau is established
- 1994 The Community Safety Bureau/Info-Communications Bureau, etc. are established
- 2000 The Police Station Council/provisions for filing complaints are developed
- 2004 The Organized Crime Department/Foreign Affairs and Intelligence Department are established

Reassessment of national and regional division of roles for maintaining national public safety

- 1980 Provisions are developed for mutual legal assistance
- 1996 Provisions are developed for coping with broad-based organized crime
- 2004 Provisions for national authority involving serious terrorism, etc.
Clarification of liaisons with foreign law enforcement agencies

Strengthening measures against broad-based crimes & coordination among prefectural police

- 1964 Exercise authority between neighboring police in boundary vicinities
- 1996 Exercise authority outside of jurisdictions in regard to broad-based organized crime

(2) Future Developments

In regard to the climate of public security in Japan, the number of confirmed criminal offenses hovered around 1.4 million from the mid 1950s to mid 1960s, but continued to trend up from 1974. In 2002, there were approximately 2.85 million confirmed criminal offenses, the largest number since the war. To break away from this critical state, the Ministerial Meeting Concerning Measures Against Crime was held among all cabinet members, and the number of confirmed criminal offenses decreased from 2003 when initiatives were launched based on the Action Plan of the Realization of a Society Resistant to Crime. In 2012, the number had dropped to less than half that of 2002. However, in addition to the growing threat to public security because of the hazards of cyberspace and other menaces, the assurance of good public safety has become an important issue as Japan prepares to host the 2020 Olympics and Paralympics in Tokyo.

Given this state of affairs and with an eye

toward the coming seven years until 2020 when the country hosts the Tokyo Olympics and Paralympics, in December 2013 the 21st Ministerial Meeting Concerning Measures Against Crime drew up the Strategy to Make “Japan the Safest Country in the World,” which hinges on major initiatives such as building the world’s safest cyberspace.



21st Ministerial Meeting Concerning Measures Against Crime
(Source: Cabinet Public Relations Office)

Founded on this strategy, the police will promote efforts for adequately dealing with changes in the public security climate.



The design for the New National Stadium

Column: Improvements and Enhancements to Equipment that Supports Police Activities

Amid changes to public safety and the growing and diversified expectations of the police, improvements and enhancements have been made to police equipment such as uniforms, vehicles, and aircraft.

Changes in police equipment

| | Former police uniform (male/female) | Current police uniform (male/female) |
|-------------------------|-------------------------------------|--------------------------------------|
| Former/current uniforms | | |
| Changes in patrol cars | | |
| Utilization of aircraft | | |

Topic II: Developing a Police Force that Incorporates the Female Perspective

Based on the view that actively incorporating the potentials of women will strengthen the police force, the police have been promoting the development of the police force that incorporates the female perspective.

While the needs for coping with the constantly changing social environment and public security situation, and for promoting women's participation in the society, the further utilization of women's potentials in the organization has become an important issue for the police. Therefore, the police are enhancing a variety of measures, including actively implementing promotions for individuals according to their capacities and competencies regardless of sex, creating comfortable working environments for female police officers, and thoroughly changing the awareness of all employees.

(1) Current Circumstances Involving Female Police Officers

I. Expanding Employment

The police are actively working on recruiting female police officers. Since the first female officer was hired in 1946, the number of female officers has grown each year, and today over 1,000 female officers are recruited every year. In FY2013, approximately 1,600 female officers were recruited (14.3% of all new recruits).

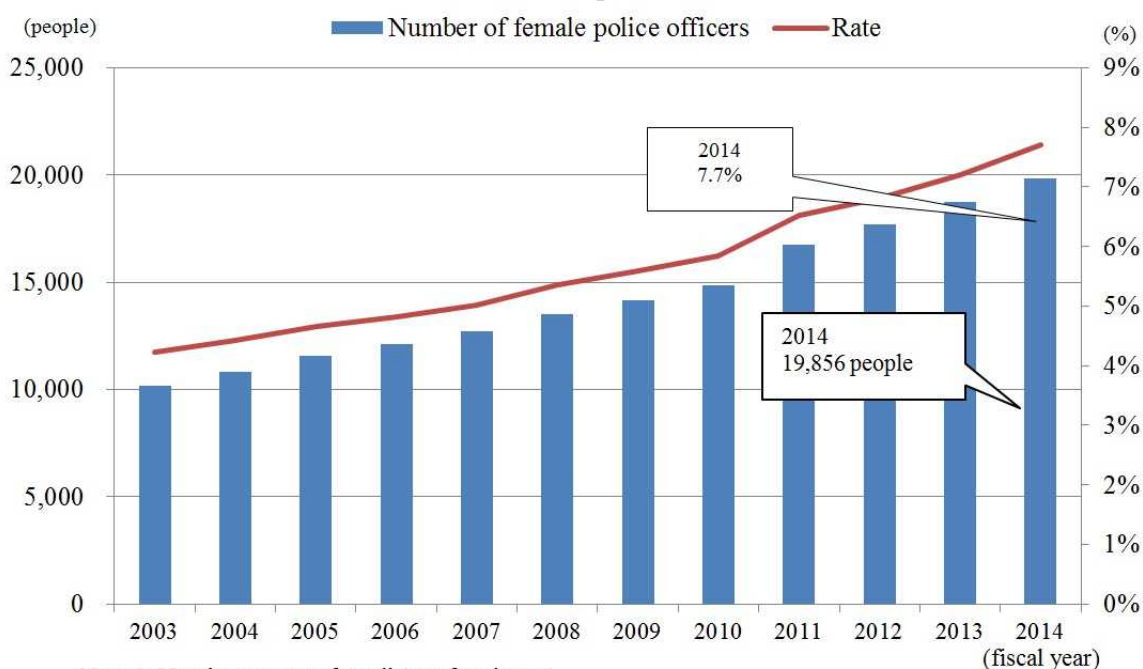
II. Increasing Promotions

The promotion of female officers as executives is progressing, and female officers are being promoted to positions

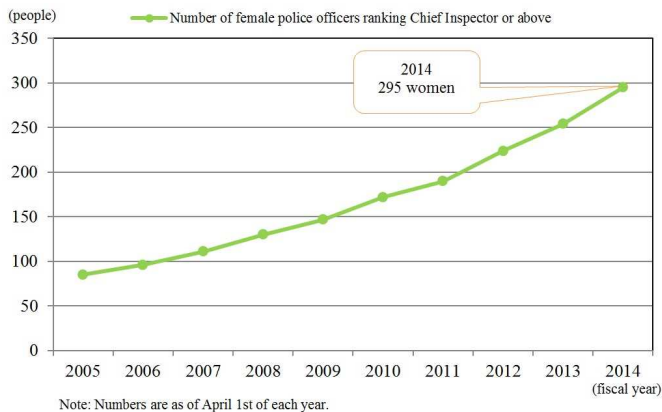
including Director of the Criminal Affairs Division at police stations, Chief of Prefectural Police, and Chief of police stations.

While female officers used to be seconded to the Traffic Division, they are now seconded to all the divisions. In particular, female officers are using their individual abilities in investigating cases such as sex crimes and spousal violence where women tend to become victims as well as in providing support for victims of such crimes. Female officers play an active role in measures against organized crime, and in the areas regarding police guards and police escort.

Trends in the number of female police officers in prefectural police and the percentage of female officers on the police force (2004–2013)



Trends in the number of female police officers ranking Chief Inspector or above who are employed at prefectural police (2004–2013)



(2) Developing a Police Force that Incorporates the Female Perspective

I. A Review by the Study Group for the Development of Measures that Further Reflect Female Perspectives in Police Force

The Study Group for the Development of Measures that Further Reflect Female Perspectives in Police Force, consisting of a five-person group of outside experts, was held four times from January 2013.

In May 2013, the Study Group compiled the Report on the Development of Measures that Further Reflect Female Perspectives in Police Work that suggests a future approach that will transform the police force into an organization further reflecting female

perspectives in the police force to cope with varied social needs, such as strengthening measures regarding female victims.

II. Specific Initiatives

The Prefectural Police are promoting the following initiatives to create an environment that allows women to play an active role.



The Study Group chair submits a report

In addition, the National Police Agency is also developing various initiatives, including nationally introducing good practices in all prefectural police, and periodically holding exchange conferences for female police officers at Regional Police Bureaus with the aim of heightening awareness and encouraging exchange between female police officers across prefectures.

Examples of specific initiatives in prefectural police

Active participation by women

- A Project to Promote Women's Active Participation was established and is led by a female Superintendent. The Plan to Support Women's Return to Work was drawn up and provides for a parenting advisor to give advice to women on childcare leave about balancing work with parenting after returning to work. (MPD)
- To gather a variety of opinions from female police personnel, a Women's Review Committee was established composed of female police personnel with a wide range of attributes (rank, age, marital status, parents/non-parents, etc.), and the opinions of that committee were reflected on a trial basis in the blade-proof protective clothing worn by female officers. (Hiroshima)
- Women's Support (Committee for the Creation of a Female-Friendly Work Environment), composed of all female members, was established. Female police officers carry out reviews/improvements, including improving napping facilities and setting up cribs for citizens who visit with infants. (Shimane)

Creating a Female-Friendly Work Environment

- Assign positions with less work load and duties that can be easily scheduled to female personnel who work shorter hours or are on partial leave due to childcare; two female personnel to fulfill one full-time position. (Aichi)
- To assist with duties carried out by a police officer on childcare leave, a retired police officer is hired for a term. (Ibaraki)
- Support is promoted that includes visiting the worksites of pregnant police officers to give suggestions about when to take maternity leave, and give advice to employees on childcare leave and about returning to work. (Niigata)

Efforts to encourage the participation of men in childcare

- Male personnel are encouraged to take leave for childbirth support (at least 5 consecutive days between 8 weeks before the expected date of birth until after 8 weeks of birth date). (Tochigi)

Column: Launching a Babysitter Service through the Police Personnel Mutual Aid Association

To build a policy that models how to support a balance between parenting and work among police officers with an irregular work schedule, in April 2014 the Police Personnel Mutual Aid Association launched a system enabling National Police Agency personnel who are parents to engage a babysitter registered with the association in the event that they are suddenly called into work. The system can provide a babysitter even on the same evening that police officers are required to report to work.

Column: Aiming to always be a police officer that is strong, kind, and trustworthy

**Superintendent Midori Watahiki,
Police Chief,
Ofuna Police Station, Kanagawa Prefecture**



During my 30 years on the force, I have given my utmost efforts in working with my colleagues. Police work is profound and meaningful as it is directly related to the safety and security of local residents.

Though at times balancing work with parenting and caring for elderly family members was difficult, I have somehow been able to come through tough times thanks to the warm understanding and kindness of superiors,

colleagues, school teachers, fellow parents, and neighbors, as well as help from family. I have been able to better understand and respond to the many that turn to the police with experiences and ideas I gained through these tough times.

Today, when female police officers can be active in various divisions and ranks, I hope to make the most of female qualities without overly relying on others so that I can continue to help the weak and fight the wrong, achieve a strong, kind police force trusted by many, and become a strong leader.

Topic III: Measures against Unlawful Money Transfers Related to Internet Banking

Recently, unlawful money transfers related to Internet banking have rapidly increased. The police are carrying out thorough crackdowns, and public relations and awareness activities to prevent victimization.

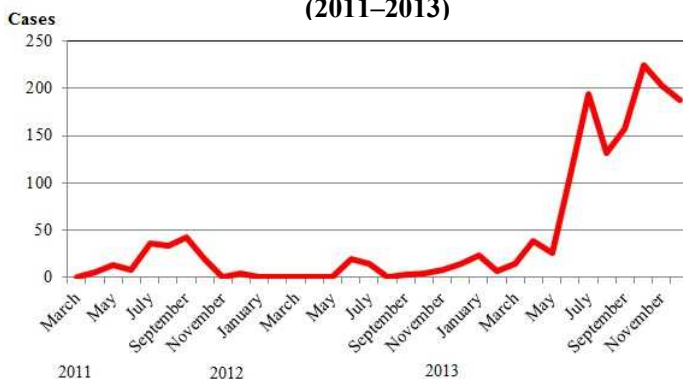
There has been a rapid increase in crimes where Internet banking ID and passwords are unlawfully obtained and utilized to illegally transfer money into another person's account. Since this kind of crime can harm the safety of and shake confidence in Internet banking, the police are conducting thorough crackdowns, preventive activities in collaboration with financial institutions and other entities, and public relations and awareness activities for users.

(1) Occurrences of Unlawful Money Transfers Related to Internet Banking

I. A Sudden Increase in Occurrences

In 2011, the amount of damage incurred by unlawful money transfers totaled approximately 308 million yen. While it dropped to approximately 48 million yen in 2012, financial loss rapidly increased in 2013 and significantly grew to approximately 1.406 billion yen. The situation is grave, with occurrences especially climbing since June of the same year, with over 100 cases each month.

Trends in the number of unlawful money transfer through Internet banking by month (2011–2013)



II. Modus Operandi of Unlawful Acquisition of Identification Codes Such as ID and Passwords

Phishing sites and computer viruses are known to be used as means for acquiring other people's identification codes, such as ID and passwords. In regard to the latter, from around October 2012 not only have there been computer viruses that unlawfully obtain ID and passwords when connecting to legitimate Internet banking sites, but there have also been instances of financial loss incurred through computer viruses that fraudulently display screens asking users to fill out a random numbers table required to

authenticate trades. This type of fraud has rapidly increased in 2013. Some computer viruses unlawfully obtain ID and passwords for email accounts, and there has also been financial loss incurred by obtaining one-time passwords*¹ appearing in emails.

Unlawful screen display due to computer virus (illustration)

XX Bank

Your computer could not be recognized.
Please enter the code below.

Confirmation number Refer to the example and enter the relevant numbers in the blank spaces below.

| | A | B | C | D |
|---|---|---|---|---|
| 1 | | | | |
| 2 | | | | |
| 3 | | | | |
| 4 | | | | |

Example

| | A | B | C | D |
|---|----|----|----|----|
| 1 | 12 | 34 | 56 | 78 |
| 2 | 91 | 23 | 45 | 67 |
| 3 | 89 | 10 | 32 | 54 |
| 4 | 76 | 98 | 11 | 22 |

Financial institutions do not request that all numbers in a random numbers table be filled in.

Next

III. The Process by which Funds Are Unlawfully Transferred

Accounts into which money has been unlawfully transferred are held by Chinese citizens in approximately 70% of instances and Japanese citizens in approximately 20% of instances. In addition, approximately 70% of all cases of unlawfully transferred funds are those where payment is made by a person different from the holder of the account into which money is unlawfully transferred, and money is transmitted overseas through a fund transfer business operator through withdrawals made by the holder of the account into which money was unlawfully transferred.

*1: This is an authentication password used for purposes such as Internet banking. The character string comprising the password changes for each time of authentication, ensuring that the password cannot be utilized the next time the website is accessed even if the identification code is stolen.

Case 1: In September 2011, a man (age 32) and an accomplice from China utilized an unlawfully obtained ID and password of another individual to illegally remit 5 million yen into his own savings account. By October 2012, both men were arrested for crimes including computer fraud and violation of the Unauthorized Computer Access Act (Act on the Prohibition of Unauthorized Computer Access). (Saitama Prefecture)

Case 2: In October 2013, a man from the Philippines (age 32) offered information for a fee that was required to receive cash unlawfully transferred to his own savings account and remitted overseas through a fund transfer business operator. In January 2014, the same man was arrested for violation of the Act on Prevention of Transfer of Criminal Proceeds (compensated transfer using an exchange transaction card, etc.). (Aichi Prefecture)

(2) Countermeasures against Unlawful Money Transfers Related to Internet Banking

I. Arrests of Persons Contributing to Unlawful Money Transfers

In 2013, the police arrested a total of 68 persons who opened an account with the fraudulent intent of allowing it to be utilized by another person, bought and sold accounts, withdrew unlawfully remitted funds, collected cash, and gave instruction on such unlawful actions related to unlawful money transfers.

II. Swift Investigation through Collaboration with Prefectural Police

Because in many cases, the addresses of holders of accounts from which funds are remitted, the addresses of holders of accounts into which funds are remitted, and the locations of cash withdrawals span several jurisdictions, it is important to share information on damages and collaborate among prefectural police from the time the perpetration of a crime is confirmed. Therefore, the National Police Agency actively promotes integrated/joint investigations among prefectural police. With the aim of speeding up the initial investigative stage, a Special Cybercrime Taskforce was established at the Metropolitan Police Department in July 2013 to provide relevant prefectural police with results of investigations conducted in Tokyo, where the head offices of financial institutions are

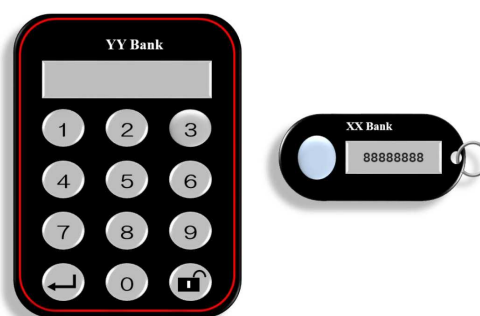
concentrated.

III. Requesting Financial Institutions and Other Entities to Strengthen Security Capacity

The police are requesting financial institutions to strengthen security capacity for Internet banking, offering account information for freezing accounts abused in unlawful fund transfers and information on holders of frozen accounts, and advocating more stringent scrutiny of overseas remittances to fund transfer business operators. By doing so, some financial institutions have strengthened security capabilities through measures such as the utilization of a variable password generator (token) that enables the use of one-time passwords without email.

In addition, police are carrying out measures that include exchanging information with businesses offering antivirus software to detect botnets*² abused in unlawful money transfers, and collaborating with telecommunications carriers and other entities to warn users of computers that incorporate these botnets.

Variable password generator (token) (image)



IV. Public Relations and Awareness Activity Conducted in Collaboration with Businesses

The police are collaborating with financial institutions to warn users about, and develop their knowledge of, the various modus operandi by which identification codes such as ID and passwords are unlawfully acquired.

In addition, since there have been cases where exchange students and technical interns have bought or sold accounts used in illegal remittance and have withdrawn funds, the police are working with the universities and businesses where such foreigners belong to, for awareness activity.

*2 Computers infected with a computer virus (bot) that operates based on commands from an attacker, or a network composed of a command server that sends commands from an attacker to these computers.

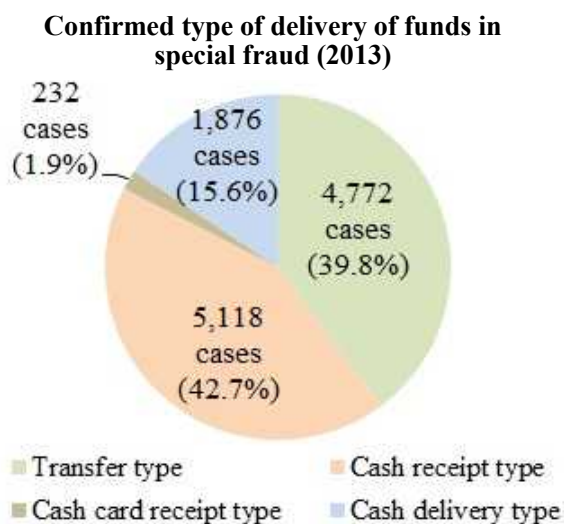
Topic IV: Initiatives for Eliminating Remittance Fraud and Other Special Fraud

The police are collaborating with relevant institutions and groups to implement various initiatives to eliminate special fraud.

Recently, nationwide, there have been numerous incidents of “Hey, it’s me” type of remittance call fraud cases and fraud carried out under the pretext of transactions, such as financial instruments. The total amount of loss incurred by special fraud in 2013 was a record high of approximately 48.95 billion yen. Given this serious situation, the police are implementing initiatives aimed at preventing and clearing increasing cases of special fraud so that citizens can live with a sense of security.

(1) Current Types of Fund Delivery

The forms that victims of special fraud deliver money to criminals are through “transfer type” where money is transferred to a savings account used by the perpetrator, “cash receipt type” where the perpetrator goes to a home or other location to directly receive the cash, “cash card receipt type,” and “cash delivery type” where cash is sent by means including delivery service. “Transfer type” cases comprised more than half of such special fraud until 2012, but initiatives taken in cooperation with financial institutions and other entities have been successful and the rate of “transfer type” cases has dropped. On the other hand, “cash receipt type” cases have increased. In 2013, the number of “cash receipt type” cases exceeded “transfer type” cases.



(2) Promoting Crackdown Activities in View of Damage Prevention and Recovery

In addition to crackdowns targeting criminal groups that carry out special fraud, the police are also developing the following types of initiatives

in response to the changing manner of delivery of funds.

I. Arrests of Criminals Employing “Cash Receipt Type” by Utilizing Tactics of Pretending to be Deceived

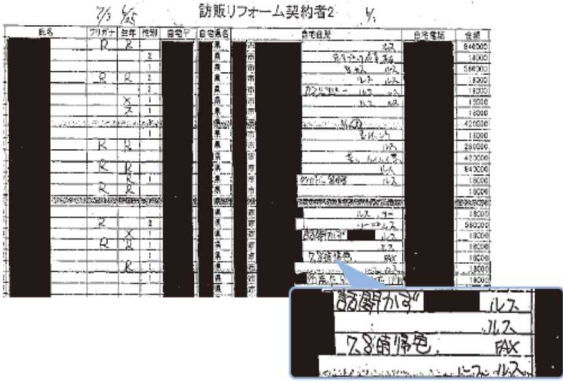
The police are implementing tactics of pretending to be deceived by asking persons who received phone calls from criminals and saw through the ruse to continue pretending to be deceived, and arresting the criminal when he or she shows up at the victim’s home or other places to receive the cash. In 2013, 780 criminals were arrested in 682 cases. Based on the same tactics, the police are also carrying out initiatives with the aim of disabling criminal tools by asking mobile phone service providers to confirm subscribers and requesting financial institutions to freeze accounts based on information obtained on mobile phones and savings accounts abused by criminals.

II. Damage Prevention and Recovery that Utilized Lists of Businesses Sent Fraudulently Gained Money

Lately, there are a growing number of incidents utilizing “cash delivery remittance” where criminal groups instruct victims to send cash to a designated commercial mail receiving agency or other places via means such as a delivery service. The police uploaded information such as addresses of commercial mail receiving agencies abused onto the National Police Agency website and are extensively calling on people to be alert. Post offices and delivery companies utilize the same list to discover packages containing fraudulently gained money and notify the police.

Column: Freezing bank accounts to prevent financial loss incurred by special fraud

The police immediately request that financial institutions freeze savings accounts abused in perpetration of special fraud to stop the outflow of fraudulently gained money, and prevent the accounts from being abused in another crime. Financial institutions utilize a List of Names of Holders of Frozen Accounts, and when a person on the list applies to open a new account, they refuse the transaction and provide information to the nearest police station. The police try to arrest suspects based on this information.



An example of a list confiscated by the police (personal information is blacked out)

(3) Promoting Preventive Actions through the Unified Efforts of the Government and the People
I. Promoting Public Relations and Awareness Activities

The police actively provide citizens with information about modus operandi of special fraud and warnings at various occasions to prevent them from falling victim. The police also promote publicity and awareness activities directly and individually to persons more prone to fall victim, such as senior citizens, by carrying out actions that include visiting individual homes. The police also boost social defiance of crime through actions such as giving guidance on crime prevention to local residents and corporations, warning citizens to prevent financial loss from special fraud, and encouraging citizens to actively participate in efforts to prevent financial loss so that family members and others can discourage victims from handing over money by doing exactly as a criminal instructs.

Column: Damage prevention by utilizing lists of names obtained through the investigative process

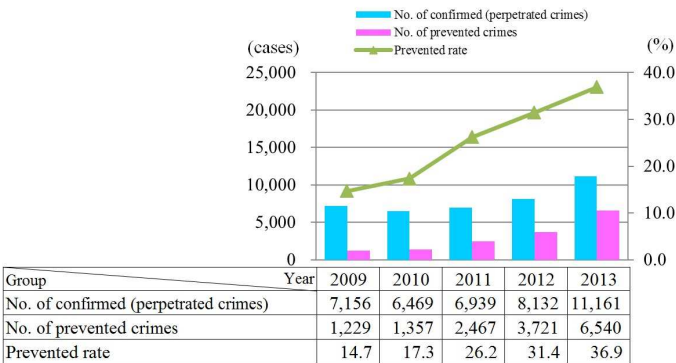
Criminal groups abuse lists of people who utilize mail-order services to repeatedly commit criminal acts. Lists of names confiscated by police in the investigative process are marked with personal information that criminals extracted from the people on the lists, such as “not at home,” “stockholder,” and “lives alone.”

The police visit the homes of the people on such lists or contact them by phone through an entrusted private call center to warn them and provide guidance on specific countermeasures.

II. Collaborating with Relevant Institutions and Groups

The majority of money fraudulently gained from special fraud is remitted or withdrawn by ATM or at the counter of a financial institution. Therefore, it is extremely important that employees of financial institutions communicate with customers to prevent financial loss. The police encourage communication by providing a checklist to show customers when communicating with them and through training conducted in collaboration with employees of financial institutions. As a result, the rate at which special fraud is being prevented is increasing each year. In 2013, the amount of financial loss that would have been incurred by special fraud had it not been prevented by communication from financial institution employees came to approximately 19.3 billion yen, but this is equivalent to approximately 40% of the actual amount that was remitted or sent in cash (total amount of financial loss).

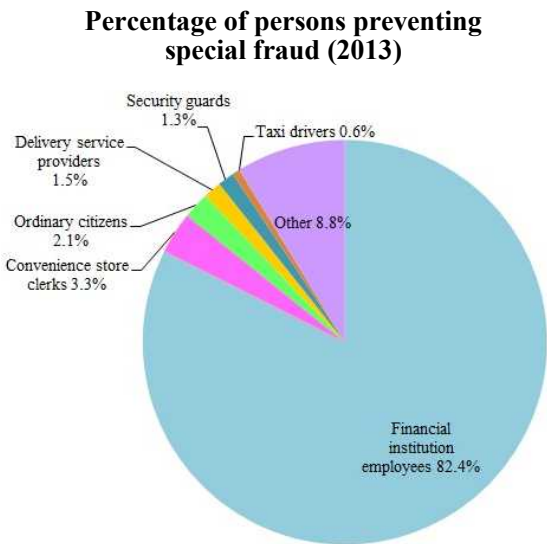
Trends in the number of confirmed cases and prevented cases of special fraud (2009–2013)



Special fraud other than remittance fraud is not included in the numbers through 2010.

Column: Preventing financial loss in a variety of settings surrounding victims

Approximately 80% of financial loss that would have been incurred had it not been prevented through communication was saved by actions taken by financial institution employees, but it has also been prevented in a variety of other settings. There are also many instances where financial loss is prevented not only by communication from convenience store clerks, security guards, taxi drivers, and through the discovery and notification by delivery service providers of packages suspected to contain cash, but also by ordinary citizens who happen to be nearby a duped victim.



Topic V: Police Initiatives against the Serious Drug Situation

Based on the seriousness of the recent drug situation, the police are promoting initiatives with the aim of intercepting the drug supply and eradicating demands.

Not only do drugs adversely affect the mind and body of abusers, but abusers also can experience hallucinations and delusions that lead to heinous cases such as murder and arson, and serious traffic accidents. In addition, the illicit sales of drugs have become a source of funds for crime organizations, such as Boryokudan, making drug abuse a major offense that threatens the security of society. Given the recent characteristics of the drug situation, such as the diversification of places of origin and types of the drugs abused, the police are partnering with relevant ministries and agencies to promote initiatives for the eradication of drug offenses.

(1) Characteristics of the Drug Situation

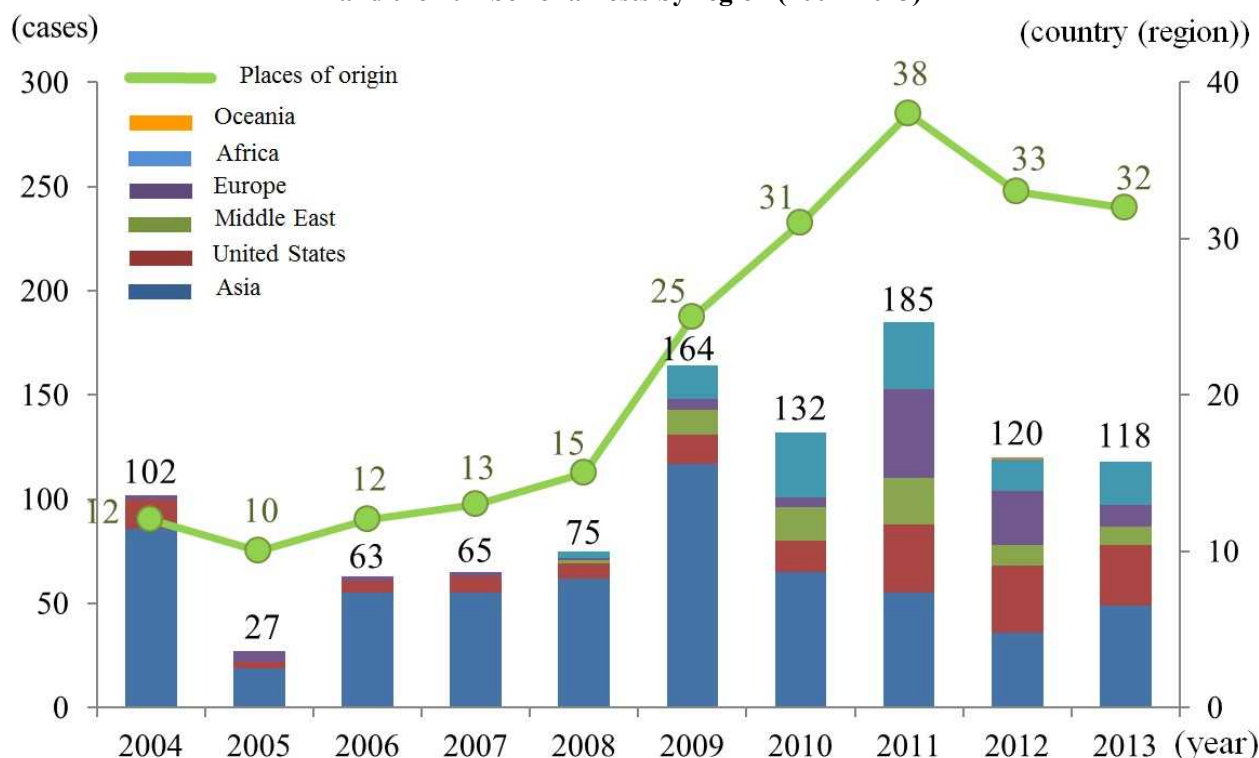
I. Diversification of the Places of Origin for Smuggled Stimulants

In Japan, the majority of drugs that are abused are smuggled from other countries, and in recent years stimulants have been originating from a variety of locations. The trend in places of origin for stimulants over the past 10 years shows that while they originated in 12 countries (regions) in 2004, in 2013 the places of origin had jumped to 32 countries (regions).

In addition, typically the majority of drugs

were smuggled from Asian countries including China, Malaysia, and the Philippines, but lately smuggling from Latin America, Africa, and the Middle East has increased. Recently, there has been a particular increase in the proportion of stimulants smuggled from Mexico, which accounted for 16.1% of all smuggling cases in 2013, and there have been arrests for high-volume smuggling of stimulants by Mexican nationals. It seems that drug-related criminal organizations in that country are widely participating in the smuggling of stimulants.

Trends in the number of places of origin of stimulants smuggling and the number of arrests by region (2004–2013)



Note: The places of origin exclude unknown locations.

Case: In May 2013, a man (age 36) and others from Mexico concealed stimulants in fake iron ore and smuggled them into Japan on a shipping container from Mexico. In June of that same year, two Mexican nationals and one Japanese national were arrested for violation of the Stimulants Control Act (importing for the purpose of sale), and approximately 194kg of stimulants were seized. (Hyogo Prefecture)



Stimulant hidden in fake iron ore

II. Diversification of the Drugs Abused

Lately, there have been a succession of cases where users of so-called law-circumventing drugs (NPS (New Psychoactive Substances)) have caused serious traffic accidents when driving a vehicle or been transported to hospitals by ambulance because of drug-induced physical and mental abnormalities. Also, the successive emergence of new law-circumventing drugs are becoming a new issue in the war on drugs.



law-circumventing drugs

(2) Formation of The Fourth Five-Year Drug Abuse Prevention Strategy by the Government

Drug abuse is a grave issue involving the foundation of public security in Japan. Since it

requires measures conducted together with the government, relevant institutions are collaborating to promote measures under the Council for Promoting Measures to Prevent Drug Abuse, which is chaired by the Minister of State for Special Missions (drug abuse measures) and vice-chaired by ministers including the Chairperson of the National Public Safety Commission. In August 2013, The Fourth Five-Year Drug Abuse Prevention Strategy was drawn up and established five objectives, including the promotion of international cooperation to interdict drug smuggling.

(3) Police Initiatives

I. International Cooperation in Measures against Drugs

Illegal drug trafficking is carried out across borders by drug-related criminal organizations. It is not an issue that can be solved by one country alone. The police are developing international investigative cooperation for information exchange through dispatch of investigators and participation in international conferences, and promoting technological cooperation in guidance for drug investigations in relevant countries.

The National Police Agency has held discussions on the drug situation, investigative methods, and international cooperation in relevant countries centered in Asia and the Pacific region, and has hosted the Asia-Pacific Operational Drug Enforcement Conference with the aim of building mutually cooperative systems. In February 2014, the nineteenth conference was held in Tokyo with 28 countries/regions and two international organizations (including observers) participating.



19th Asia-Pacific Operational Drug Enforcement Conference

In addition, with Japan International Cooperation Agency (JICA) co-sponsoring, the

National Police Agency invited the senior executives of drug control agencies in countries and regions facing serious drug problems and held a Seminar on Control of Drug Offenses for the purpose of exchanging information on drug control and transferring Japanese investigative technologies.

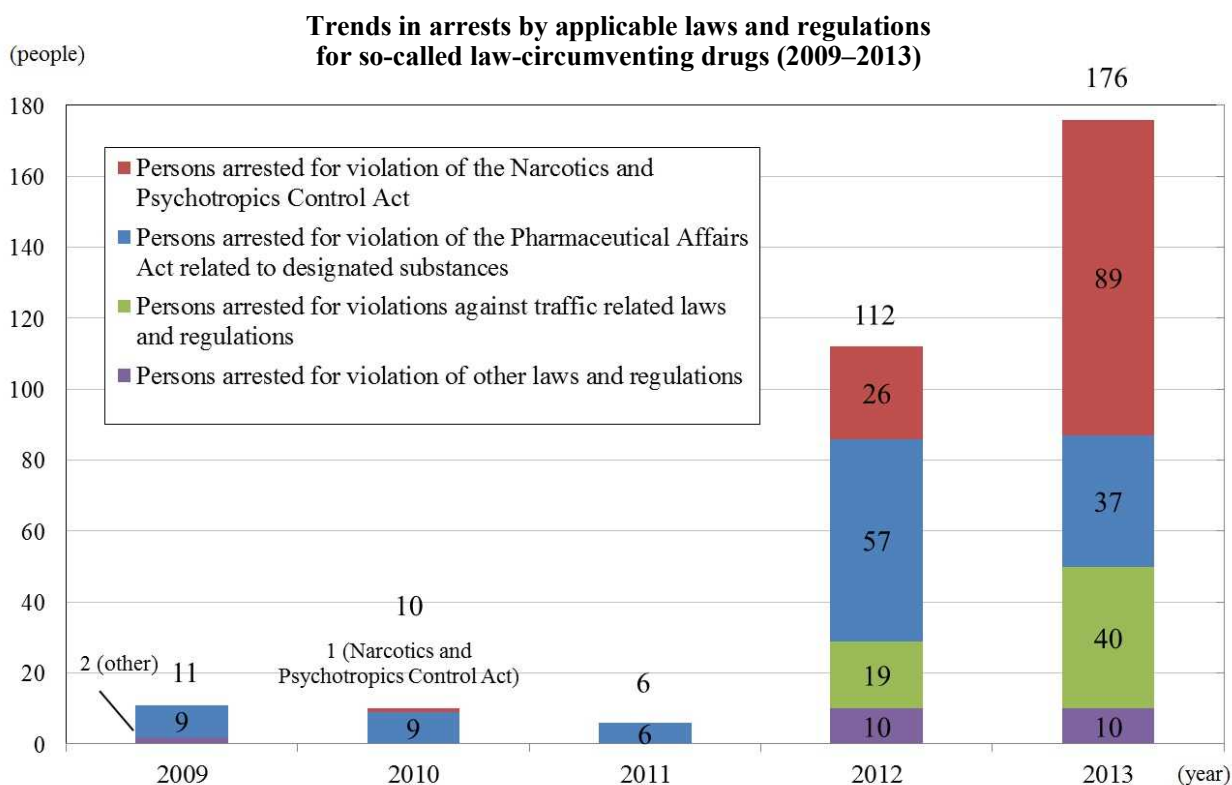
II. Measures against so-called Law-circumventing Drugs

The police take measures such as issuing guidance and warnings to the retailers of so-called law-circumventing drugs, arresting malicious retailers for violations of the Pharmaceutical Affairs Act and arresting users under charges such as dangerous driving causing death or injury. In 2013, there were 176 persons arrested for cases relating to so-called law-circumventing drugs, an increase of 64 (57.1%) arrests over the previous year.

Moreover, to cope with the emergence of new so-called law-circumventing drugs, a review conducted with relevant ministries and agencies

of the tightening of regulations, such as additional designations as narcotics and designated substances under the Pharmaceutical Affairs Act, resulted in revision of the Act, which in turn led to provisions such as the prohibition of the mere possession and use of designated substances from April 2014. The police are fully utilizing these various laws and regulations to make arrests. Furthermore, since the term “law-circumventing” could be misleading among the citizens, the police are working with relevant authorities to review the use of the term.

Case: Around July 2012, an unemployed man (age 35) and others sold liquid and dried plant leaves containing designated substances to a proprietor of a so-called law-circumventing drug shop. In February 2013, two of those persons were arrested for violation of the Pharmaceutical Affairs Act (accordance of designated substances). (Saitama Prefecture)



Topic VI: The Round-table Conference on Crackdowns and Speed Regulations Contributing to the Prevention of Traffic Accidents

While facilitating better understanding from citizens, the police will carry out initiatives for speed regulations and traffic enforcement contributing to the prevention of traffic accidents.

In December 2013, the Round-table Conference on Crackdowns and Speed Regulations Contributing to the Prevention of Traffic Accidents compiled the Proposal for Ideal State of Crackdowns and Speed Regulations Contributing to the Prevention of Traffic Accidents. The Proposal suggests how speed regulations and traffic enforcement are supposed to be in the near future.

(1) Holding the Round-table Conference

Crackdowns on traffic violations including excessive speeding are carried out to prevent traffic accidents. However, sometimes crackdowns are held at fixed places, and it has been suggested that such crackdowns are not effective in preventing traffic accidents.

Therefore, with the aim of achieving even more effective crackdowns, in accordance with the results of a detailed analysis of traffic accidents, and promoting a review of speed regulations that form the premise of traffic enforcement, the National Police Agency held the Round-table Conference on Crackdowns and Speed Regulations Contributing to the Prevention of Traffic Accidents (hereinafter, Round-table Conference) from August to December 2013. The Round-table Conference was composed of persons including those with relevant knowledge and experience, automotive commentators, and individuals related to groups involved with the mobility impaired and others. It was hosted by the Chairperson of the National Public Safety Commission.



A round-table conference

(2) The Round-table Conference Review

The working group on crackdowns and the working group on speed regulations were established within the Round-table Conference, and the review results of both working groups were shared with all Round-table Conference members at all times, leading to intensification of discussions.

The working group on crackdowns examined the ideal state of traffic enforcement contributing to the prevention of traffic accidents, and policies for facilitating better understanding from citizens regarding the necessity of crackdowns.

In addition, the working group on speed regulations examined the influence of the modified speed regulations that were based on the fully revised standards for speed regulation in 2009 and 2010. Based on the outcome, the working group reviewed traffic management methods that contribute to the prevention of traffic accidents, such as effective methods for speed regulations.

(3) The Proposal for Crackdowns and Speed Regulations Contributing to the Prevention of Traffic Accidents

In December 2013, the Round-table Conference compiled the Proposal for Ideal State of Crackdowns and Speed Regulations Contributing to the Prevention of Traffic Accidents (hereinafter, the Proposal) and submitted it to the Chairperson of the National Public Safety Commission.

As a common recognition among conference members, the Proposal indicated the necessity of appropriate speed management through speed regulations and traffic enforcement to decrease the number of fatalities due to traffic accidents, and suggested the following directionality going forward.



Submitting the Proposal to the Chairperson of the National Public Safety Commission

I. The Ideal State of Speed Regulations Contributing to the Prevention of Traffic Accidents

a. Ordinary Roads and Community Roads

The Proposal stated that reassessment of speed regulations for ordinary roads should be continued to be promoted since definite outcomes can be seen in the reassessments based on new standards for speed regulations. The Proposal also stated that reassessments should be conducted mainly for roads with speed regulations of 40km/hr. and 50km/hr. while taking into consideration the occurrence of traffic accidents, preferentially starting with roads that have a significant gap between actual speed and speed regulations. Furthermore, the Proposal suggested that area-wide speed regulations for community roads that are easy for drivers to understand, such as “30km/hr. zones,” should be further promoted.

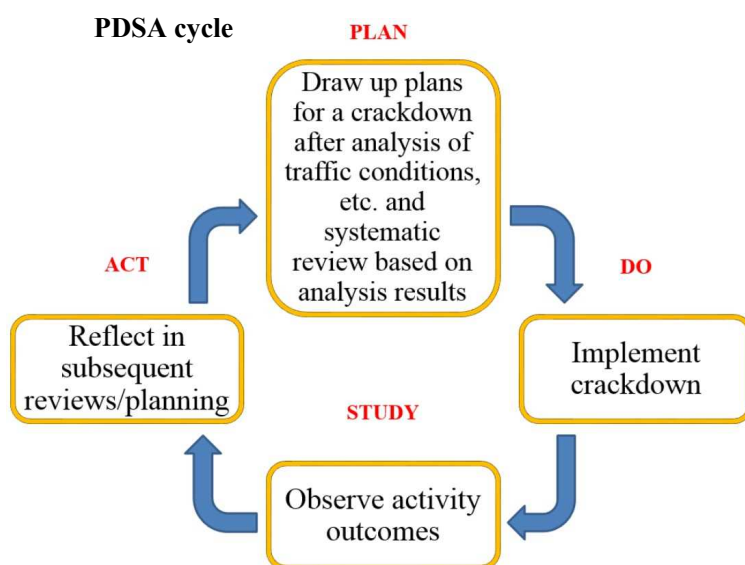
b. Expressways

The Proposal states that an immediate review should be conducted concerning raising speed regulations over 100km/hr. on high-standard expressways with 3 or more lanes on one side with a design speed of 120km/hr. However, it also states the necessity for the review to examine whether it is possible even for elderly drivers and novice drivers to drive safely.

II. The Ideal State of Crackdowns Contributing to the Prevention of Traffic Accidents

a. Choosing Crackdown Locations According to Circumstances of Traffic Accidents

To conduct even more effective crackdowns, the Proposal notes the need to further apply the PDSA cycle of selecting crackdown locations and time frames based on the results of analysis on the circumstances of past traffic accidents, and periodically reassessing these factors. In addition to suggesting a combination of patrol activities and street activities that provides a good balance of enforcement, the Proposal also noted the necessity of researching the adoption of new speed enforcing technology to conduct crackdowns in places where it is difficult to secure space required for matters such as the establishment of speed enforcing technology and pulling over vehicles in violation of traffic regulations.



b. Communicating Information on the Concepts of Crackdown Management

As a means to facilitate better understanding from citizens regarding the necessity of crackdowns, the Proposal states the necessity to publicize the information of the roads and time frames where crackdowns target. The target of crackdowns need to be based on analysis of traffic accidents resulting from excessive speeding by roads and by time and local residents’ demands at police station level.

兵庫県警察
市民とともに、県民のために。

兵庫県警察本部
〒650-8319 神戸市中央区76番3丁4号1号
電話 078(343)-1411(代表)

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トップページ>安全・安心な生活>交通取締情報

交通取締情報

～公開交通取締りについて～
交通違反の取締りは、なぜ行われているの？
 自動車を運転する人も、自転車を運転する人も、歩く人も、ルールとマナーを守って交通安全を心掛けていれば、ほとんどの交通事故は起きていません。
 初めてハンドルを握った頃を思い出してください。交通ルールは、警察官がいなくても守らなければならないものです。この「交通取締情報」は、「交通安全のために」公開しているもので、皆さんが悲惨な交通事故を起こさないようにするためのものです。

★ 高速道路の安全な利用を！

平成26年2月25日現在、高速道路上で2件の死亡事故が発生しました。

高速道路安全五則
 1 安全速度を守る
 2 十分な車間距離をとる

| 日 | 曜 | 地区 | 路線名 | | |
|----|---|----|-----------|------------|--|
| | | | 午前 | 午後 | |
| 13 | 木 | 神戸 | 国道2号 | 神戸市道中央幹線 | |
| | | 神戸 | 県道新神戸停車場線 | 国道43号 | |
| | | 阪 | 国道176号 | 国道43号 | |
| | | 神戸 | 県道尼崎池田線 | 県道川西篠山線 | |
| | | 東 | 国道175号 | 国道2号 | |
| | | 播 | 県道豊高北条線 | 県道高砂加古川加西線 | |
| | | 西 | 国道2号 | 国道250号 | |
| | | 播 | 県道久今宿線 | 県道姫路新宮線 | |
| | | | | | |
| | | | | | |

～平成26年3月20日の交通取締情報～

| 日 | 曜 | 地区 | 路線名 | | 要注意エリア (過去5年交通事故発生率が高い区間) | 取締重点 |
|----|---|----|-----------|------------|------------------------------|----------------------|
| | | | 午前 | 午後 | | |
| 13 | 木 | 神戸 | 国道2号 | 神戸市道中央幹線 | | 速度超過 対向車線侵入 など |
| | | 神戸 | 県道新神戸停車場線 | 国道43号 | | |
| | | 阪 | 国道176号 | 国道43号 | | |
| | | 神戸 | 県道尼崎池田線 | 県道川西篠山線 | | |
| | | 東 | 国道175号 | 国道2号 | | |
| | | 播 | 県道豊高北条線 | 県道高砂加古川加西線 | | |
| | | 西 | 国道2号 | 国道250号 | | |
| | | 播 | 県道久今宿線 | 県道姫路新宮線 | | |
| | | | | | | |
| | | | | | | |

Publication of routes/locations of crackdowns (Hyogo Prefecture Police website)

III. Matters that Should be Further Promoted for Measures to Prevent Traffic Accidents

The Proposal further suggests greater strengthening of crackdowns on highly malicious and dangerous violations and motorcycle gangs, and the implementation of appropriate assessments of duties contributing to the prevention of traffic accidents.

By implementing various measures based on the Proposal, the police are striving to be able to achieve crackdowns and speed regulations contributing to the further prevention of traffic accidents.

Chapter 1 Police Organization and the Public Safety Commission System

Section 1 Police Organization

1 Public Safety Commission System

The Public Safety Commission System serves a significant role in ensuring the democratic operation and political neutrality of the police, and the National Public Safety Commission (NPSC) was set up on a national level to supervise the National Police Agency (NPA), while Prefectural Public Safety Commissions (PPSC) were set up at prefectural levels to supervise the prefectural police. In addition, the Minister of State is appointed as Chairperson of the NPSC in order to coordinate the two requirements of ensuring the political neutrality of the police and clarifying the administrative responsibilities of the Cabinet in relation to public safety.

2 National and Prefectural Police Organization

In contrast to the prefectural police that assume centralized enforcement duties, the NPA, as a national agency, formulates police systems, and also conducts police operations regarding cases involving national public safety, undertakes the administration of matters which form the foundation of police activities such as police education and training, police communications, criminal identification as well as the development of police administration. In addition, as of April 1, 2014, along with police headquarters, police academies, and other facilities, there were 1,169 police stations in the 47 prefectural police forces.

Section 2 Public Safety Commission Activities

1 National Public Safety Commission (NPSC)

In accordance with the Police Act and other laws, the NPSC supervises the NPA by indicating all-encompassing policies and undertaking administrative tasks that fall within the scope of its authority, such as the establishment of NPSC Regulations, appointment of or taking disciplinary action against local senior police officers (officers among prefectural police organizations ranked Assistant Commissioner and higher), confirmation of the relevancy of practical objectives and requirements when designating a designated Boryokudan (organized crime group). It also gives guidance to the NPA concerning measures to prevent the various cases of

misconduct by police personnel. During 2013, the NPSC established 16 NPSC rules including the regulation on handling corpses.

Although the NPSC usually convenes regular meetings every week on Thursdays, other than regular meetings, extraordinary meetings, such as the meeting held on September 1, 2013 that accompanied implementation of the 2013 National Police Agency Integrated Disaster Prevention Drill. In addition, the NPSC strives to maintain an understanding of the state of public safety and police operations through the mutual exchange of views between members of the commission, and by listening to reports from the NPA, exchanging views with PPSC members and conducting on-site inspections of police activities.



Regular meeting of the NPSC

Case: In November 2013, the Chairperson of the NPSC visited the Internet Hotline Center Japan, and was briefed on reports received of unlawful/harmful actions, reports made to police, and circumstances regarding requests for deletion submitted to website administrators.



The Chairperson of the NPSC inspects the Internet Hotline Center Japan

2 Prefectural Public Safety Commissions (PPSC)

Prefectural Public Safety Commissions supervise the prefectural police by undertaking many administrative tasks in relation to citizens' lives such as issuing drivers' licenses, regulating traffic, awarding benefit payments to victims of crime, supervision of various types of business such as antique dealing, and by receiving reports from Chiefs of Police at regular meetings and other assemblies and giving guidance on incidents and accidents within the jurisdiction, incidence of disasters and subsequent efforts made by the police, organizational status, personnel management and other matters.

PPSCs generally convene three or four regular meetings a month and also strive to maintain an understanding of the state of public safety and police operations through participation in Police Station Councils, discussions with relevant organizations such as the board of education, and on-site inspections of police activities.

Case: In August 2013, members of the Kagoshima Prefecture Public Safety Commission members participated in publicity activities in the area where there was suspected abduction of a couple by North Korea (Kagoshima Prefecture), and together with persons such as the families of abduction victims, they handed out informational fliers and stickers to drivers of passing vehicles to appeal for information on the case.



A member of the Kagoshima Prefecture Public Safety Commission asking for information on suspected abduction case (left)

3 Handling Complaints and Giving Instructions for Inspections

A system for filing complaints has been stipulated in the Police Act. Any person who has a complaint about the duties executed by the personnel of the prefectural police may file the complaint in writing to the PPSC. The PPSC will generally notify the complainant of its decision in writing. In 2013, PPSCs nationwide received 1,034 complaints.

In addition, in accordance with provisions in the Police Act, the NPSC and PPSCs may give specific instruction for inspection to the NPA and prefectural police respectively.

4 Mutual Communications between Public Safety Commissions

The NPSC and all PPSCs hold various liaison conferences in order to maintain constant close communications. During 2013, two liaison meetings between the NPSC and all PPSCs nationwide were held, in which views were exchanged concerning the status of police supervision by the PPSCs and other matters.

Additionally, during 2013, in each Regional Police Bureau and in Hokkaido, a total of twelve liaison meetings were held between jurisdictional public safety commissions, and between the Hokkaido Public Safety Commission and the Area Public Safety Commission in Hokkaido. Members of the NPSC also attended these meetings which involved reports concerning the state of public safety and the efforts of each prefecture, and exchange of views.

Furthermore, exchange of views between PPSCs and liaison meetings between the PPSCs of the designated prefectures including Tokyo, Hokkaido, Kyoto, and Osaka were also held.

Case: In October 2013, members of the Fukuoka PPSC visited Shizuoka Prefecture and observed disaster prevention practices at the Shizuoka Prefectural Earthquake Preparedness Education Center and at the Shizuoka Prefectural Police. In addition, Fukuoka and Shizuoka public safety commissions took that opportunity to share their views on how to respond to emergencies such as a large-scale earthquake.



**Members of Public Safety Commissions
from Fukuoka and Shizuoka share views**

Chapter 2 Securing Community Safety

Section 1 Initiatives for Protecting Women and Children from Crimes

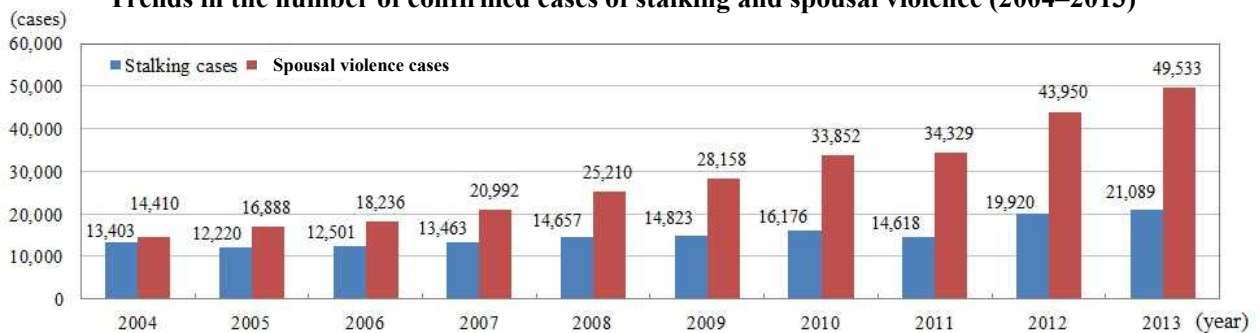
1 Handling Violent Cases Arising from the Entanglement of Emotions Related to Romantic Attachment

(1) Current Circumstances

There were 21,089 confirmed stalking cases in 2013, and 49,533 confirmed spousal violence cases in 2013. These are the most cases since the enforcement of the Anti-Stalking Act and the Act on the Prevention of Spousal Violence and the Protection of Victims.

necessary, such as violent cases arising from the entanglement of emotions related to romantic attachment, the police have built an integrated system in prefectural police headquarters (PPH) that provides guidance, advice, and support for police stations from the time the case is confirmed until it is handled, and police stations have also constructed a system combining the Community Safety Department and the Criminal Affairs Department in police stations. Furthermore, to assess matters such as risk at the point an incident is perceived, when supplying

Trends in the number of confirmed cases of stalking and spousal violence (2004–2013)



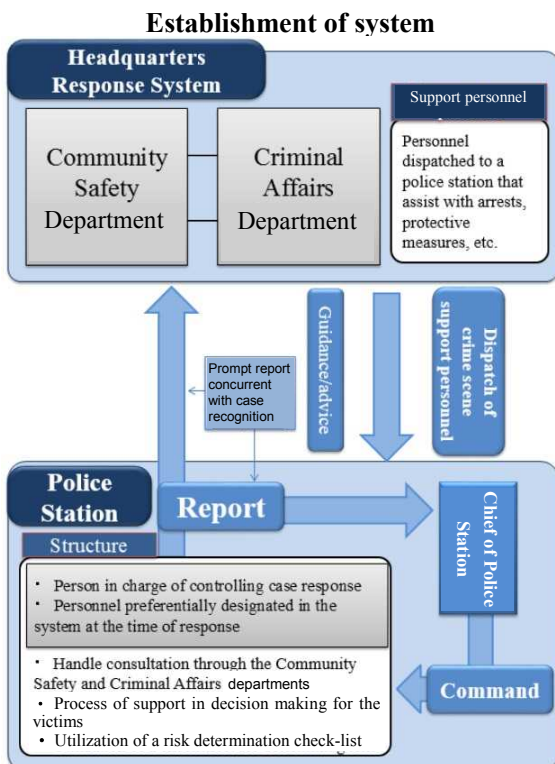
Note: Stalking cases include those of continual shadowing, silent phone calls, etc. that do not infringe on the Anti-Stalking Act and other Penal Laws and regulations. Spousal violence cases indicate the number of cases where victims have sought counsel after being subject to physical violence from a spouse, threats to their life, etc.

(2) Measures

To appropriately cope with cases where immediately securing personal safety is deemed

counsel to victims and other individuals, the police systematically carry out appropriate responses with comprehensiveness through actions that include joint hearings by a person in charge from the Community Safety Department and an investigator from the Criminal Affairs Department.

Under such a system, the police systematically promote prompt and appropriate responses, by making arrests of perpetrators and by taking protective measures of victims, while making the safety of victims the top priority.



2 Initiatives for Protecting the Safety of Children

(1) Initiatives for Protecting Children from Crimes

The number of confirmed criminal offenses where children under age 13 were victims has been trending down since 2004, but there were 26,939 such cases in 2013, which is 1,327 more than the previous year. The police are promoting safety measures for schools and school routes, and activities by the Juvenile and Women Aegis Team (JWAT).

(2) Measures against Bullying

There were 410 incidents attributable to bullying in 2013, which is the highest recorded number since 1986. The police are striving to identify bullying cases early on through actions such as children's counseling activities and school supporter visits to schools, and developing accurate measures while keeping in close communication with schools.

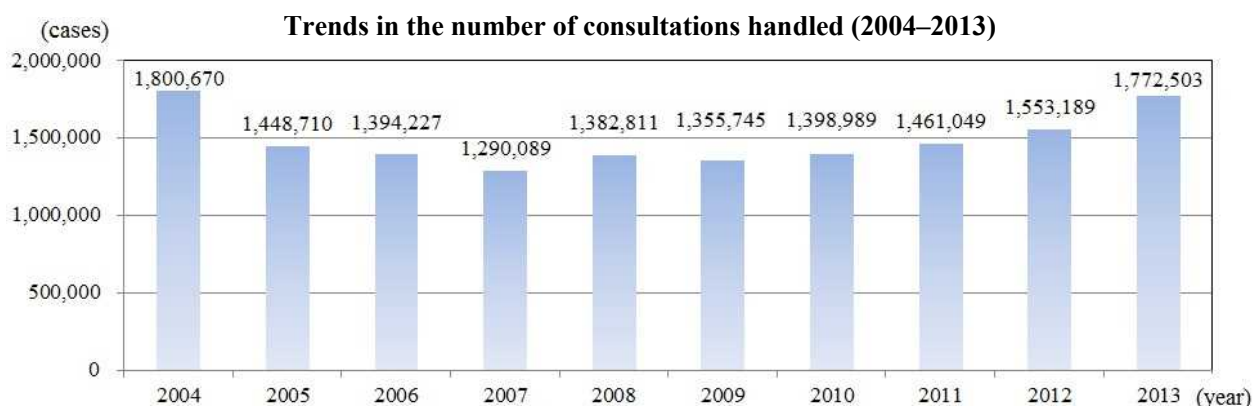
(3) Measures against Detrimental Environments and Crimes that Harm the Welfare of Children

Recently, crimes are emerging that systematically mediate child prostitution by utilizing means such as online dating services, and force children into serving with indecent speech and behavior while keeping up the pretense of a lawful business such as a restaurant or massage parlor. The police are moving forward with promoting information analysis and understanding of actual circumstances, proactive crackdowns, protection of children engaged in harmful work, and recovery support for victimized children.

Section 2 Initiatives for Ensuring the Safety and Security of Local Residents

1 Improving and Reinforcing Consultation Services

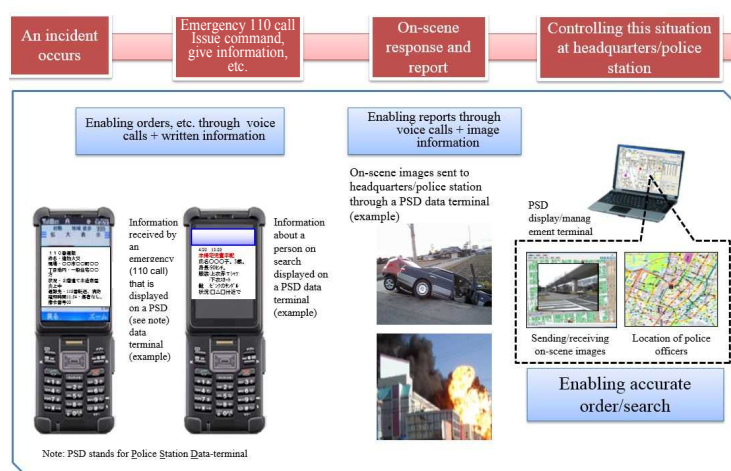
There were 1,772,503 consultations handled in 2013. A general contact desk for consultations has been established in the Police Administration Department to enable police to carry out swift and certain organizational response to consultations from citizens. In light of the consultation content, the police respond with collaboration among relevant departments, and take necessary steps to relieve the anxieties of persons seeking consultation, including giving warnings to, and arresting, the persons in question.



2 Rapid Responses to Incidents/Accidents

Police officers stationed at facilities such as police boxes (Koban) and residential police boxes (Chuzai-sho) head to the site of an accident or other incident as soon as they learn of its occurrence and perform duties such as the arrest of suspects. To enable officers to rush to the scene quickly, police have developed systems that receive emergency 110 calls and other facilities, and are striving to enhance mobilization capabilities making the most of patrol cars and other vehicles.

Community police digital radio system



3 Koban/Chuzai-sho Activities

Koban and Chuzai-sho officers maintain an understanding of the area under their jurisdiction through activities such as patrols and routine visits to homes and workplaces, and undertake activities appropriate to their local situations in response to local residents' views and requests. As of April 1, 2014, there were 6,255 Koban and 6,552 Chuzai-sho in Japan.

Section 3 Initiatives for Building a Foundation to Prevent Crimes

The police provide information on the occurrence of crimes and crime prevention to local residents and crime prevention volunteer groups. They work to encourage voluntary crime prevention activities, and endeavor to preserve good public security in society as a whole through collaboration with such local communities and relevant organizations/groups.



Voluntary patrol utilizing a vehicle equipped with a flashing blue light

Chapter 3 Securing Safety in Cyberspace

Section 1 Threats in Cyberspace

The Internet has become established as a social infrastructure essential to citizens' lives and socioeconomic activities. Today, while cyberspace has become a part of citizens' daily lives, cyber crimes such as unlawful money transfers related to Internet banking are frequently committed, and cyber attacks including cyber terrorism and cyber intelligence (cyber espionage) are often carried out on a global scale. Thus, threats in cyberspace are becoming serious.

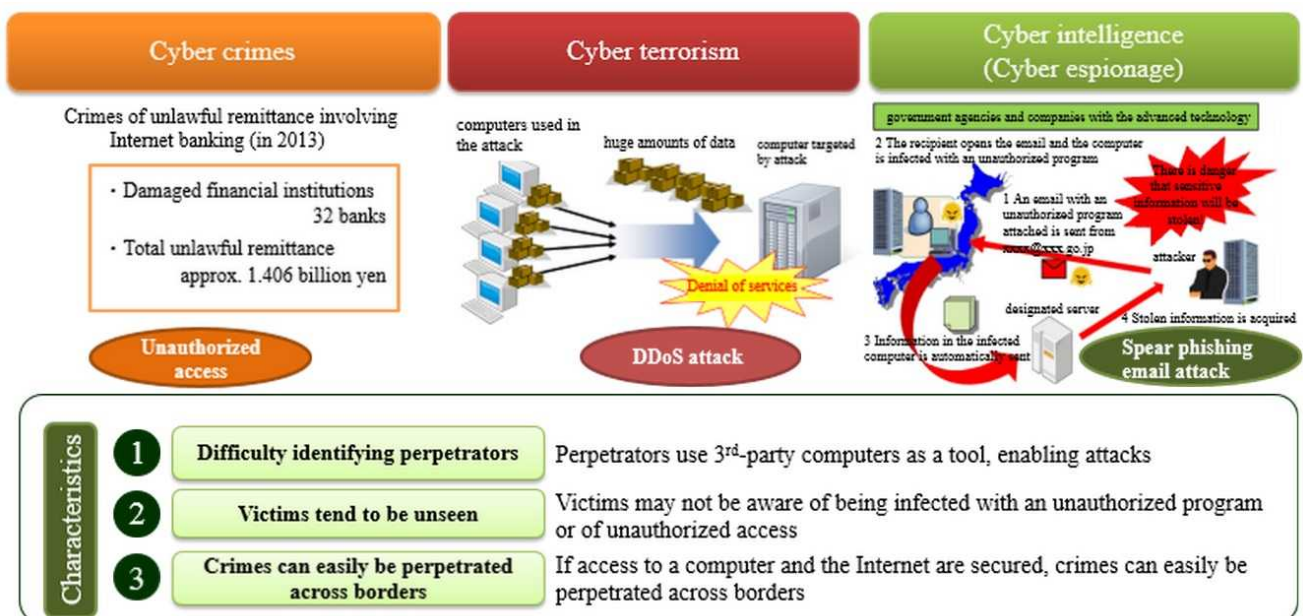
1 Cyber Crimes

8,113 cases were sent to the Public Prosecutor's Office by the police regarding cyber crimes in 2013, which were 779 more than the previous year and the highest on record to date.

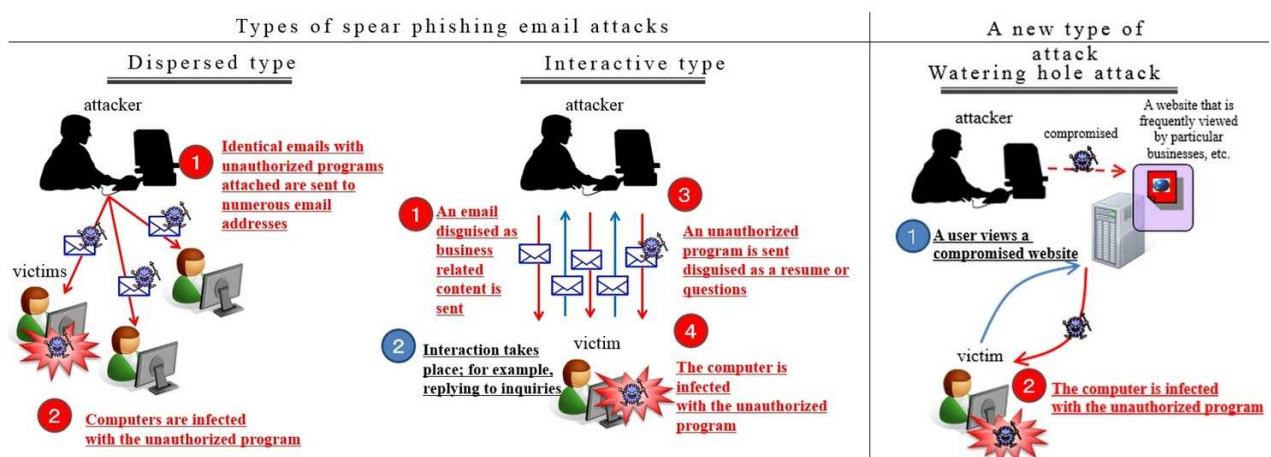
2 Cyber Attacks

In recent years, cyber attacks have been occurring in Japan against entities such as government agencies and private companies, and the techniques used are becoming more and more ingenious. In particular, threats of cyber terrorism,

Threats in cyberspace



Modus operandi compromising computers with unauthorized programs



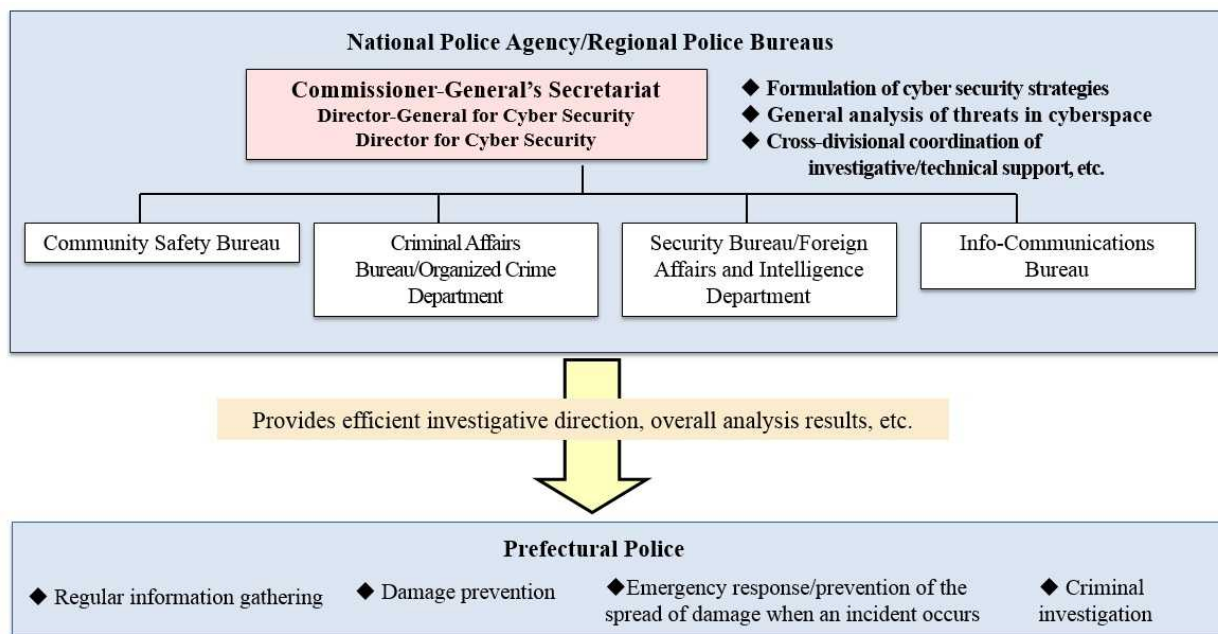
which is an electronic attack causing the core systems of critical infrastructure malfunction and paralyze social functions, and cyber intelligence, which is espionage activity that utilizes information and communication technology, are becoming problems that may impact the country's public safety and security.

information sharing and cooperation among industry, academia, and government to further effectively cope with threats in cyberspace and accelerate discussion of the creation of a Japanese version of NCFTA, referring to a nonprofit organization NCFTA in the United States (in which the three sectors unite to carry out initiatives).

Section 2 Dealing with Threats in Cyberspace

Since dealing with threats in cyberspace has become a major problem for all police divisions, to strengthen its function as the leader of all cyber security measures, the National Police Agency has established the Director-General for Cyber Security and the Director for Cyber Security to organize/coordinate various cyber security initiatives.

Organization on cyber security in the police of Japan



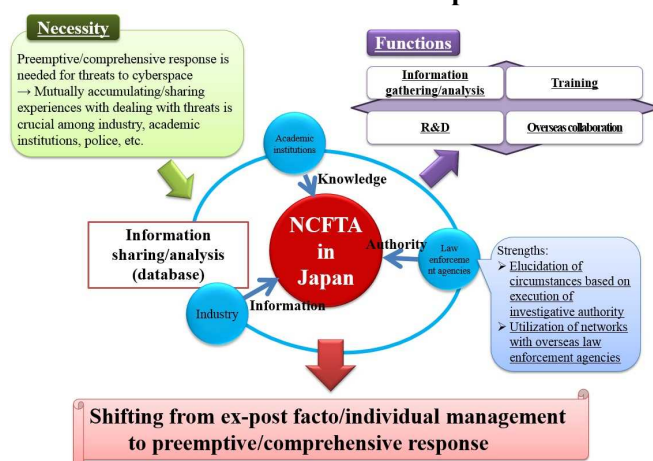
Section 3 Promoting Collaboration between Government and Private Sector against Threats in Cyberspace

1 Promoting Collaboration between Government and Private Sector against Threats in Cyberspace (1) Discussing the Establishment of NCFTA*1 in Japan

Based on the Strategy to Make “Japan the Safest Country in the World” and other matters, the National Police Agency will encourage

*1: The abbreviation for the National Cyber-Forensics & Training Alliance

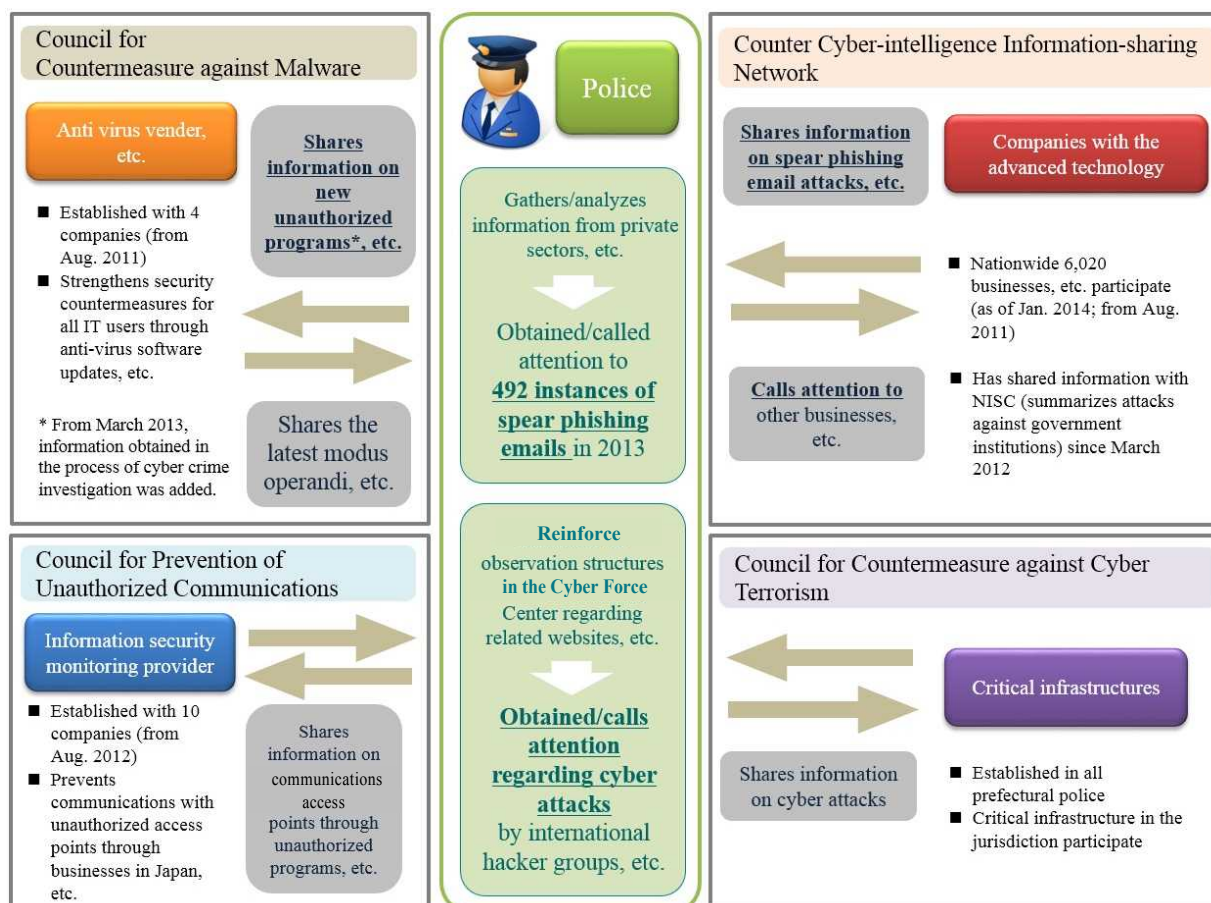
Outline of NCFTA in Japan



(2) Frameworks for Public-private Partnerships

To prevent harm caused by cyber crimes and cyber attacks, and sufficiently respond when they occur, the police are constructing a framework for cooperation with entities such as private companies by utilizing their knowledge.

Frameworks for countermeasure with private sectors



Chapter 4 Measures against Organized Crime

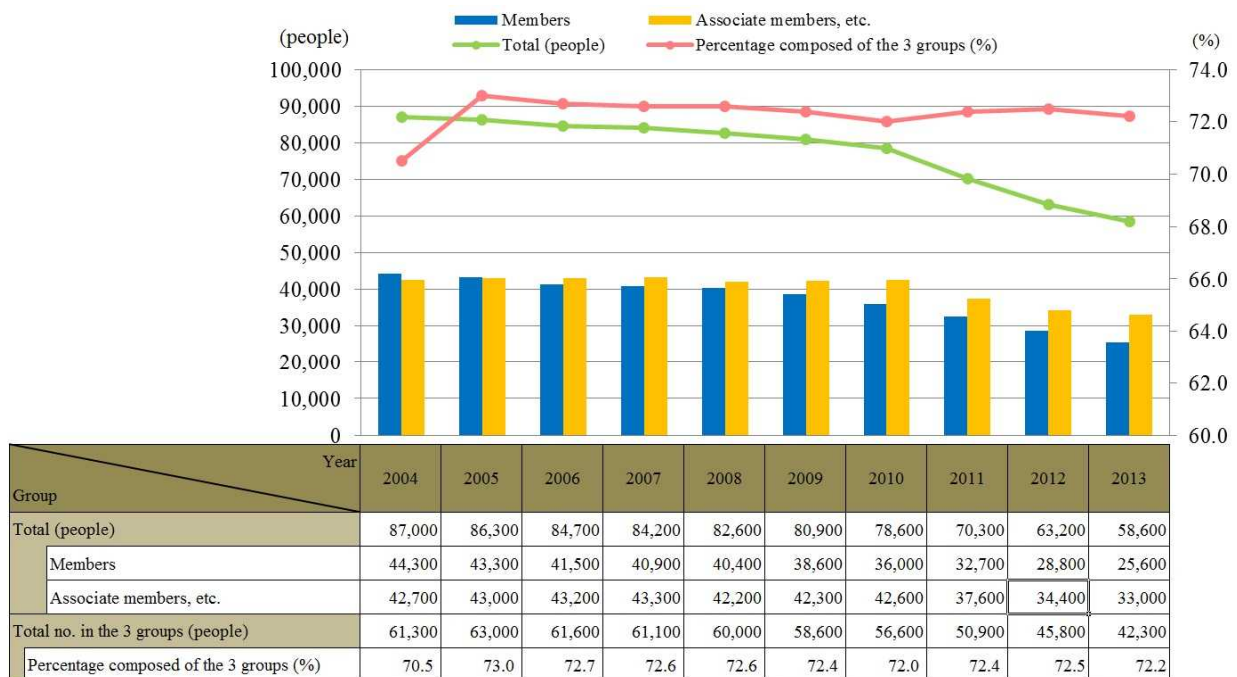
Section 1 Measures against Boryokudan

In recent years, in addition to traditional funding activities, intercession in civil disputes and violence targeting government organizations, the Boryokudan have infiltrated into a variety of private sectors including the construction, finance and industrial waste disposal industries, and have also engaged in securities trading while concealing their organizational backgrounds. By disguising as legitimate business activity and exploiting their collaborators, the Boryokudan are intensifying their funding activities.

Column: Promoting reintegration measures for Boryokudan members

To eliminate Boryokudan, based on the fact that it is important to dissociate as many members as possible from the Boryokudan and encourage their reintegration, the police are working with Prefectural Centers to Promote Movements for Elimination of Violence and relevant organizations/groups to establish committees for reintegration measures throughout Japan, and give advice to individuals who try to leave the Boryokudan. Since April 2013, the police and probation offices have been sharing information on the release of inmates from correctional facilities who have left the Boryokudan with the help of police and are paroled. Both entities collaborate to implement support that includes finding jobs so that such individuals do not rejoin the Boryokudan.

Trends in Boryokudan (full/associate) membership (2004–2013)



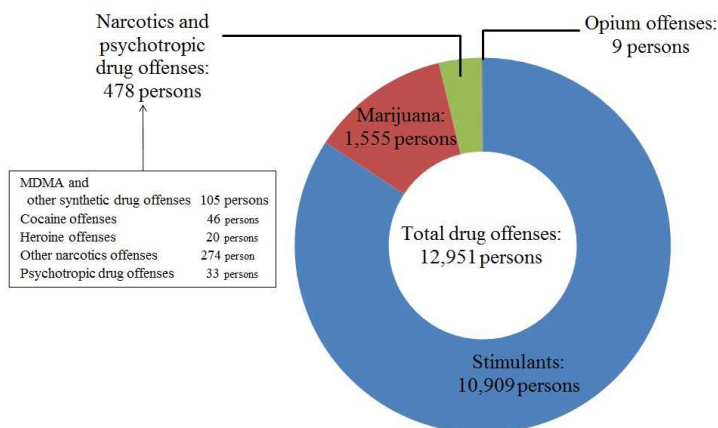
Note: The percentage composed of the 3 groups = the total no. in the Yamaguchi-gumi, Sumiyoshi-kai, and Inagawa-kai ÷ the total no. × 100

Section 2 Anti-Drug and Anti-Firearm Measures

1 Drug Situation

The number of arrests for drug offenses in 2013 was 12,951, a slight decrease from the previous year, and the number of arrests for stimulant offenses was also slightly lower. However, with the amount of seized stimulants showing a great increase over the previous year, the drug situation remains severe.

Arrests for drug-related crimes (2013)



2 Firearms Situation

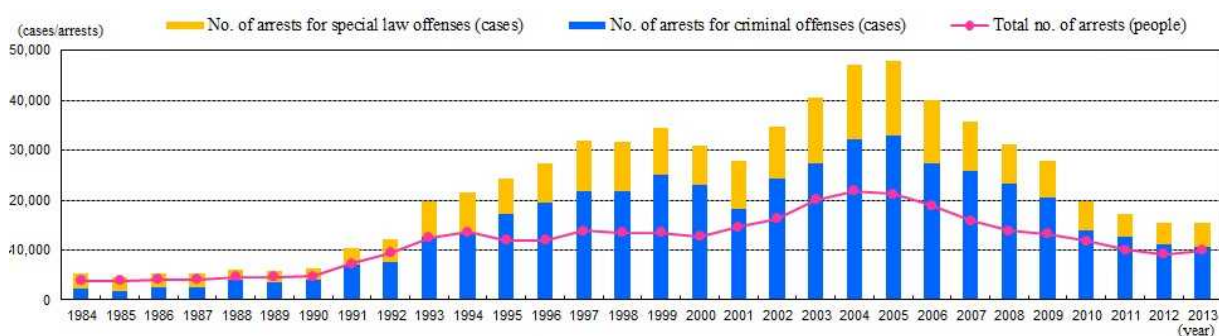
In 2013, there were a succession of incidents involving the discharge of firearms by Boryokudan members, etc. targeting members of the general public and private businesses. There were also 128 incidents involving firearms use. The police are promoting measures against firearms, undertaking law enforcement activities with an emphasis on seizing the arsenals of organized crime groups and cracking down on smuggling, trafficking, and other cases.

Case: A man (age 27) employed at a university was in possession, at his home, of 2 handmade handguns manufactured with a 3D printer. In May 2014, that man was arrested for violating the Firearms and Swords Control Law (multiple possession of handguns; Kanagawa, Hyogo).

Section 3 Measures against Crimes by Visiting Foreigners

There were 15,419 arrests of foreigners who committed crimes in Japan in 2013, and 9,884 persons arrested. Both numbers are slightly higher than the previous year.

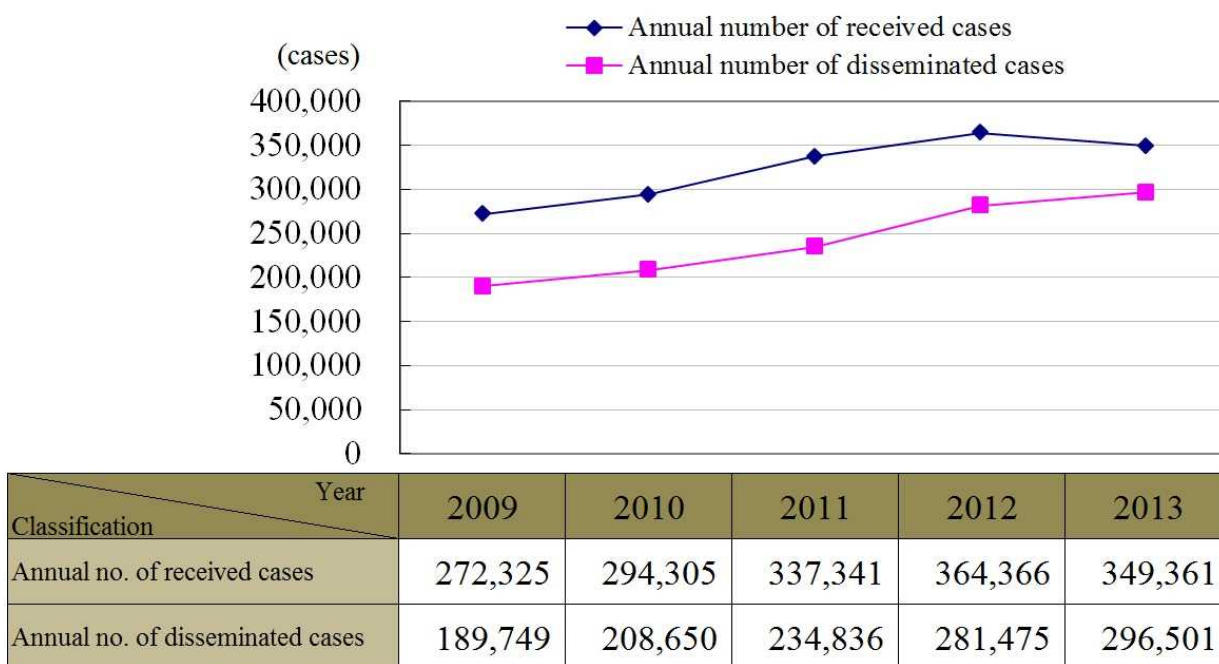
Trends in arrests for crimes committed by foreigners in Japan (1984–2013)



Section 4 Measures against Crime Proceeds

In order to weaken criminal organizations such as Boryokudan and annihilate them, it is important to prevent criminal proceeds from being transferred to criminal organizations and to ensure that criminal organizations are stripped of criminal proceeds. The police are promoting measures against criminal proceeds, making use of the Act on Prevention of Transfer of Criminal Proceeds for analysis of suspicious transaction reports and relevant information, and the Act on Punishment of Organized Crimes and Control of Crime Proceeds for arresting offenders of money laundering. In 2013, there were 282 cases cleared of money laundering, of which 30.1% were related to Boryokudan.

Trends in reports of suspicious transactions (2009–2013)



Note 1: The number of annual received cases refers to the number of reports of suspicious transaction reports notified from the administrative agencies with jurisdiction over specific business operators and accepted by NPSC.

Note 2: The number of annual disseminated cases refers to the number of cases providing information regarding suspicious transaction disseminated by the NPSC to investigative agencies.

Trends in cleared money laundering cases (2004–2013)

| Classification | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 |
|--|--------|---------|---------|---------|---------|---------|---------|---------|---------|---------|
| Violation of the Act on Punishment of Organized Crimes and Control of Crime Proceeds (cases) | 65(40) | 107(48) | 134(53) | 177(60) | 173(63) | 226(90) | 205(90) | 243(81) | 238(55) | 272(75) |
| Management control of enterprises (Article 9) | 0(0) | 0(0) | 1(0) | 0(0) | 1(1) | 0(0) | 1(0) | 1(0) | 0(0) | 2(0) |
| Concealment of criminal proceeds (Article 10) | 50(29) | 65(21) | 91(18) | 137(35) | 134(41) | 172(49) | 139(46) | 150(43) | 158(27) | 171(35) |
| Receipt of criminal proceeds (Article 11) | 15(11) | 42(27) | 42(35) | 40(25) | 38(21) | 54(41) | 65(44) | 92(38) | 80(28) | 99(40) |
| Violation of the Act Concerning Special Provision for Narcotics | 5(3) | 5(4) | 10(5) | 7(5) | 12(5) | 10(4) | 9(5) | 8(3) | 11(4) | 10(10) |
| Concealment of drug criminal proceeds (Article 6) | 5(3) | 3(2) | 5(3) | 5(4) | 10(4) | 5(1) | 8(4) | 8(3) | 8(2) | 6(6) |
| Receipt of drug criminal proceeds (Article 7) | 0(0) | 2(2) | 5(2) | 2(1) | 2(1) | 5(3) | 1(1) | 0(0) | 3(2) | 4(4) |

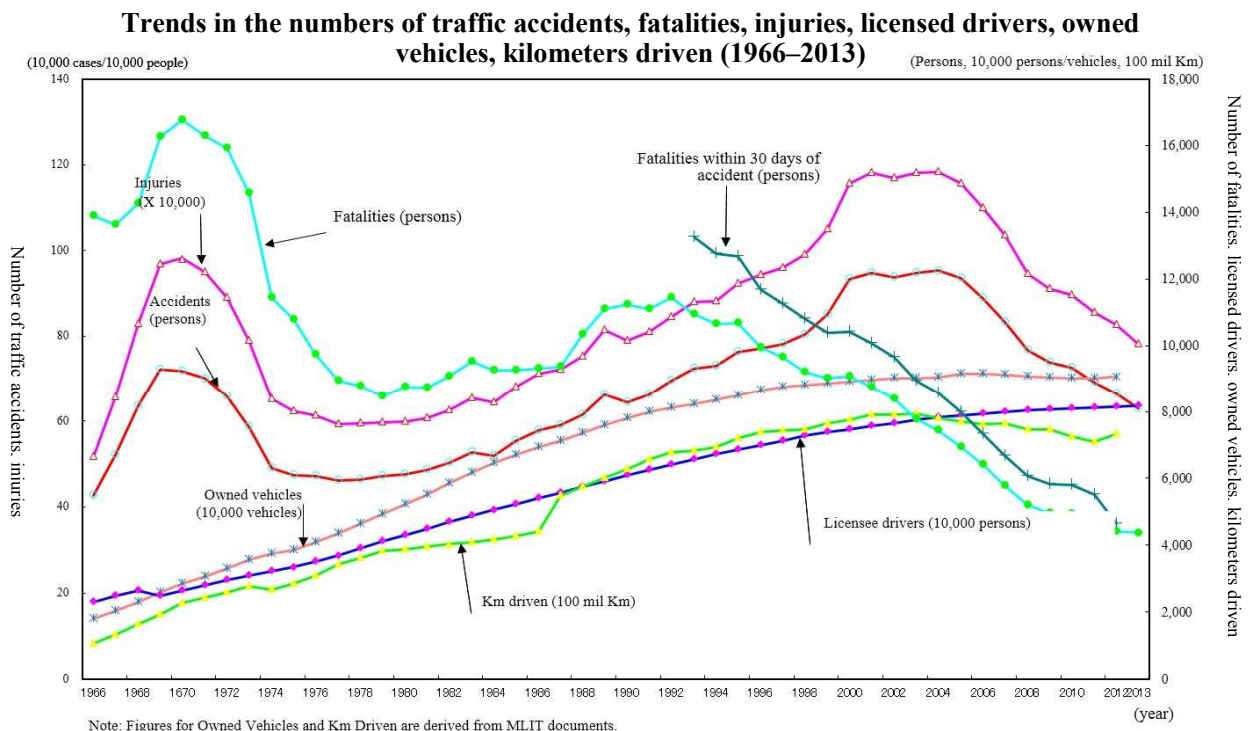
Note: Numbers in parentheses indicate offenses committed by Boryokudan members

Chapter 5 Ensuring Safe and Comfortable Traffic Conditions

Section 1 Traffic Accidents in 2013

The number of fatalities from traffic accidents in 2013 was 4,373. While that number has been steadily dropping since 2001, the reduction has recently shrunk due to the increase in the population of the elderly whose fatality rate is higher compared to other age groups, and from 2010 the fatality rate shifted to an upswing for the first time in 3 years.

In addition, of the elderly fatalities in traffic accidents, about 60% occurred while walking or riding a bicycle. Police are cooperating with related agencies and other organizations to implement measures such as individual guidance through home visits and enlightenment activities and traffic safety education in facilities such as hospitals and care centers.



Section 2 Boosting Traffic Safety Awareness

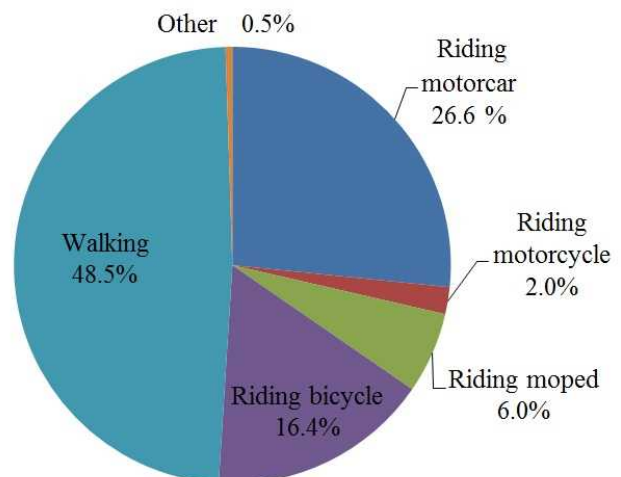
1 Police Initiative to Eradicate Drunken Driving

The number of traffic accidents due to drunken driving in 2013 fell for the thirteenth consecutive year to 4,335. As well as actively informing the public about the dangers of drunken driving and the facts about accidents caused by drunken driving, the police are promoting safety education through participation, hands-on experience and practice using driving simulators and other equipment.

2 Initiatives Aimed at Traffic Safety for the Elderly

The number of the elderly fatalities in traffic accidents in 2013 increased to 2,303 for the first time in 12 years. The elderly account for more than half of overall fatalities in traffic accidents.

Number of elderly fatalities by circumstances when traffic accident occurred (2013)



3 Promotion of the Safe Usage of Bicycles

The number of bicycle-related accidents in 2013 fell to 629,021. While less than the previous year, that number continues to account for approximately 20% of overall traffic accidents. The police are reinforcing guidance and regulations for bicycle users, and striving to make everyone aware of rules for bicycle usage, such as the fact that cyclists should ride on streets in principle.

Section 3 Ensuring Safe Driving

In order to ensure the safe driving of motorcars and other vehicles, the police are working to enhance education for persons seeking to acquire a driver's license as well as education after a driver's license has been issued and are also striving to implement strict and prompt administrative dispositions against drivers who repeatedly violate the Road Traffic Act and/or cause serious accidents, to prevent them from driving as soon as possible.

Section 4 Traffic Environment Improvement

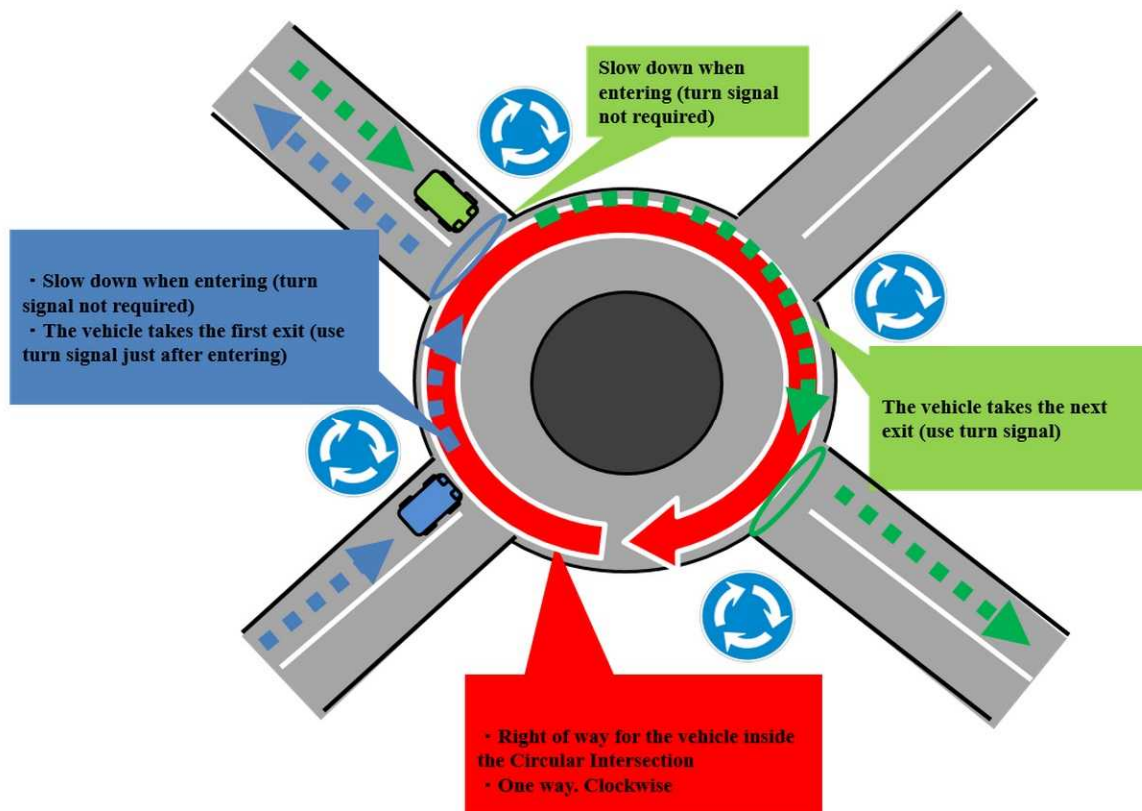
1 Developing Safe and Secure Traffic Environments

To achieve safety and smooth traffic flow, the police are working to improve traffic safety facilities such as traffic lights and road signs. In addition, the police are striving to achieve well-ordered traffic control systems, which control traffic lights and provide traffic information.

Column: Traffic rules for Circular Intersections

In June 2013, the Act on the Partial Amendment of the Road Traffic Act which includes provisions for how traffic should negotiate "Circular Intersections" was enacted. In the Act, a "Circular Intersection" is defined as an intersection whose traffic area has a circular structure and where road signs shown below are installed. Based on these provisions, vehicles should go clockwise around the central traffic island in a "Circular Intersection," and the traffic in the circular area takes priority over the traffic flowing in from the outside. "Circular Intersections" are expected to shorten the wait time at intersections and to reduce traffic accidents.

Traffic rules for "Circular Intersections"



2 Ensuring the Safe Passage of Pedestrians by Improving Traffic Environments

To ensure the safe passage of pedestrians and others using community roads in residential areas, the police are collaborating with road administrators to promote the establishment of 30km/hr. zones. By the end of 2013, 30km/hr. zones were implemented in 1,111 places. The police are also implementing crossing facilities such as barrier-free traffic lights to improve safety for persons such as the elderly and disabled.



**Entrance into a 30km/hr. zone
(Saga City, Saga Prefecture)**

Section 5 Maintaining Road Traffic Order

The police are striving to crack down on traffic violations with an emphasis on highly malicious and dangerous violations that lead directly to traffic accidents such as driving without a license, drunken driving, excessive speeding and ignoring traffic lights, and violations that are causing repeated demands for enforcement from local residents. During 2013, police dealt with 7,442,124 violations of the Road Traffic Act.

Chapter 6 Maintaining Public Safety and Disaster Countermeasures

Section 1 International Terrorism and Countermeasures

1 International Terrorism

(1) The Threat of Terrorism to Japan

After the death of the leader of Al Qaeda, Osama bin Laden, in May 2011, the new leader, Ayman al-Zawahiri, asserted the continuation of jihad against the United States, Europe, and other nations. In addition, Al Qaeda-related organizations are expanding their power mainly in the Middle East and North African regions. Furthermore, incidents of terrorism are occurring that target Japanese nationals and interests, such as the terrorist attack in Amenas, Algeria in January 2013 that killed 40 people, including 10 Japanese nationals. It can be said that Japan is facing threats of large-scale, indiscriminate terrorism at home and abroad.

(2) North Korea

As of April 1, 2014, the police have determined thirteen suspected cases of abduction by North Korea involving 19 victims, and are acting on international arrest warrants issued against eleven North Korean operatives involved in eight abduction cases.

In addition, in order to respond to cases for which the possibility of abduction by North Korea cannot be ruled out, the Special Supervision Team, established in the Foreign Affairs Division of the NPA Foreign Affairs and Intelligence Department in March 2013, is implementing guidance for prefectural police, and the police are promoting initiatives of strengthening cooperation with the Japan Coast Guard in terms of investigation and research and active extraction of DNA profiling materials, taking the necessities of the investigations and the intentions of families into consideration.

2 International Terrorism Countermeasures

In an effort to prevent acts of terrorism, the police are taking measures such as gathering and analyzing information through coordination with overseas security intelligence agencies, implementing administrative measures towards distributors of chemical substances that can be used as materials for explosives, implementing

border controls at international ports and airports and promoting vigilance and security at important facilities. In addition, the police are working to improve their response capability in the event of a terrorist attack by implementing daily training for units such as the Special Assault Team (SAT), the Anti-Firearms Squad and the Counter-NBC (Nuclear, Biological, Chemical) Terrorism Squad.

Additionally, with regard to terrorist threats against nuclear facilities, the Anti-Firearms Squads are stationed at those facilities and engage in vigilance and security activities on a round-the-clock basis, and the police are implementing other initiatives such as joint training exercises with the Self-Defense Forces and the Japan Coast Guard.



**Joint training exercises
with the Japan Coast Guard**

Section 2 Foreign Affairs and Countermeasures

1 Trends in Harmful Activities against Japan and Countermeasures

North Korea developed propaganda and agitation to heighten the cohesive power of the First Chairman of the National Defense Commission, Kim Jong-un. North Korea has developed hard-and-soft tactics for eliminating sanctions on North Korea through actions such as having repeatedly demanded “reparations for the past” of atonement and apology from Japan for war “crimes” through means such as state-run media, and reopening Japan-North Korea government talks between top-ranking officials.

2 Cracking Down on Illegal Exports of Materials Related to Weapons of Mass Destruction

The police are actively developing enforcement against the illegal export from Japan of materials related to weapons of mass destruction and illegal actions related to sanctions on North Korea. By December 2013, arrests had been made for 30 illegal actions related to each instance.

Section 3 Public Safety and Countermeasures

1 Trends in Aum Shinrikyo and Countermeasures

To prevent the recurrence of Aum's indiscriminate mass murder, the police are working with related agencies to reveal and investigate its illegal activities. In addition the police are also promoting public relations campaigns in order to prevent the memories of the series of heinous incidents perpetrated by the Aum Shinrikyo, such as the Sarin Gas Attack on the Tokyo Subway, from fading, and to maintain an accurate understanding of its current situation.

2 Trends in Extreme Leftist Groups and Countermeasures

In 2013, extreme leftist groups concealed their violent and political leanings and engaged in popular movements and labor movements such as anti-nuclear power demonstrations. The police are pressing ahead with criminal investigations related to extreme leftist groups, sweeping searches to uncover apartments and other places used as underground strongholds, and public relations campaigns using posters and other materials.



An antinuclear power movement by an extreme leftist group (June, Tokyo)

3 Right Wing Movements and Countermeasures

In 2013, the rightist groups persistently conducted propaganda against relevant countries and the Japanese government, seizing on issues that include Chinese naval vessels exposing Maritime Self-Defense Force frigates to fire control radar and comments on the issues involving the Takeshima Islands and the recognition of historic events raised by South Korea's president, Park Geun-hye. In addition, so-called right leaning citizens' groups have held gatherings and demonstrations, etc. throughout the country, and there were various types of trouble with opposing groups. The police are striving to prevent serious incidents such as terrorism acts by rightist groups, and are engaged in a thorough crackdown on illegal activities.

Section 4 Dealing with Disasters and Security Measures

1 Dealing with Natural Disasters

During 2013, earthquakes, heavy rains, typhoons, gales and storm surges resulted in 76 fatalities/missing persons and 666 injuries. In response, police dispatched units such as the Riot Police Units and engaged in activities such as rescue and search for missing persons.

The police are implementing initiatives to rebuild the crisis management system to deal with disasters, based on reflections and lessons from the response to the Great East Japan Earthquake.



Rescue operation (Oshima, Tokyo)

2 Imperial/Dignitary Protection

With due consideration to the affinity between the imperial family and citizens, the police implement security measures to ensure the safety of the imperial family, and to manage the crowd and prevent accidents among well-wishers.

In addition, under the current severe situation surrounding important officials, with concerns of terrorist attacks and other illegal attacks, the police are implementing appropriate security measures to ensure their safety.



**Escorts for the Emperor and Empress’
attendance at the 64th National Arbor Day
(May, Tottori)**

Chapter 7 Police Activity Support

Section 1 Foundation of Police Activities

1 Structure

The total number of police personnel in FY2014 was 293,696, of which 7,728 were NPA personnel, and 285,968 were prefectural police personnel (as of April 1, 2014).

2 Budget

The police budget consists of NPA budget and Prefectural Police budgets. The national government covers expenses to operate the NPA, directly appropriated expenses for PPH activities of national significance, and subsidies to supplement PPH budgets.

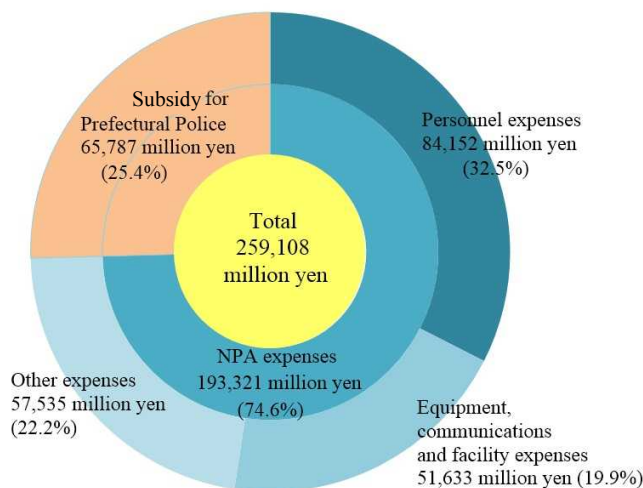
3 Police Info-Communications

The police are developing various info-communication systems that enable them to immediately respond to incidents, accidents, and disasters. They are working to provide these nationwide and increase the sophistication of systems.

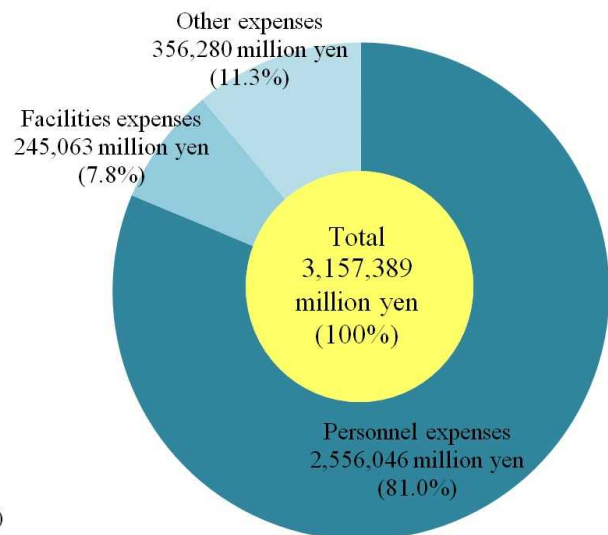
4 Management and Operation of Detention Facilities

As of April 1, 2014, there were 1,176 detention facilities nationwide. In accordance with the Act on Penal Detention Facilities and Treatment of Inmates and Detainees, police have

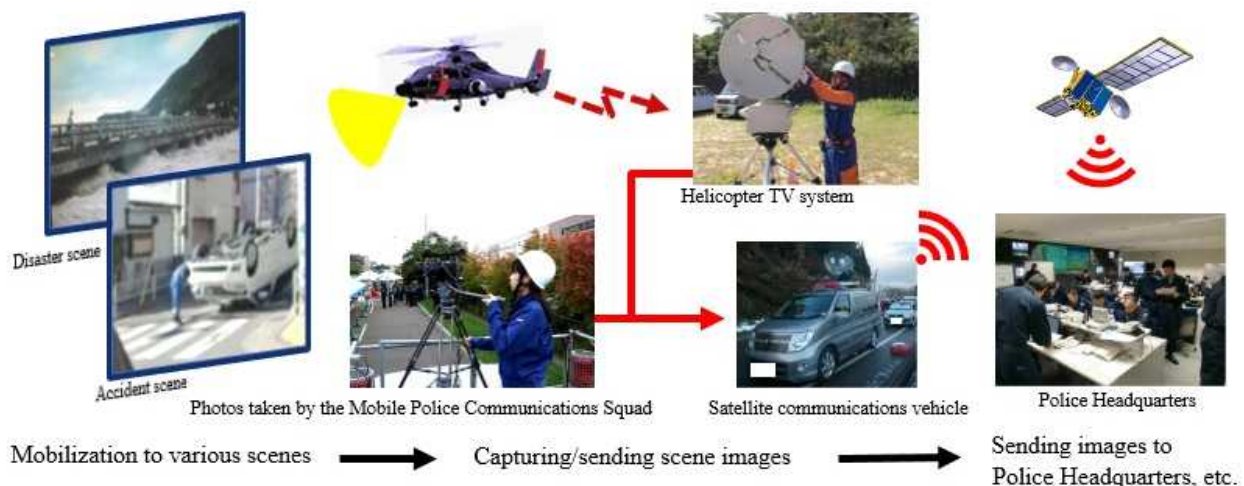
**National Police Agency budget
(after final FY 2013 revisions)**



**Prefectural Police budget
(after final FY 2013 revisions)**



On-site images sent by the Mobile Police Communications Squad



fully separated investigations and detention while promoting treatment that pays due regard to the human rights of detainees and pressing ahead with facility improvements, to ensure appropriate operations in detention management. In addition, in order to ensure the uniform treatment of detainees nationwide, the NPA implements planned patrols of all prefectural detention facilities every year.

Section 2 A Strong Police Force Able to Prove Worthy of Citizens' Expectations and Trust

1 Initiatives for Establishing a Strong Police Force Able to Prove Worthy of Citizens' Expectations and Trust

(1) Active and Rational Organizational Management

In September 2013, the police set forth policies to strengthen efforts for the establishment of a strong police force that can prove worthy of citizens' expectations and trust. They are advancing active and rational organizational management.



Training young police on utilization of enhanced capabilities at an early stage

Specifically, while police duties are becoming diverse and wide-ranging, in order to fulfill the responsibilities the citizens charge them with, the police are moving ahead with bold streamlining/optimization centering on police station duties, and tackling the utilization of enhanced capabilities by young police officers at an early stage, given the advent of a period of mass hiring and retirement. Also, together with rigorously handling cases of illegality, the police are working on increasing the sophistication of measures against cases of illegality based on analytic results of causes and context, including building frameworks for duties that would make illegalities more difficult.

(2) Carrying out Inspections

In FY2013, the National Police Agency and regional police bureaus implemented 2,235 inspections at sites that include prefectural police with the aim of improving tasks in which there are inadequacies, such as insufficient written records for the management of investigations.

2 Police Activity Transparency

When undertaking activities to prevent local crimes and traffic accidents, it is necessary to understand the views of the residents and their demands, and to obtain the understanding and cooperation of local residents. Consequently, all police stations nationwide have, in principle, set up Police Station Councils. These councils allow the chiefs of police stations to hear the views of local residents regarding police station affairs, and also provide an opportunity to seek their understanding and cooperation..

Section 3 Support for Crime Victims

The victims of crime and their bereaved families or families not only suffer direct, physical, emotional or financial harm as a result of the crime, but also incur a varying range of secondary victimization. Consequently, police are working to enhance a variety of aspects of their support for victims of crime and their families.

Section 4 Efforts of the Ministerial Meeting Concerning Measures Against Crime and Cooperation with Foreign Public Security Organizations

1 Efforts of the Ministerial Meeting Concerning Measures Against Crime

Presently, while indicators of public security in Japan are improving, such as the number of confirmed criminal offenses, the nation is facing serious threats that include cyber crimes, cyber attacks, international terrorism, and organized crime. In addition, good public security ensures the safety of citizens' lives while also contributing to social and economic development. Given that, in December 2013, The Strategy to Make "Japan the Safest Country in the World" was drawn up at the 21st Ministerial Meeting Concerning Measures Against Crime, and approved by the Cabinet.

2 Japanese Police Activities in International Society

The relationship between Japan and the Association of Southeast Asian Nations (ASEAN) is growing closer in a wide array of fields, including political, economic, and cultural fields. Amid this, the National Police Agency is working on strengthening cooperative relations with the public security organizations of ASEAN member nations.



**1st ASEAN Plus Japan Ministerial Meeting
on Transnational Crime
(AMMTC + Japan)**