

Police White Paper 2018

Digest

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Part 2: Main Contents

Part 1: Special Feature and Topics

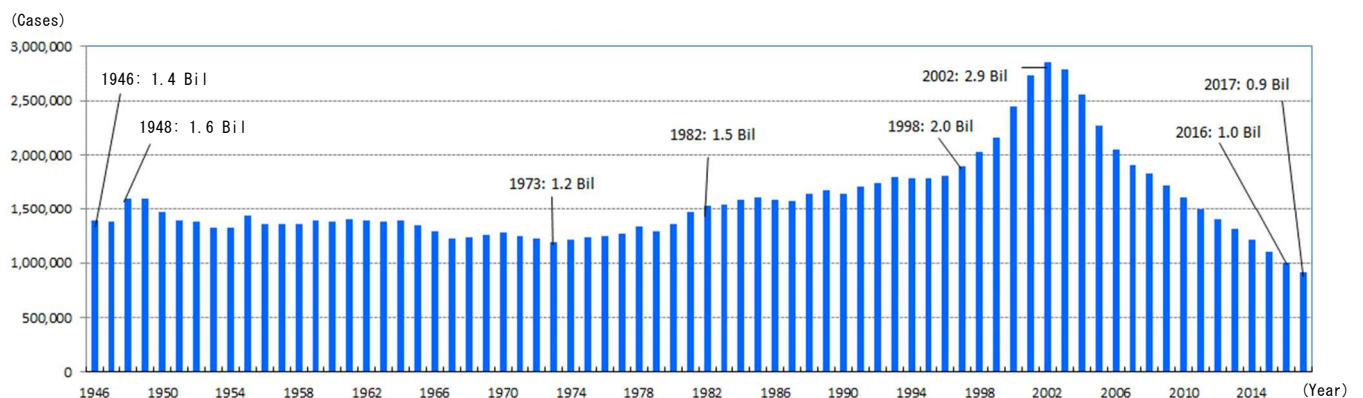
Special Feature: Recent Criminal Trend and Future Prospects

Section 1: Crime Status

1. Overview

The number of penal code offenses known to the police in 2017 was approximately 915,000, a decrease of more than 80,000 compared to the previous year and a remarkable decline of approximately 1,940,000 (67.9%) in comparison to the peak year of 2002. The number of penal code offenses known to the police per 1,000 population was 7.2, marking the postwar record low.

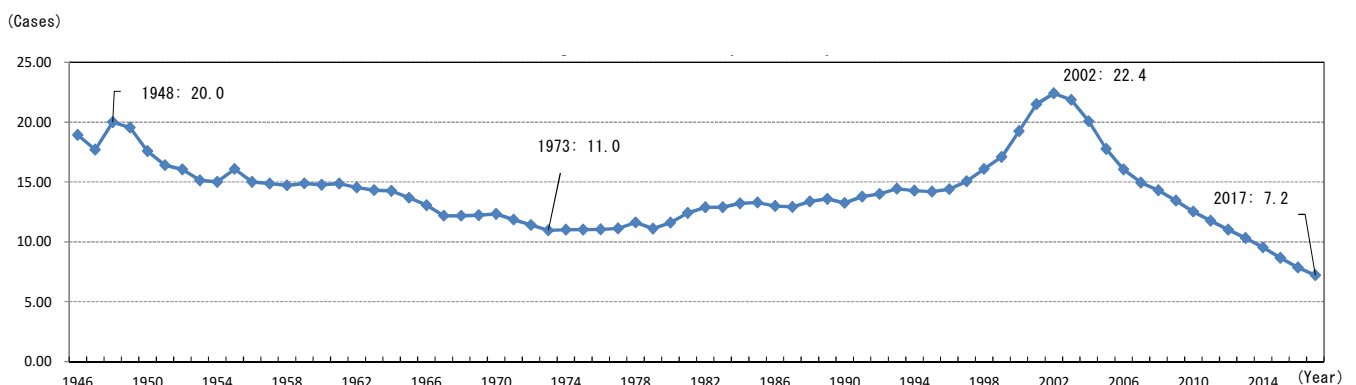
No. of Penal Code Offenses Known to the Police (1946-2017)



Year	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017
No. of Cases Known	1,826,500	1,713,832	1,604,019	1,502,951	1,403,167	1,314,140	1,212,163	1,098,969	996,120	915,042
No. of Cases Cleared	573,392	544,699	497,356	462,535	437,610	394,121	370,568	357,484	337,066	327,081
No. of Persons arrested	339,752	332,888	322,620	305,631	287,021	262,486	251,115	239,355	226,376	215,003
Clearance Rate (%)	31.4	31.8	31.0	30.8	31.2	30.0	30.6	32.5	33.8	35.7

Note: No. of persons arrested includes not only persons arrested but also those against whom necessary investigations have been completed without detention; the same applies hereinafter.

No. of Penal Code Offenses Known to the Police per 1,000 Population (1946-2017)



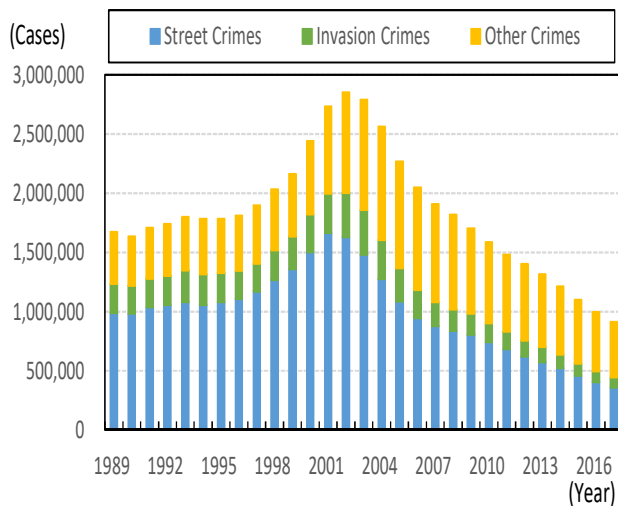
Note: Calculation Sources: Up to 2000: Quinquennial Censuses and adjusted intercensal data. 2001 onward: Annual October 1 data of the Population Estimates, Ministry of Internal Affairs and Communications.

2. Crime Status after 1989

(1) Trend of Street Crimes and Invasion Crimes

The rise in street crimes and invasion crimes from 1989 through 2002 is presumed to have affected the rise of approximately 1,180,000 in the total number of penal code offenses known to the police during the period. Meanwhile, the decline in street crimes and invasion crimes from 2002 through 2017 is similarly presumed to have had an impact on the decline of approximately 1,940,000 in the total number of penal code offenses known during said period.

No. of Street Crimes and Invasion Crimes known to the Police (1989-2017)



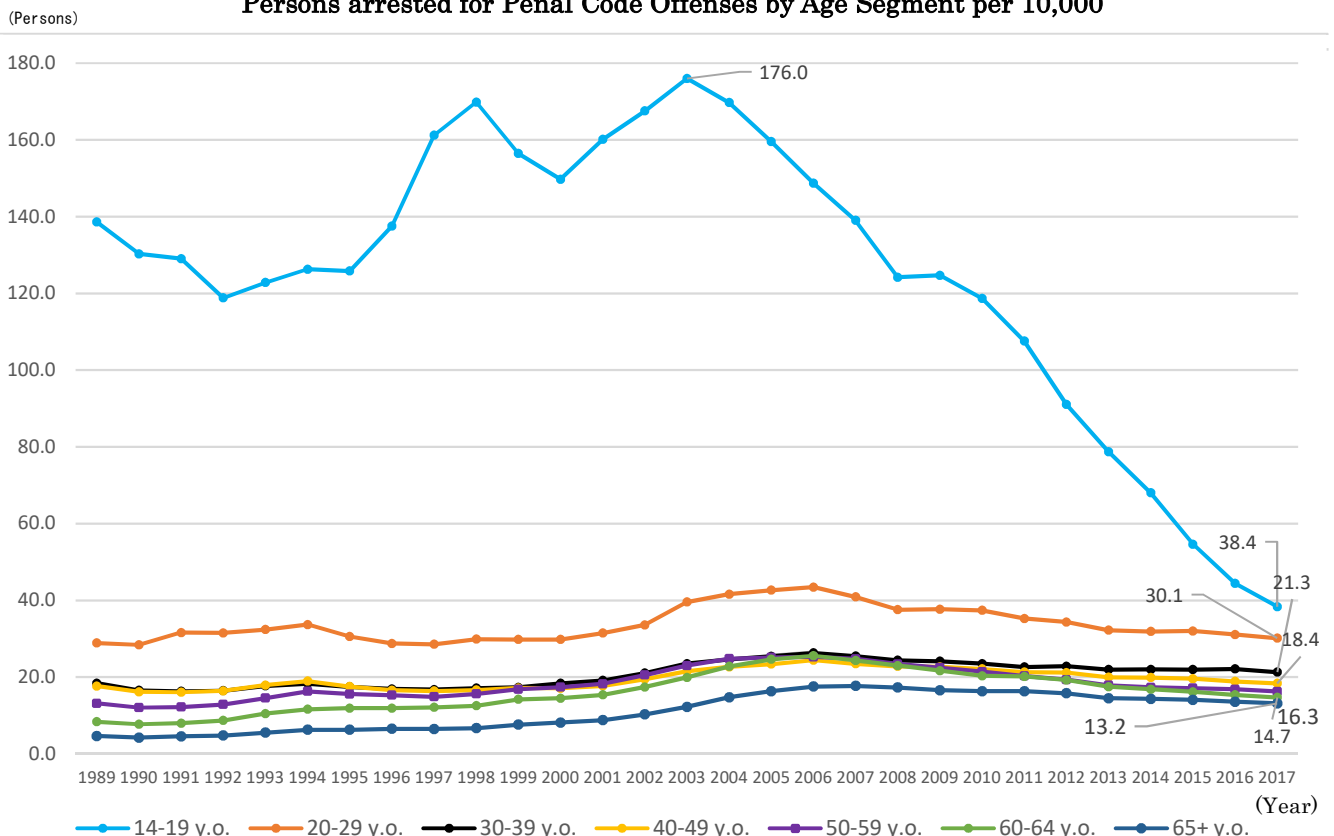
No. of crimes by type (1989, 2002, 2017)

Type of Crime \ Year	1989	2002	2017
Total No. of Cases Known	1,235,705	2,005,151	445,757
No. of Street Crimes	987,856	1,630,549	357,136
Mugging	399	2,888	504
Purse Snatching	10,145	52,919	2,894
Forcible Intercourse	375	869	203
Forcible Indecency	1,301	5,915	3,267
Abduction & Kidnapping	87	175	143
Assault	4,110	12,814	13,772
Injury	9,393	20,465	9,150
Extortion	4,632	12,514	818
Car Theft	35,877	62,673	10,213
Motorcycle Theft	271,083	198,642	20,184
Bicycle Theft	377,640	514,120	205,381
Vehicle Load Theft	194,824	443,298	54,768
Vehicle Parts Theft	40,594	128,539	27,353
Vending Machine Theft	37,396	174,718	8,486
No. of Invasive Crimes	247,849	374,602	88,621
Burglary Robbery	684	2,436	588
Burglary Theft	235,079	338,294	73,122
Trespassing	12,086	33,872	14,911

(2) Demographic Trend of Persons arrested for Penal Code Offenses

The ratio of those arrested in the 14 to 19 years old age segment per 10,000 population, which had been dominant among all persons arrested for penal code offenses since 1989, has significantly declined after 2003, rapidly nearing the levels of other age segments.

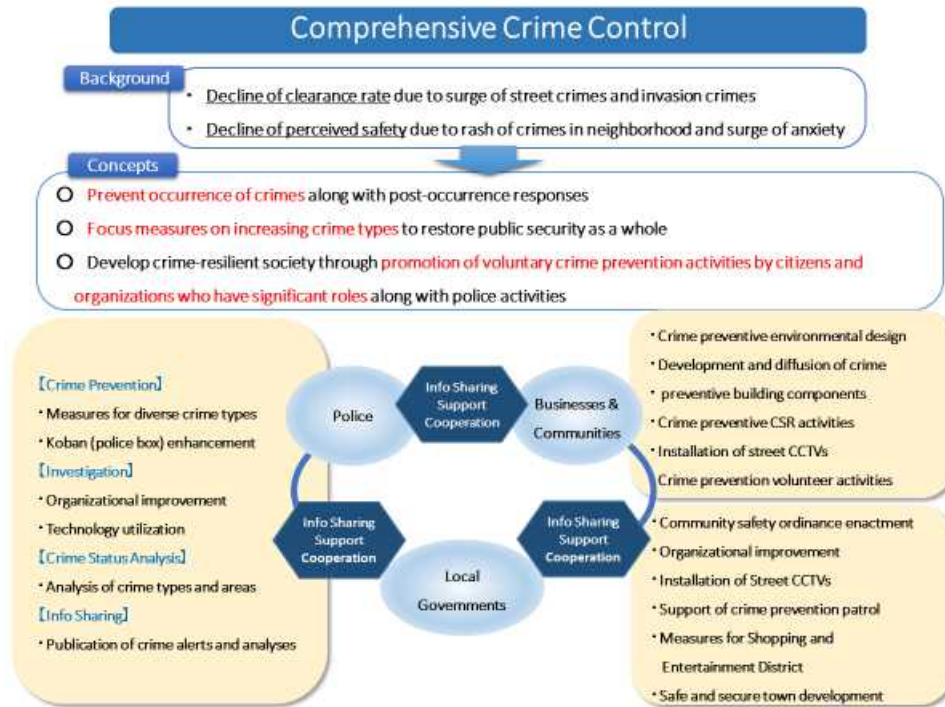
Persons arrested for Penal Code Offenses by Age Segment per 10,000



Section 2: Public Security Restoration Efforts and Social Background of Crimes in Recent Years

1. Establishment of Comprehensive Crime Control Framework

The police set 2003 as the first year for public security restoration and have promoted comprehensive crime control measures thereafter.

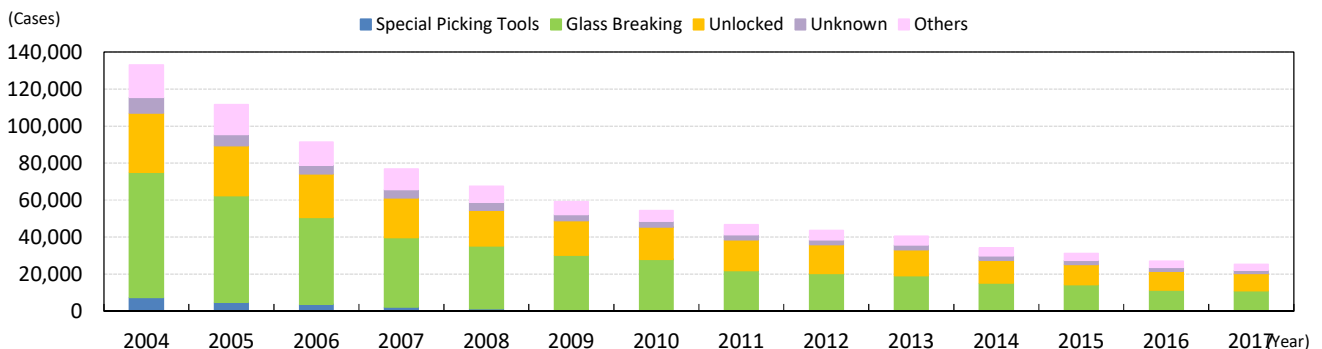


2. Efforts by Local Governments and Private Businesses

① Fighting burglary thefts

The number of burglary thefts known to the police, particularly sneak thievements, have remarkably declined since 2002 partly due to the development and diffusion of highly crime preventive building components. Among the modus operandi of sneak thievements, use of special picking tools and glass breaking have drastically declined by 98.4% and 83.9%, respectively, to greater extents compared with the 70.9% decline of targeting unlocked facilities compared with 2004.

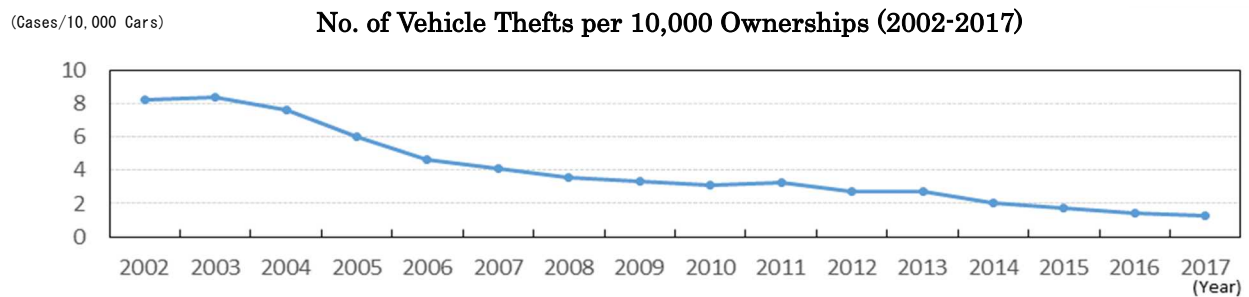
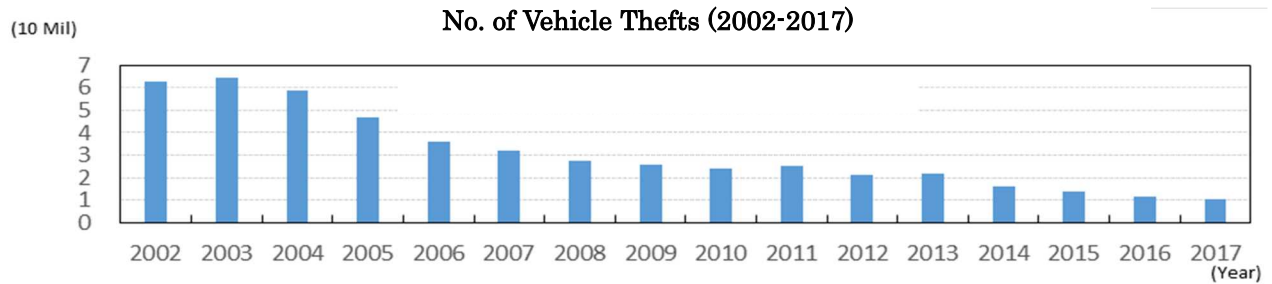
No. of Sneak Thievements by Type (2004-2017)



Year	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017
Crime Method														
No. of Cases Known	133,159	111,700	91,461	76,894	67,526	59,350	54,536	46,899	43,661	40,716	34,171	31,430	27,113	25,557
Use of Special Picking Tools	7,434	4,755	3,844	2,258	1,415	491	382	329	248	189	152	156	118	119
Glass Breaking	67,444	57,677	46,729	37,495	33,825	29,674	27,613	21,525	20,155	18,854	14,981	14,099	11,265	10,862
Unlocked	32,161	26,963	23,485	21,478	19,406	18,616	17,522	16,662	15,481	14,085	12,248	11,076	10,210	9,344
Unknown	8,452	6,044	4,768	4,354	4,277	3,444	3,026	2,829	2,647	2,622	2,467	2,159	1,932	1,775
Others	17,668	16,261	12,635	11,309	8,603	7,125	5,993	5,554	5,130	4,966	4,323	3,940	3,588	3,457

② Fighting Vehicle Thefts

The number of vehicle thefts known to the police per 10,000 ownerships has almost constantly been declining since its peak year of 2003, partly due to police efforts to promote loading of immobilizers.

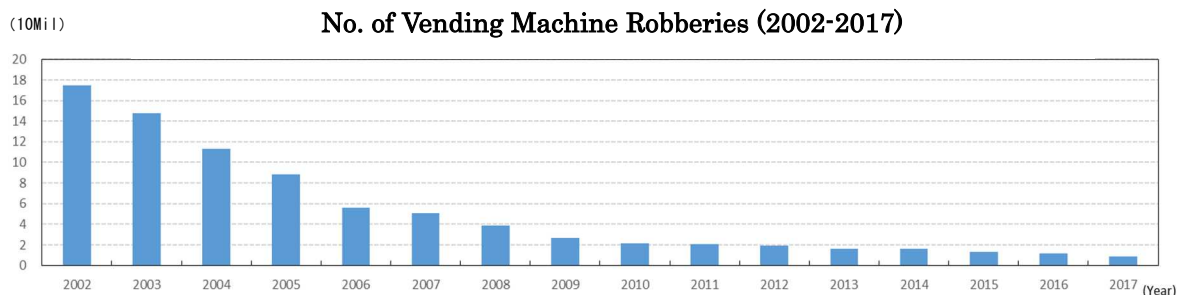


Year	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017
No. of Vehicle Thefts Known	62,673	64,223	58,737	46,728	36,058	31,790	27,668	25,960	23,970	25,238	21,319	21,529	16,104	13,821	11,655	10,213
No. of Cases Known per 10 Mil Vehicles	8.2	8.4	7.6	6.0	4.6	4.1	3.5	3.3	3.1	3.2	2.7	2.7	2.0	1.7	1.5	1.3

Note: Calculation Source: Registered Motor Vehicles and No. of Licensed Light Motor Vehicles Owned Subject to Inspection respectively defined by Article 4 and 60 of the Road Trucking Vehicle Act (Annual end December data of Ministry of Land, Infrastructure, Transport and Tourism (MLIT)'s "Monthly Report on No. of Vehicles Owned"), No. of Small-sized Special Vehicle Ownership (Annual July 1 data of Ministry of Internal Affairs and Communications (MIC)' "Survey on Light Motor Vehicle Tax" and annual April 1 data of MLIT's "Land Transport Statistics Handbook").

③ Fighting Vending Machine Robberies

Damage from vending machine robberies has been remarkably declining in line with gradual ruggedization of vending machines.



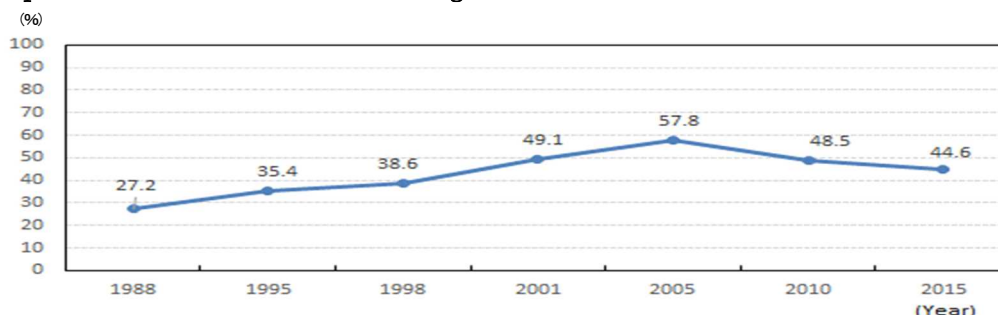
Year	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017
No. of Cases Known	174,718	147,878	112,965	88,180	55,981	50,846	38,555	26,765	21,603	20,393	18,989	16,508	16,404	13,242	11,533	8,486

3. Social Background of Crimes

(1) Rise of Penal Code Offenses Known to the Police up to 2002

The background to the significant rise in penal code offenses known to the police, particularly street crimes and invasion crimes up to 2002, is presumed to have been a combination of complex factors including changes in the economic and social environment. According to polls, the ratio of respondents over 20 years old feeling “overall social moral deterioration,” which was 27.2% in 1988, more than doubled in 2005 to 57.8%.

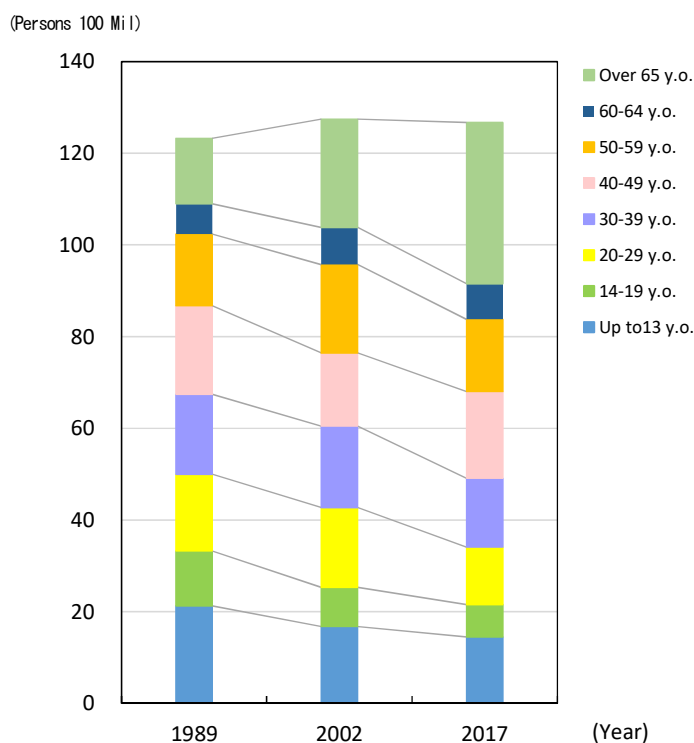
Ratio of Respondents over 20 Years Old Feeling “Overall Social Moral Deterioration” (1988-2015)



(2) Decline of Penal Code Offenses Known to the Police since 2002

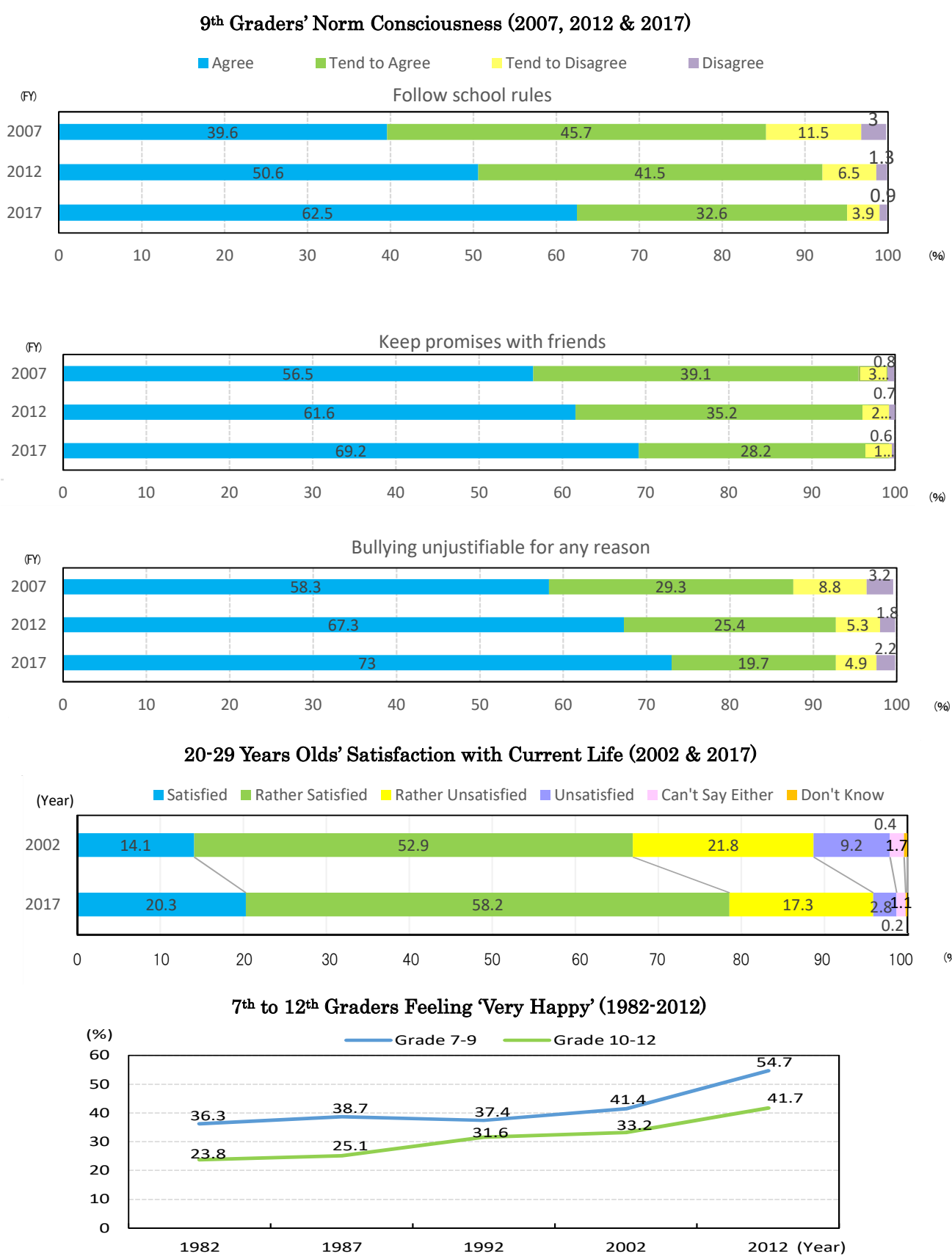
Triggers behind the drastic decline in street crimes and invasion crimes since 2002 cannot be easily specified; however, comprehensive public-private crime control efforts along with diverse social changes may have constituted the underlying background. The social factor behind the decline in penal code offenses known is presumed to be the continuous depopulation of juveniles, consequent to the accelerating low birthrate and longevity, whose offense ratio per 10,000 population is relatively higher than other age segments.

By-age Population Structure (1989, 2002 & 2017)



Note: Calculation Sources: Up to 2000: Quinquennial Censuses and adjusted intercensal data. 2001 onward: Annual October 1 data of the Population Estimates, Ministry of Internal Affairs and Communications.

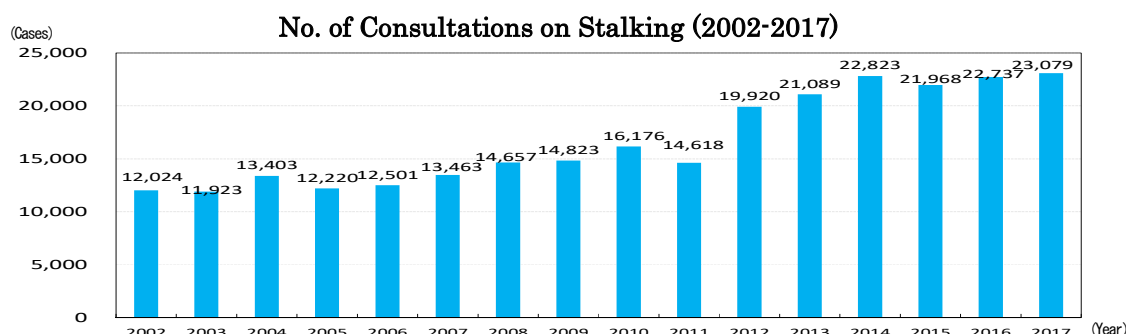
Juveniles in recent years appear to have a higher standard of norm consciousness. Surveys also suggest an increase in juveniles who are satisfied with current life and feel ‘very happy’ along with a decrease in those who are unsatisfied with society or family life.



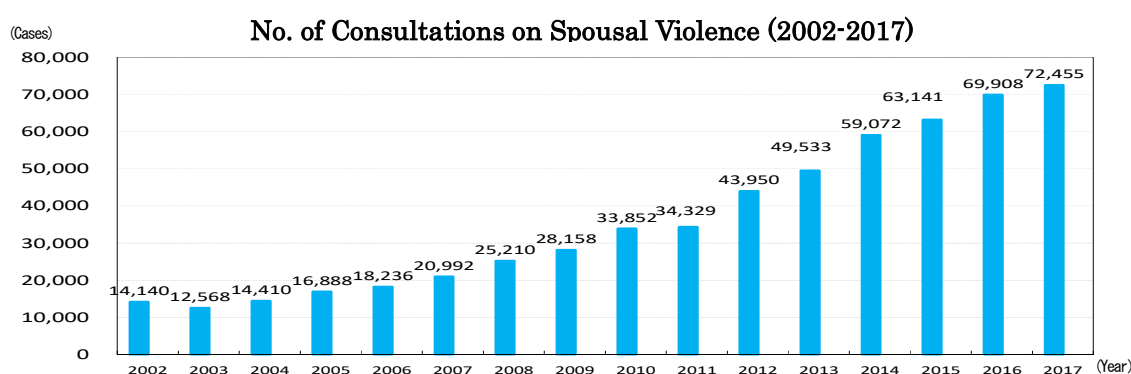
Section 3: Tackling New Issues and Future Prospects

(1) Personal Safety Threatening Cases

The numbers of consultations on stalking and spousal violence in 2017 both reached maxima since enforcement of the Anti-Stalking Act and the Act on the Prevention of Spousal Violence and the Protection of Victims.

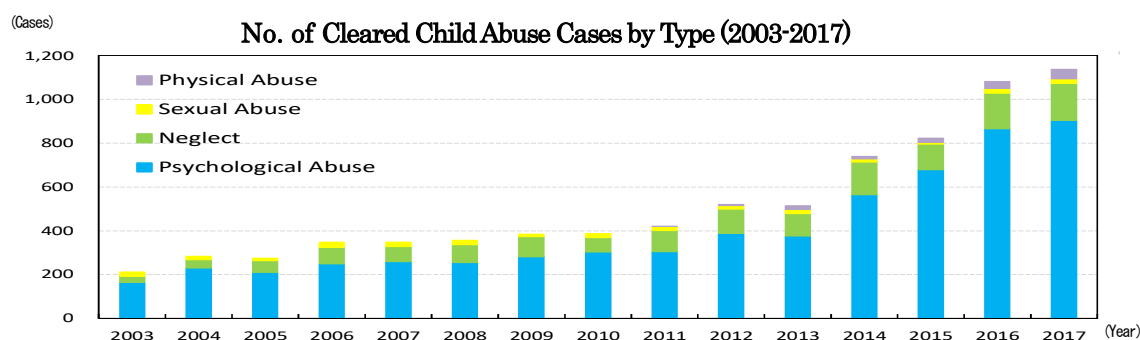


Note: Stalking cases herein include persistent shadowing and silent phone calls not covered by the Anti-Stalking Act or other criminal laws.



Note: Number of spousal violence cases herein refers to the number of consultations from victims whose physical safety or life were threatened by their spouses' violence.

The number of child abuse cases reached a record high since the relevant statistics began. Among the four types of child abuse, physical abuse occupied approximately 80% of all cases cleared by the police.



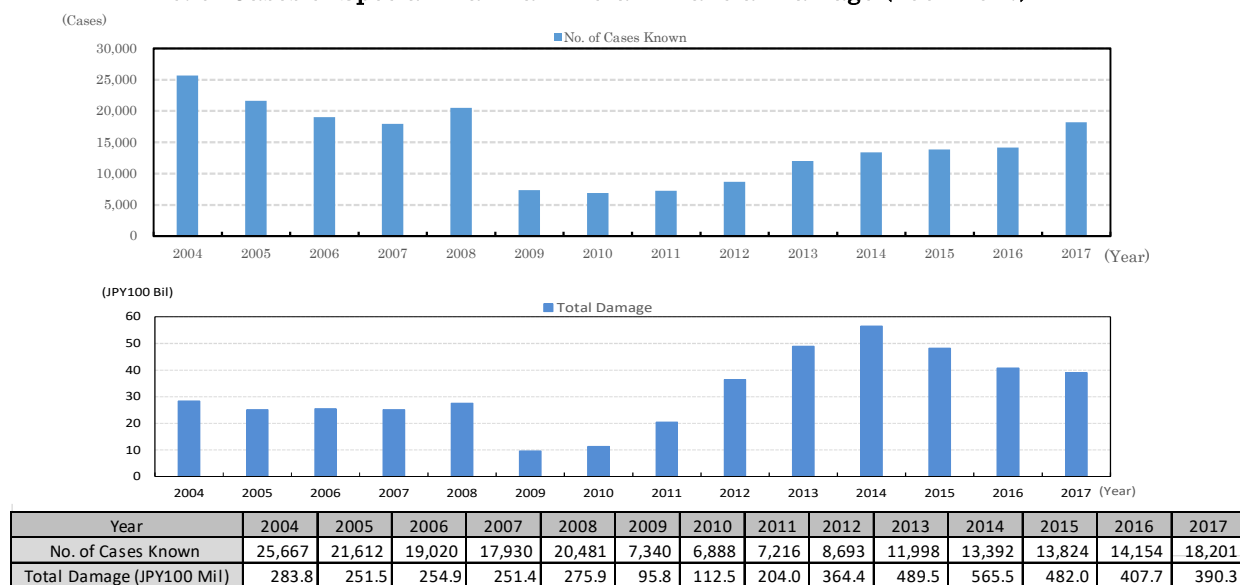
Year		2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017
Type of Abuse	Total No. of Cleared Cases	212	284	275	348	348	357	385	387	421	521	514	740	822	1,081	1,138
	Physical Abuse	164	230	209	250	259	255	282	302	305	387	376	564	679	866	904
	Sexual Abuse	29	39	55	75	69	82	91	67	96	112	103	150	117	162	169
	Neglect	19	15	11	23	20	20	12	18	19	16	19	15	8	22	21
	Psychological Abuse	0	0	0	0	0	0	0	0	1	6	16	11	18	31	44

(2) Non-face-to-face Crimes

① Special Fraud¹ Status and Countermeasures

The number of special fraud cases known to the police that proliferated since around 2003 once dropped to approximately one-third of the 2004 number in 2009 as the police promoted diverse preventive activities. However, as the number of special fraud cases known and their total financial damage both resurged since 2010, with the latter reaching a record high of approximately 56.6 billion yen in 2014, the police further enhanced relevant crackdowns, took preventive measures and dissolved crime infrastructures. Consequently, total financial damage from special fraud has been on the decline since 2014, yet the number of cases known has been on a continuous rise.

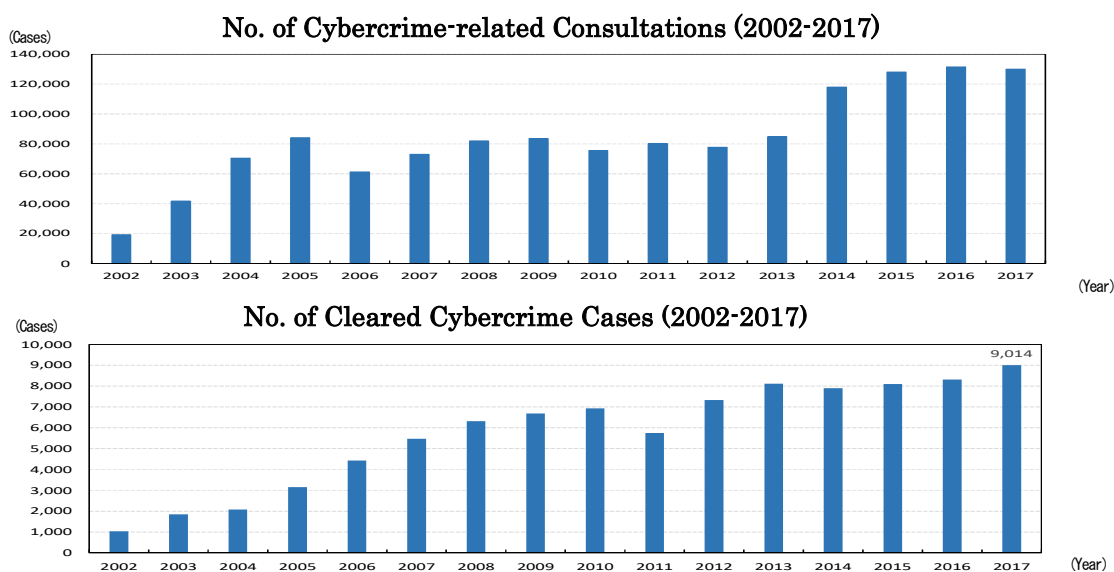
No. of Cases of Special Fraud and Total Financial Damage (2004-2017)



* Special fraud data up to 2010 only includes remittance frauds.

② Cybercrime Status and Countermeasures

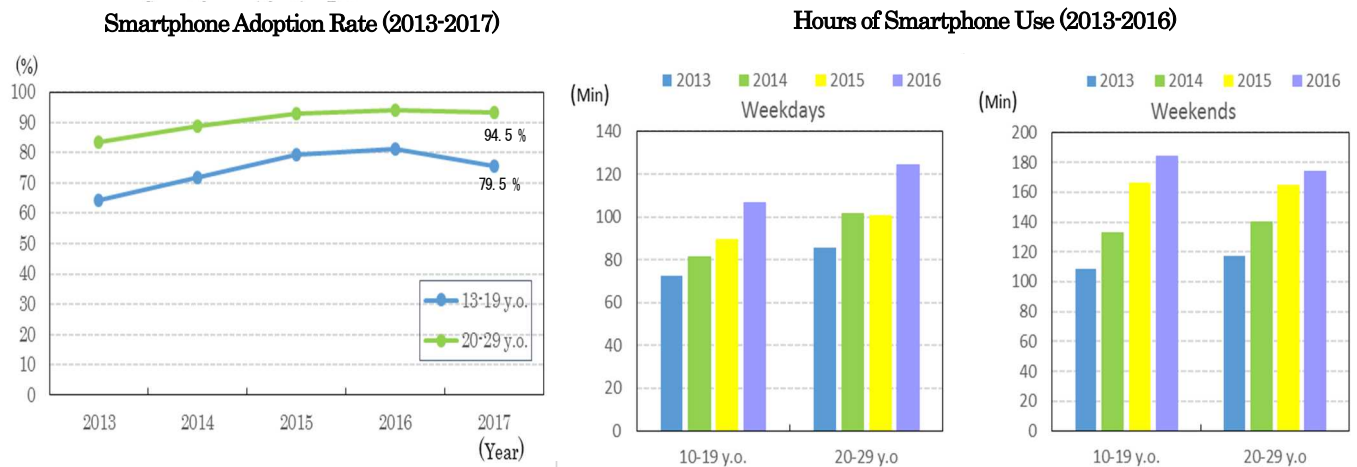
The number of cybercrime-related consultations remains at a high level in recent years as the internet has become an indispensable social infrastructure of citizens' lives and socioeconomic activities, with cyberspace being a part of citizens' daily life. The number of cleared cybercrime cases also reached a record high in 2017.



¹ Special Fraud: Collective term for crimes which are perpetrated without face-to-face contacts by abuse of communication tools such as the telephone to defraud many and unspecified victims of money, property or anything of value by diverse deceptive means including false instructions to have victims remit money to financial accounts designated by the perpetrators.

③ Status of and Countermeasures for Other Crimes Brought by Proliferation and Progress of ICT Technologies

Proliferation and progress of the internet and smartphones combined with the progressing low birthrate and number of nuclear families have been facilitating establishment of geographically unconstrained relationships through platforms such as social media, consequently exposing physically and mentally immature children, who are susceptible to the external environment, vulnerable to crimes including sexual offenses.



3. Advancement of Crime Status Analysis and Effective Information Sharing

(1) Advancement of Crime Status Analysis

For effective and efficient crime control, advancement of analysis of the continually changing crime status and implementation of analysis-based countermeasures are vital. Considering the enhanced use of knowledge of experts and private businesses along with technologies including artificial intelligence to promote the effectiveness and efficiency of the police activities will be essential. Advancement of crime status analysis incorporating the aspect of impacts from social and demographic changes also needs to proceed.

(2) Effective Information Sharing

Further promotion of accessibility and versatility of police-published information in order to enhance its public availability by means including provision of usable formatted data over the internet, while protecting the citizens' rights and interests as well as national security, will be mandatory.

4. Future Prospects

The number of penal code offenses known to the police has constantly been declining since it reached a peak in 2002, indicating a certain level of improvement in the crime status presumably due to efforts including the joint promotion of diverse crime control measures taken by the national government, police, local governments and private businesses. However, caution is still required with the rise of personal safety-threatening cases and cyber threats as well as the continued serious damage due to special fraud. As these security challenges are predicted to grow more serious in the context of the growing low birthrate and longevity together with the indispensability of the use of ICT in communications and businesses, the police need to implement new and effective measures accordingly.

In order to appropriately address the diverse security issues including these new challenges, implementation of more effective and efficient measures through proactive incorporation of new methods and insights such as advancement of the crime status analysis, utilization of artificial intelligence and other technologies as well as enhancement of information sharing in cooperation with stakeholders including private businesses in addition to continual review of the existing measures to meet the social changes in a prompt and flexible manner is crucial.

Topic I: Promotion of International Cooperation for Fighting Cyber Crimes and Attacks

(1) International Investigative Cooperation

The National Police Agency (NPA) has been addressing transnational cyber-crimes and attacks by utilizing frameworks of the International Law Enforcement Cooperation including the Convention on Cybercrime, Mutual Legal Assistance Treaties and Agreement (MLATs/MLAA), INTERPOL and 24/7 Cybercrime Network of Contact Points.

(2) Promotion of Cooperation with Foreign Law Enforcement

① Information Exchange with Foreign Law Enforcement

The NPA has been enhancing capabilities to counter cyber threats through information exchange with foreign law enforcement agencies.

② Information Sharing through International Conferences

The NPA has been proactively engaged in establishment of multilateral cooperation including information sharing of cyber threats and enhancement of collaborative relationships in the area of international investigative cooperation. The NPA has also conducted the annual Counter-cybercrime Technology and Investigation Symposium (CTINS) since 2001 to share knowledge and experience in digital forensics.



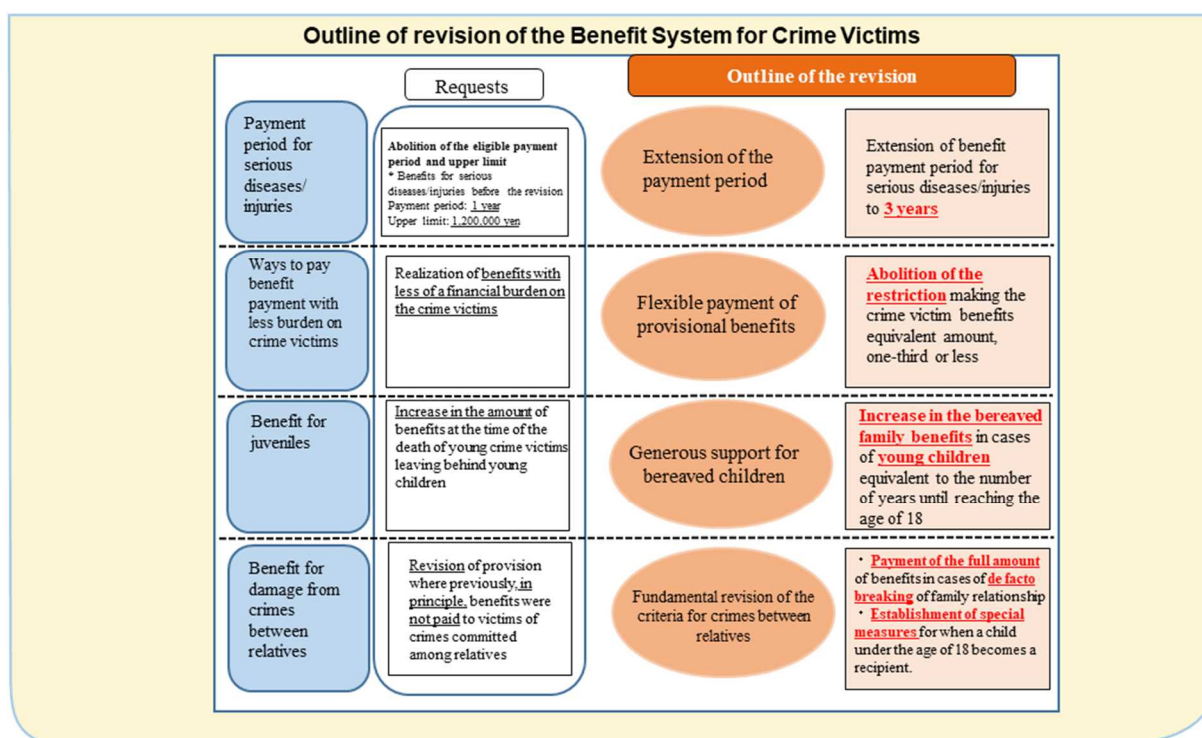
Counter-cybercrime Technology and Investigation Symposium (CTINS)

(3) Promotion of International Cooperation

In order to reinforce the international capacities to counter cyber threats, the NPA has been providing assistance to law enforcement around the world in collaboration with the Ministry of Foreign Affairs and the Japan International Cooperation Agency (JICA).

Topic II: Improvement of the Benefit System for Crime Victims

The NPA has conducted the Academic Experts Committee on the Benefit System for Crime Victims since April 2017, whose proposal was compiled in July 2017, and provided a foundation for the March 2018 partial revision of the implementation order and ordinance of the Act on Support for Crime Victims, etc. Such as Payment of Crime Victims Benefit, which was enforced in April 2018. Outline of the revision is as follows:

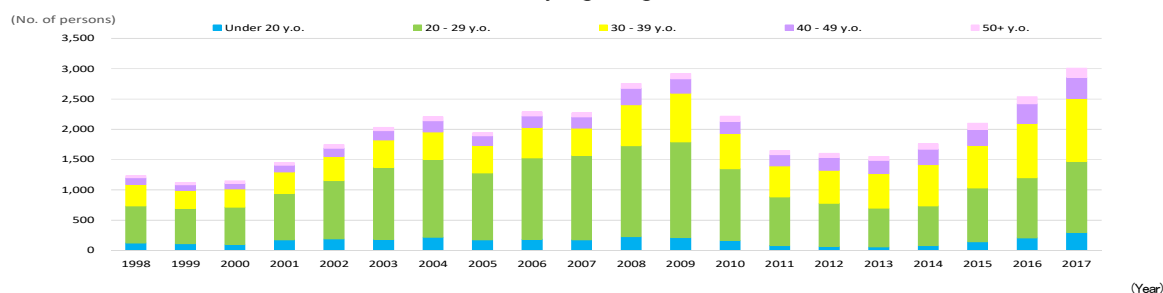


Topic III: Cannabis Offenses and Police Efforts

(1) Cannabis Offense Status

Among the cannabis offenders arrested in recent years, the ratios of first-time offenders and those under 29 years old have been notably high.

Cannabis Offenders arrested by Age Segment (1998-2017)



Year	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017
No. of persons arrested	1,236	1,124	1,151	1,450	1,748	2,032	2,209	1,941	2,288	2,271	2,758	2,920	2,216	1,648	1,603	1,555	1,761	2,101	2,536	3,008
50+ y.o.	36	39	40	41	59	58	70	49	68	70	82	87	87	67	71	67	88	104	113	152
40 - 49 y.o.	112	98	97	110	135	148	182	159	186	179	269	237	201	185	207	218	257	263	326	347
30 - 39 y.o.	354	292	297	358	401	452	455	452	507	452	677	805	578	510	544	574	678	700	899	1,038
20 - 29 y.o.	609	580	615	765	963	1,189	1,281	1,107	1,340	1,391	1,503	1,580	1,186	805	715	637	658	890	988	1,174
Under 20 y.o.	125	115	102	176	190	185	221	174	187	179	227	211	164	81	66	59	80	144	210	297
10 - 12th grades	27	27	20	39	33	38	37	42	21	28	48	34	18	14	18	10	18	24	32	53
7 - 9th grades	2	0	5	4	4	3	6	5	4	1	2	5	11	1	0	0	3	3	2	2

(2) Police Efforts

① Blocking Supplies

The police have been striving to devastate drug trafficking organizations and to identify their supply routes through extensive crackdown on cannabis growers and dealers.

② Eradicating Demand

In addition to extensive crackdown on offenders, the police have been working with the relevant organizations to prevent expansion of cannabis abuse through educational campaigns on the hazardousness of cannabis, targeting juveniles whose cannabis abuse has been escalating.



Drug Abuse Prevention Class

Topic IV: Police Efforts toward Realization of Automated Driving

(1) Recent Trend of Automated Driving

In order to realize advanced automated driving systems expected to be commercialized in 2020, the government issued the “Public-Private ITS Initiative/Roadmaps 2017” (the “Roadmaps”), suggesting the necessity of reforming the human driving-based traffic regulations. Also, in April 2018, the government issued the “Charter for Improvement of Legal System and Environment for Automated Driving System,” based on which the government is improving the legal environment for early realization of automated driving.

(2) Police Efforts toward Realization of Automated Driving

① Research and Development for Practical Application of Automated Driving Systems

The NPA has been carrying out necessary studies for realization of automated driving including technical means for provision of traffic signal information and regulation information in cooperation with the relevant organizations.

② Participation in International Discussions

The NPA has been taking part in international discussions including WP.1 of the UNECE Inland Transport Committee under the UN ECOSOC, aiming for early realization of complete automated driving.

③ Consideration of Issues including Legal Aspects

The police plan to continue promotion of the necessary measures for realization of automated driving in regard to securement of traffic safety and smoothness including further consideration of issues related to the Road Traffic Act in line with the government-wide “Roadmaps,” while identifying specific capacities and uses of the automated driving systems to be developed in future.

Topic V: Harmful Activities against Japan and Police Countermeasures

(1) Status of Harmful Activities against Japan

North Korea has been active in information-gathering in Japan by using clandestine agents. The People's Republic of China (PRC) has been active in foreign information-gathering by using diverse and sophisticated means including dispatch of researchers, engineers and students to companies possessing advanced technologies, defense contractors and research institutions of other countries including Japan, while apparently making proactive approaches to persons in political, financial, bureaucratic and academic communities. The Russian Federation's intelligence agencies have been actively gathering information on a global scale including on Japan.

(2) Police Countermeasures

① Crackdown on Illegal Intelligence Activities

The police regularly observe, gather information on and analyze harmful activities exercised in diverse forms against Japan, while strictly cracking down on illegal activities in order to protect the national interests.

② Crackdown on Illegal Activities Related to Anti-North Korea Sanction

In order to secure the effect of measures against North Korea, the police have been intensively cracking down on related illegal activities, clearing 38 cases by January 2018.

③ Crackdown on Illicit Materials Export Related to Weapons of Mass Destruction (WMD)

The police have been taking proactive measures through public-private cooperation to prevent leaks of technical information, while clearing 36 illicit export cases of materials related to WMDs by December 2017.

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