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# THE POLICE OF JAPAN

1980



88732

NATIONAL POLICE AGENCY

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## 1. MESSAGE FROM THE COMMISSIONER GENERAL OF THE NATIONAL POLICE AGENCY



This information booklet has been prepared to provide the reader a general description of the Japanese police system and an outline of police activities in 1980.

Since its inception about 100 years ago as a modern professional police force, the police system in Japan has undergone several changes and reorganizations in order to meet as adequately as possible the diversified requirements emerging from rapidly changing times. During this period of time, on a day-to-day basis, the police have made every effort to accomplish their assigned mission of protecting lives, persons and property of the nation, and preventing, reducing and suppressing crimes to help in maintaining law and order in this nation and providing for the public safety of the people. Recent for-

ign and domestic conditions affecting Japan, however, have become extremely severe in terms of political, economic and social aspects.

Furthermore, these internal and external situations have had a great influence on the overall stability of this country's law and order activities. Under this intensely disruptive social environment, it is necessary for the police of Japan to cope with many varied matters that require police attention and action. Wisdom, dedication and a substantial effort on the part of the police are required in order to succeed in the objectives outlined above.

In particular, since the trend toward internationalization has become so widespread today, it is necessary for the police of Japan to give more thoughtful consideration to the requests for assistance received from foreign police organizations. Through international police cooperation, efforts are able to be more concerted in the fight against crime. Therefore, we the police of Japan intend to stay current with modern day developments. We plan to continue our broadscaled vigorous effort aimed at creating a peaceful society. This is a society in which law-abiding citizens can feel confident and experience the happiness to which they are entitled in their daily lives.

Finally, I sincerely hope that this booklet will serve as a guide in your kind appraisal of the Japanese Police, and will help you in better understanding the Japanese law enforcement system.

SHIZUHIKO YAMAMOTO  
Commissioner General  
National Police Agency

## 2. OUTLINE OF THE POLICE SYSTEM IN JAPAN

### (1) HISTORY AND SEQUENTIAL CHANGE

Since the establishment of "KEIHORYO" (A Police Bureau) in the then Ministry of Home Affairs (Naimusho) in the 7th year of Meiji (1874) up to the termination of the Second World War, the police of Japan were operated under a centralized police system; the Police Bureau, Ministry of Home Affairs exercised its control and supervision centrally, while locally, police matters in each Prefecture were handled by each Prefectural Governor who was also a government official under the direct supervision of the Ministry of Home Affairs.

After the war, in 1947 to be exact, the former "Police Law" was enacted in line with the occupation policies of the Allied Forces then stationed in this country. Under this police law, the centralized police system which had been in force at that time was "decentralized" similar to those then in use in England and the United States of America.

Major points of changes were as follow:

- (a) Responsibilities of the police were limited to those duties relating to "Maintaining peace and order in Japan, investigation crimes, and protecting the life and property of the nation."
- (b) The Public Safety Commission system (Koan Inkaei Seido) was first introduced both at national and prefectural levels as a democratic method of administering and supervising the police of Japan.
- (c) All cities and urban city-like towns and villages throughout the country having a population of more than 5,000 residents would maintain "their own self-governing (or autonomous) police forces."

As a result of this drastic change, the police of Japan were much more democratized than ever before. However, it soon became apparent that those city, town and village autonomous police forces thus created introduced many defects on the overall operational efficiency of their own police forces' activities, because the police units were too small and fragmented throughout Japan. Moreover, it was also found that maintaining "autonomous police forces" tended to cause heavy financial burdens on smaller cities, towns and village communities.

In order to eliminate these organizational defects, the current "Police Law" (Law No. 162-June 8, 1954) was adopted on June 8, 1954, following the ratification of the Treaty of Peace with Japan (April 28, 1952). The new police law was designed to retain the strong points of the democratic police conceived and derived from the former police law and to rectify proven defects and weak points experienced under the former police law. Thus the new police system was enacted to insure the above objectives.

Major characteristic of the above new police law are as follows:

- (a) The Public Safety Commission system which had been adopted for the first time in Japan under the former police law was retained, thereby guaranteeing the democratic administration and supervision of our police service and the political neutrality of the

police throughout the country.

- (d) Greatly clarified was the State responsibility for maintaining public order and peace of this country by assigning a State Minister to the post of Chairman of the National Public Safety Commission so that the coordination for State responsibility and the local autonomy would be harmonious and improved.
- (c) The former dual system of maintaining both a National Rural Police Force and Municipal Police Forces in cities, towns and villages were abolished, and they were integrated into one unified police force known as "Prefectural Police" (Todo-Fuken-Keisatsu).

As a result of this unification of all police forces, the problematic inefficiency of all police operations due to over fragmentation, and excessive financial burden placed on the local communities could be corrected.

Viewed in the above context, the present Japanese police system has been established on a harmonious foundation of meeting various demands and requests of the people which are required of the police organization operating in a domestic country, and the police system is well-adapted to the present situation of this country.

## (2) POLICE ORGANIZATIONS

### A: Police Organizations at National Level

Based on this country's principle of having high regard for "local autonomy", all police matters (or affairs) are dealt with by respective Prefectural police organizations. However, because police matters have also some aspects of a national character, it is necessary for the State to exercise supervision over these affairs to a certain extent.

In order to perform this sort of State responsibility, both the National Public Safety Commission and the National Police Agency (NPA-Keisatsucho) were established as the national-level police organizations whose responsibilities are to supervise and direct all prefectural police organizations, or to handle coordination and liaison work required between prefectural police organizations.

#### a. National Public Safety Commission (*Kokka Koan Inkai*)

The National Public Safety Commission (hereinafter referred to as NPSC) is placed under the jurisdiction of the Prime Minister and its is held responsible for all police operations and activities pertaining to the public safety of the entire nation and to administering those affairs, such as police training, police communications operations, criminal identification operations and criminal statistics and police equipment as well as coordinating matters relating to police administration.

The NPSC is composed of the Chairman and five members: In order to clarify the administrative responsibility of the Cabinet, a State Minister is appointed as the Chairman heading this commission. The Chairman shall represent the NPSC, and shall preside over various conferences of this commission. In order to insure the political neutrality of the police, the Chairman has no vote, but he is given a "ballot" privilege which is effective

only in case of a tie occurs. Members of the NPSC shall be appointed by the Prime Minister with the consent of both Houses of the National Diet, and they must be selected from among those persons who have had no previous career as professional public servants in police or prosecutive service fields during the preceding five years. In order to insure political neutrality of the police, it is provided by the Police Law that members of this commission shall not include the majority of persons belonging to the "same" political party in this country. The NPSC is provided with the authority to supervise the National Police Agency relating to those affairs for which this commission is held responsible. The commission performs its responsibilities through this administrative and controlling authority. Relative to the functions under its jurisdiction, the commission also establishes the regulations of the NPSC in accordance with special commission authorized by laws and ordinances concerned.

#### b. National Police Agency (*NPA-KEISATSUCHO*)

The NPA is placed under the direct supervision of the NPSC. The Head of the NPA (the Commissioner General) directs and supervises the prefectural police forces, from the viewpoint of the State, in matters requiring control and coordination of actions. The appointment or dismissal of the Commissioner General is handled by the NPSC with the approval of the Prime Minister.

Organization of the NPA. (Please refer to the attached Organizational Chart of NPA)

In the NPA, as internal bureaus, there are the Commissioner General's Secretariat and the following five bureaus and one department:

- Police Administration Bureau
- Criminal Investigation Bureau
- Traffic Bureau
- Security Bureau
- Communications Bureau
- Safety Department in the Criminal Investigation Bureau

As attached organizations to the NPA, there are the National Police Academy, (Keisatsu Daigakko), the National Research Institute of Police Science, and the Imperial Guards Headquarters.

As local organizations, there are seven Regional Police Bureaus (Kanku Keisatsu Kyoku) and two Police Communications Divisions, which were established only in Tokyo and Hokkaido.

Each Regional Police Bureau which has been established in seven regions throughout the country takes charge of part of the NPA functions which is applicable only to its respective jurisdictional area. It should be noted that the jurisdiction of the Metropolitan Tokyo, and that of Hokkaido are both excluded from the jurisdictions of the seven Regional Police Bureaus, simply because the former has the nature of a metropolitan police force, and the latter has a special geographic characteristic, respectively.

## **B: Police Organizations in Metropolitan Tokyo and Prefectures**

Under the provisions of the law of this country, police affairs are considered to be subject to each Metropolis and Prefecture as those matters that can be entrusted to public organizations. Consequently, the Metropolitan and Prefectural governments should maintain "their own police forces", and the Metropolitan and prefectural police forces should take responsibilities for all police matters in their respective jurisdictional areas throughout Japan.

### **a. Metropolitan and Prefectural Public Safety Commissions**

As the administrative organizations responsible for supervising respective metropolitan and prefectural police forces, the metropolitan and prefectural public safety commissions were established, all of which are placed under the jurisdictions of respective metropolitan or prefectural government throughout the country.

In the case of the metropolis and prefectures including Metropolitan Tokyo and big cities (such designated cities, as Sapporo, Kawasaki, Yokohama, Nagoya, Kyoto, Osaka, Kobe, Hiroshima, Kitakyushu and Fukuoka), the respective Prefectural Public Safety Commission is composed of five members. While in the case of other prefectures, the Prefectural Public Safety Commission is composed of three members.

In addition to the above Metropolitan and Prefectural Public Safety Commissions, also established was the Area Public Safety Commission, composed of three members in Hokkaido whose mission is to supervise four area police headquarters which were established in the four areas in Hokkaido.

The above commission members' qualifications for appointment to these commissions, and the members' limitations for belonging to a political party are nearly the same as for those members belonging to the NPSC.

### **b. Metropolitan Police Department (Keishicho-MPD) and Prefectural Police Headquarters**

The Metropolitan Police Department was established as the headquarters for the Metropolitan police force, and prefectural police headquarters were established at each prefecture throughout the country as headquarters for all prefectural police forces. The MPD and each prefectural police headquarters will take charge of the police matters in their respective jurisdiction under the direct supervision of the Metropolitan, or the Prefectural Public Safety Commissions concerned.

The Metropolitan police force is headed by the Superintendent General (Keishisokan), while all prefectural police forces are headed by Directors (Honbucho) of the prefectural police headquarters.

In view of the special characteristics of the Metropolitan police force, the appointment or dismissal of the Superintendent General is made by the NPSC with the approval of the Metropolitan Public Safety Commission upon consent of the Prime Minister.

The appointment or dismissal of the Directors of prefectural police headquarters are

carried out by the NPSC with the consent of respective Prefectural Public Safety Commission.

### **c. Area Police Headquarters and City Police Department**

As far as the Hokkaido jurisdictional area is concerned, it was divided into five areas after due consideration of the characteristics of these areas. In each area excluding the Sapporo area, Area Police Headquarters were established as lower-echelon organizations of the Hokkaido Police Headquarters.

The appointment or dismissal of the Directors of Area Police Headquarters are carried out by the NPSC after the consent of Hokkaido Public Safety Commission.

As described above, especially in these prefectures covering the designated major urban cities, City Police Department (Shi Keisatsubu) are established to handle partially those functions designated by the director of each prefectural police headquarters under their supervision within the areas of the designated city in view of the special characteristics of the police affairs in urban cities.

### **d. Police Stations, and other Police Facilities**

The area of each prefecture is divided into several police districts, and each respective jurisdictional responsibility is assigned to each Police Station (Keisatsu Sho) which constitutes a front-line operational unit of the Metropolitan and prefectural police organizations throughout the country.

The responsibility of a police station is to handle police matters primarily within each jurisdiction, the execution of which is closely connected to the daily lives of citizens.

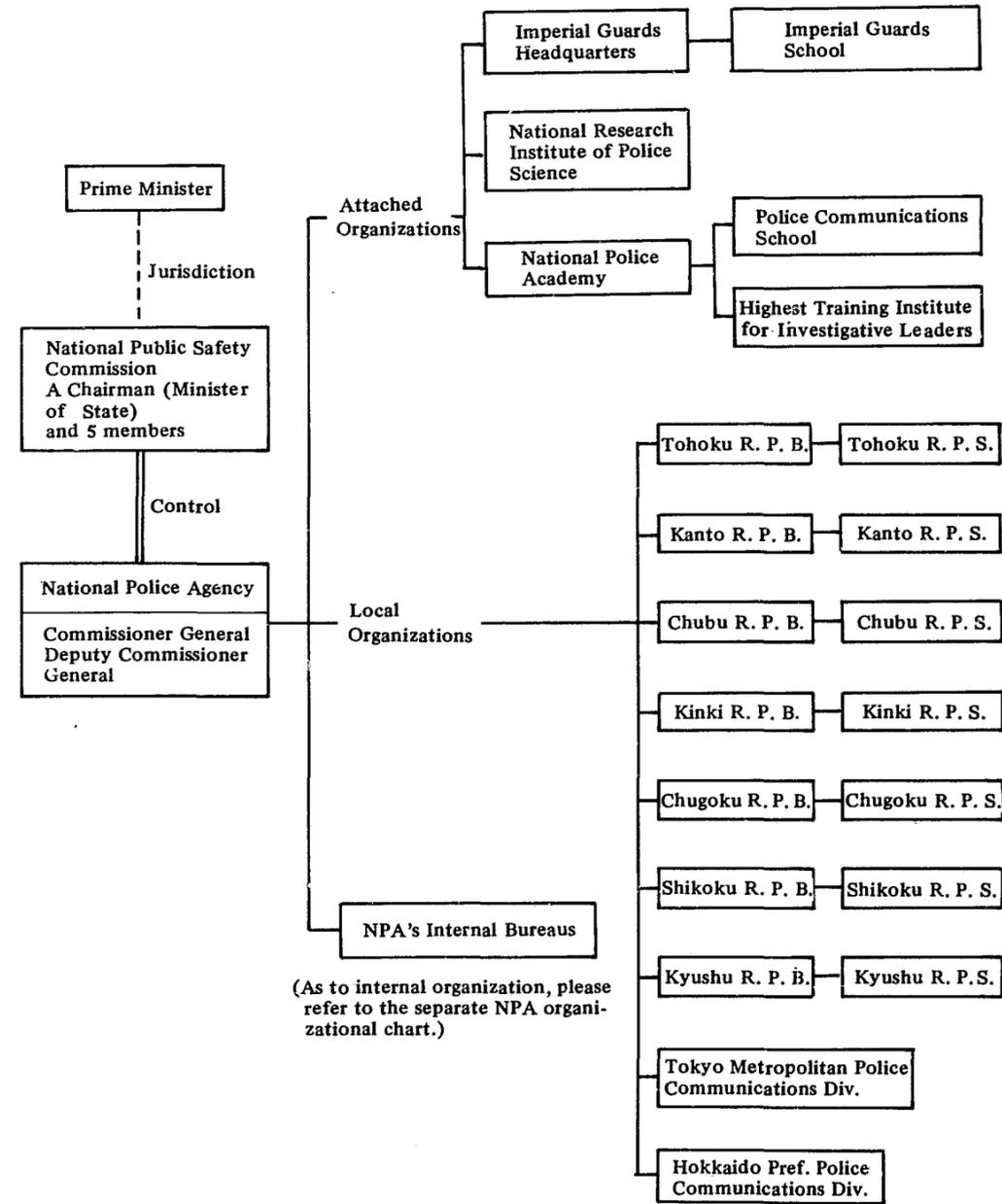
As the lowest level unit of a police station, a certain number of Police Boxes (Hashutsusho), and Residential Police Boxes (Chuzaisho) are established throughout the country.

In case there is a special need, Security Police Boxes (Keibi Hashutsusho) may be established.

A police box is usually manned by more than two police officers who serve in rotation in urban cities.

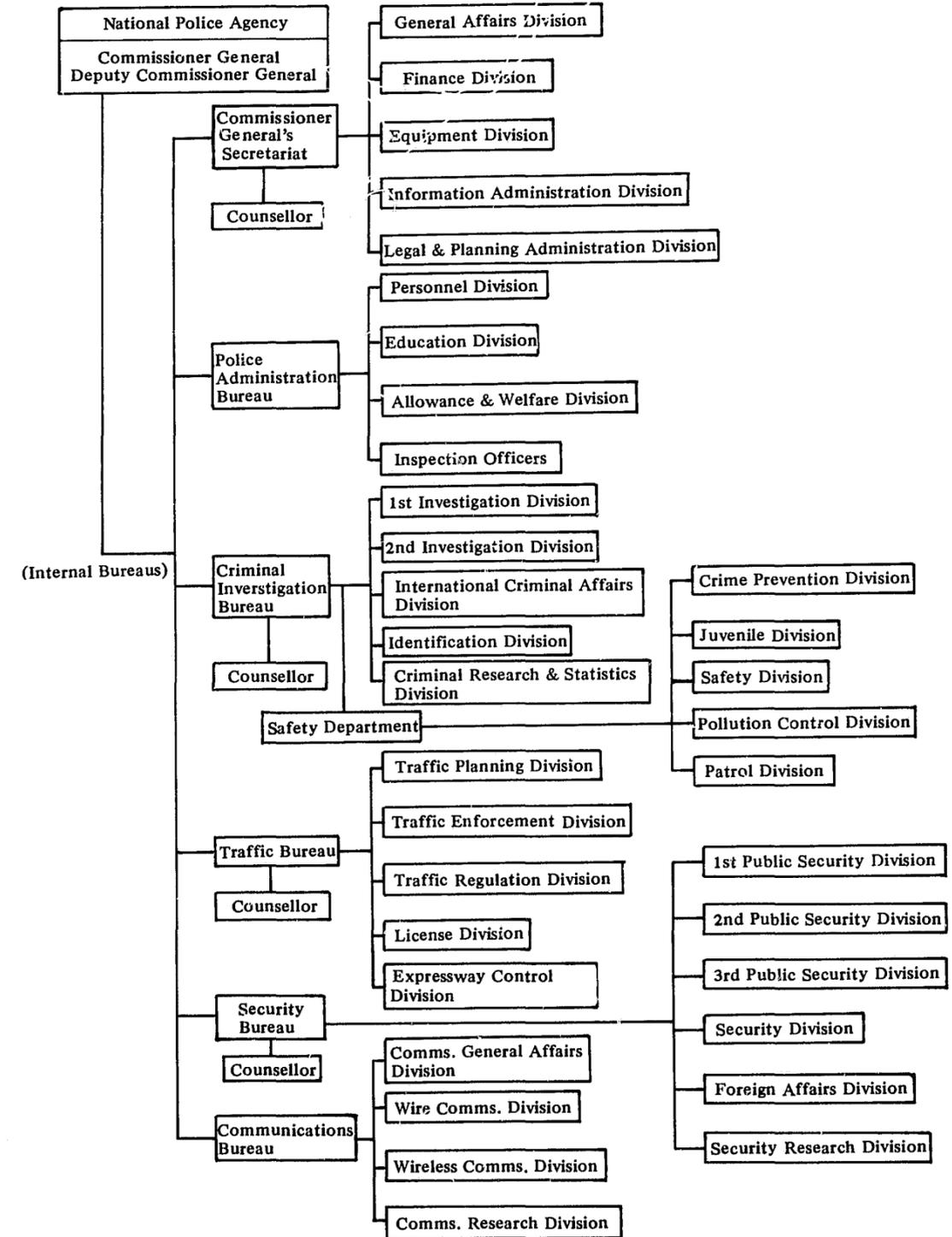
A residential police box, on the other hand, is usually established in villages and small communities, and usually a residential quarter is attached to this residential police box where only one police officer performs assigned duties.

POLICE ORGANIZATION (NATIONAL LEVEL)



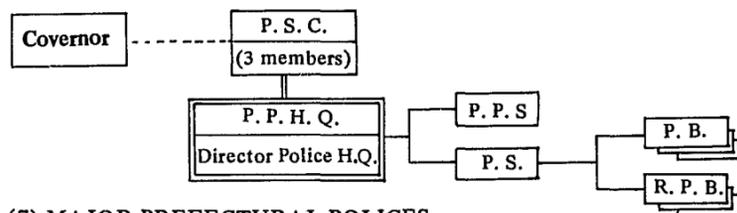
Remarks : R. P. B. (Regional Police Bureau)  
R. P. S. (Regional Police School)

ORGANIZATIONAL CHART OF THE NATIONAL POLICE AGENCY  
(As of July 1980)

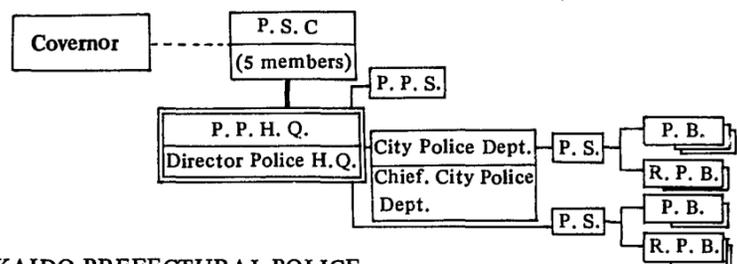


ORGANIZATION OF PREFECTURAL POLICE  
(As of July 1980)

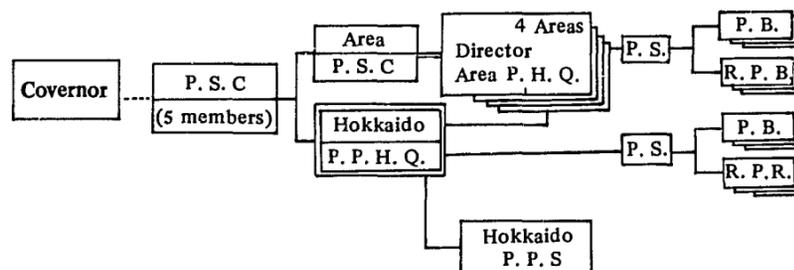
1. ORDINARY PREFECTURAL POLICE



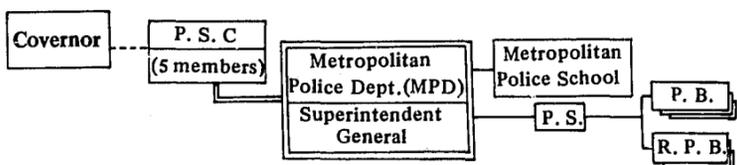
2. Seven (7) MAJOR PREFECTURAL POLICES  
(Osaka, Kyoto, Kanagawa, Aichi, Hyogo, Fukuoka and Hiroshima.)



3. HOKKAIDO PREFECTURAL POLICE  
(Jurisdiction is divided into 4 Areas: Asahikawa, Kushiro, Kitami and Hakodate)  
Each Area has its own police headquarters known as "Area Police Headquarters."



4. METROPOLITAN POLICE



Total number of police stations, police boxes and residential police boxes throughout the country.  
(As of April 1980)

Police Stations	1,215
Police Boxes	5,984
Residential Police Boxes	9,533

- Remarks: (1) P. S. C. (Public Safety Commission)  
P. P. H. Q. (Prefectural Police Headquarters)  
P. S. (Police Station) P. B. (Police Box)  
R. P. B. (Residential Police Box)  
P. P. S. (Prefectural Police School)  
(2) --- indicates "Jurisdiction"  
==== indicates "Control"

3. CRIME SITUATION AND THE CRIMINAL POLICE ACTIVITIES

(1) OUTLINE OF PENAL CODE-RELATED CRIMES AND INVESTIGATIVE ACTIVITIES

A. OUTLINE OF PENAL CODE-RELATED CRIMES IN 1979

The total number of general Penal Code-related cases known to the police (see: Note No-1) have continuously increased during the past 5 years. In 1979, however, the total decreased to 1,289,405 cases, which was the decrease of 3.6 per cent (or 47,517 cases) to the previous year after the lapse of 6 years. Moreover, the Crime Rate (see: Note No-2 in 1979 was 1,110 cases, which means that the 1979 crime rate was fewer than that of the previous year and that the crime rate returned to the level in 1977. (see: Diagram No-1)

- Note No-1: Excluding deaths or bodily injuries through negligence in the conduct of one's occupation in traffic accidents. Same is applied hereinafter.  
Note No-2: Total number of Penal Code-related cases known to the police per 100,000 population.

We now present in detail the above criminal cases categorically.

(a) Felonious Crime (KYOAKU HAN), such as Homicide, Robbery, Arson and Rape (see: Diagram No-2)

The felonious crime known to the police in 1979 totalled 8,833 cases. This particular crime continuously decreased during the past 15 years since 1965, but it increased in 1979 by 138 cases (or 1.6 per cent) from the previous year after a lapse of 15 years.

Other penal Code-related crimes known to the police decreased to a total of 32,716 cases. Compared with that of the previous year, a slight increase was recorded 36 cases (or 0.1 per cent). Other crimes other than the above all decreased in 1979.

(b) Violent Crimes (SOBO HAN) which means those crimes, such as Assembly with dangerous weapon, Acts of violence, Inflicting bodily injury, Extortion and Intimidation, have continued to decrease for the past 15 years since 1965 and the 1979 figure also indicated a decrease of less than half (about 48 per cent) of the total number of cases known to the police in 1964. (see: Diagram No-2)

(c) In the category of "Felonious Crimes, Robbery cases" totalled to 2,043 cases. Compared with that of the previous year, this 1979 figure represented an increase of 111 cases (or 5.7 per cent). Cases of Arson, however, remarkably increased to a total of 2,127 cases which revealed an increase of 123 cases (or 6.1 per cent) from that of the previous year. (see: Diagram No-3)

(d) Crimes of Larceny (SETTO HAN)

In this category, Vehicular Larceny (NORIMONOTO) has been on the increase continuously for the past 11 years since 1964. The 1979 figure showed an increase of 3,503 cases (or 1.0 per cent) from the previous year, but the rate of increase became smaller. The reason for the above increase in 1979 was that indicated below.

§ The Motorcycle Theft which had been on the increase continuously during 7 years since 1973 totalled to 89,253 cases in 1979, which showed an increase of a total of 17,491 cases (or 24.4 per cent) from that of the previous year.

§ The Bicycle Theft which had been on the increase for 8 years since 1971, totalled 237,116 cases, which demonstrated a decrease of 13,708 cases (or 5.5 per cent) from that of the previous year.

(e) In the category of Burglary Cases (SHINNYUTO), they totalled 291,506 cases in 1979. When compared with that of the previous year, the total in 1979 showed a decrease of 23,632 cases (or 7.5 per cent).

(f) In the category of Non-burglary cases, they totalled 457,830 which was 9,042 cases (or 1.9 per cent) fewer than that of the previous year. (see: Diagram No-4).

#### B. CHARACTERISTIC TREND OF CRIMES IN 1979

§ 13 vicious and cold-blooded murder cases committed for the purpose of obtaining insurance money were cleared by police with the arrest of 27 criminals involved. Moreover, 28 arson cases which were perpetrated for obtaining insurance money were also cleared by police with the arrest of 44 persons. The total incidence in this particular type of case in 1979 sharply exceeded that of the previous year.

§ Robbery cases targetted at financial establishments in 1979 showed the highest record in history totalling 121 cases. (see: Table No-1) In the above particular case, about half of these targets were Post Offices against which attacks were launched. (see: Table No-2)

§ It should particularly be noted that the crimes which were perpetrated by taking advantage of a "cash dispenser" type of system are on the increase as indicated by Table No-3.

§ There were 9 cases of unusual murders perpetrated against young children who were under primary school pupils, for which investigative headquarters were specifically established by police.

§ 10 cases of "abduction for ransom" occurred. In particular, it was remarkably noted that in the case of murder and abduction of a primary school pupil in Morioka City, three criminals were in collusion with this case as confederates, and that in other cases, such abduction cases were perpetrated as previously scheduled by groups of criminals. Because of this particular reason, in all these cases, a total of 22 persons were arrested.

§ A total of 22 cases occurred, in which offenders remained indoors with hostages seized. In these crimes, guns were used in 4 cases. Among these abduction cases, it was the first time in this country when the hostage was murdered by the criminal. In all these abduction cases, a total of 13 persons including a policeman were either murdered or injured.

§ Large-scale incidents originating from "deaths or bodily injuries through negligence in the conduct of one's occupation in traffic accidents" occurred in every

part of this country. As an example, a fire accident occurred in Shimizu Tunnel on Joetsu New Railway Trunk Line, a total of 16 persons were killed.

§ It should particularly be noted that crimes have become much more internationalized, and the areas to be covered by crimes have been more and more expanded in view of the recent trend of criminality shown below:

Criminal cases have increased, against which joint investigative operation among Metropolitan and Prefectural police organizations has to be necessary.

In addition, also increased were overseas crimes committed by Japanese nationals, and cases of Japanese nationals who are fleeing themselves to foreign countries after their commission of certain crimes in this country.

#### C. CLEARANCE SITUATION OF CRIMINAL CASES IN 1979

The total number of all Penal Code-related cases which were cleared up by police in 1979 amounted to 765,945 cases, and all the persons who were arrested numbered 368,126 persons.

Because of the decrease in number of criminal cases known to the police and number of persons arrested respectively decreased to a certain extent from those of the previous year. The rate of clearance in 1979 however, increased in number by 1.1 per cent from that of the previous year. (see: Diagram No-5). When the clearance rate is further reviewed categorically, it was evident that the total number of all Penal Code-related crimes cleared up by police amounted to 765,945 cases, and all persons arrested numbered 368,126 persons. Because of the decrease in number of criminal cases which were known to the police, the two figures shown above decreased respectively over those of the previous year. The "clearance rate", however, was 59.4 per cent which was an increase of 1.1 per cent from that of the previous year. (see: Diagram No-5)

Clearance rates for various crimes are classified below by types of crime :

Felonious Crimes . . . . .	87.6 per cent
Violent Crimes . . . . .	92.0 "
Crimes of Larceny . . . . .	54.7 "

#### D. INVESTIGATIVE ACTIVITIES

In order to cope more effectively with recent crimes which are becoming much more complete ingenious and vicious, it requires a much more skillful investigative approaches. The goal is to eliminate uneasy feelings on the part of community residents and the police in this country are making every effort in developing the following new investigative methods.

*(1) Promotion of activities required for the earliest possible clarification of criminal cases.*

In order to achieve the above objective, it is the first requisite for the police to strengthen police investigative structures to be deployed at a much earlier stage of investigation against crimes. For this purpose, "mobile investigative squads" (KIDOSOSATAI

are to be expanded and reinforced. Furthermore, police efforts are also made for the purpose of strengthening the investigative structure which is specifically taken at night, upgrading investigative techniques, establishing more "permanent check point", augmenting equipment and devices to be used for check up operations. Through the above measures, the police are trying to strengthen the activities of earliest possible clarification of criminal cases.

**(2) Strengthening and completion of "emergency deployment system". (Kinkyu Haibi Taisei)**

Now the police are facing a very difficult situation in which criminals' movement and activities have become much faster than before, and the areas involved tend to expand and the consequent investigations becomes exceedingly difficult, the police have to solve these problems. Therefore, "emergency deployment" tactics have become much more important, through which the criminal who is running away immediately after the commission of a crime has to be driven into a police drug-net for his final apprehension. Such being the reason, in order to cope more closely with the above emergency deployment operation "on a national basis", the National Police Agency (NPA) is making every effort in putting this particular operation into practice more effectively and efficiently, by giving, as an example, a large-scale emergency deployment training on a much wider-area basis in this country.

**(3) Completeness of operationally ready police structure to be taken for special cases or incidents.**

In order to cope more adequately with special cases and incidents requiring highly scientific technical and professional skills which are required in those cases and incidents such as bombing attacks, hijackings, train accidents, remaining indoors with hostages, abduction and computer related crimes. The police are now making every effort in maintaining and completing the police structure so as to be able to cope with all possible situations through the exploitation and development of investigative methods and techniques. This involves selection and retention of capable police officers and others.

**(4) To ensure nation's cooperation with the police.**

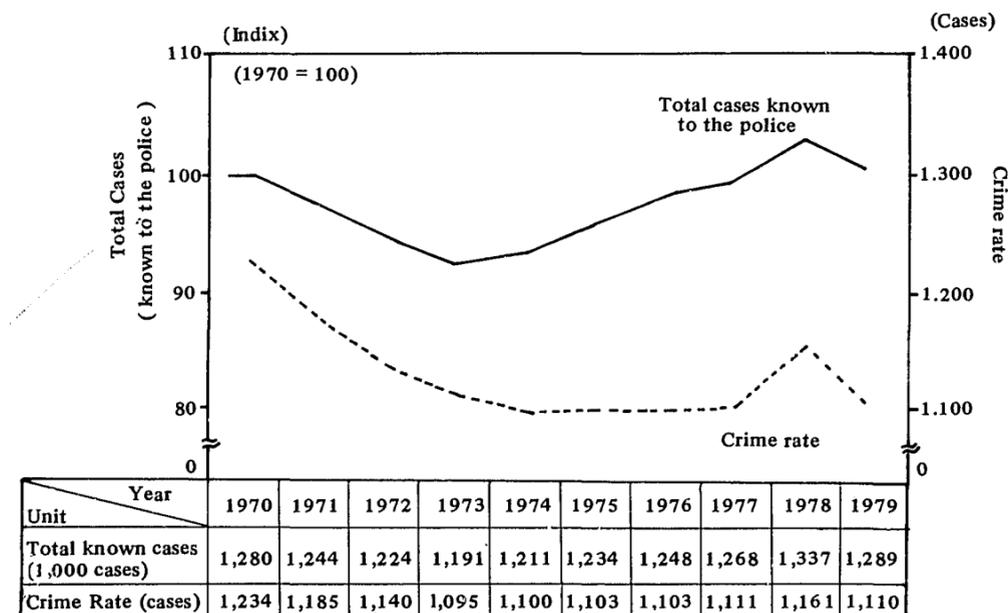
Under recent severe crime situation, the nation's understanding and cooperative attitude with police investigative activities are indispensable for the earliest possible solution of criminal cases by the limited police organizations in this country. In order to achieve this purpose, the police are now endeavouring to solicit nation's cooperation with criminal investigation by conducting "publicized investigation" through the use of mass media, such as newspapers, T. V. and so on.

**E. Enactment on the "Law Concerning Payment of Allowances for Those Persons Who Were Victimized By Crime".**

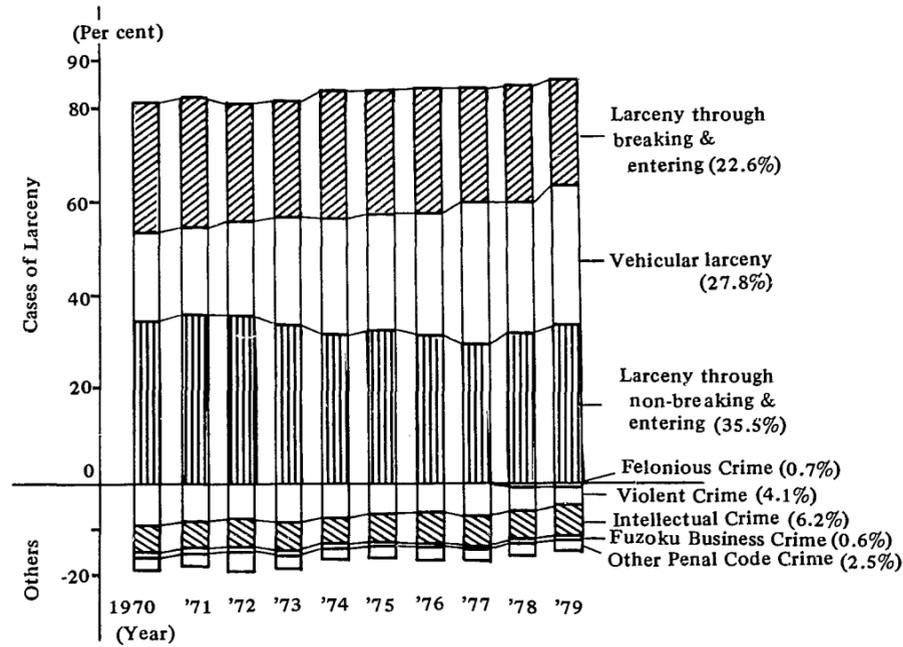
Recently it has attracted public attention that there are many instances in which law-

abiding citizens are often involved in crimes which have become more atrocious and violent than ever before. In order to cope with this new situation, a new law entitled "Law Concerning the Payment of Allowances to Those Persons who were Victimized by Crime" was enacted and it is to be put into effect after 1981. Under the provisions of this law, the bereaved family of a person who met with an unexpected death and one who had received severe bodily injury as the result of a criminal action are entitled to receive a prescribed allowance to be paid by the State.

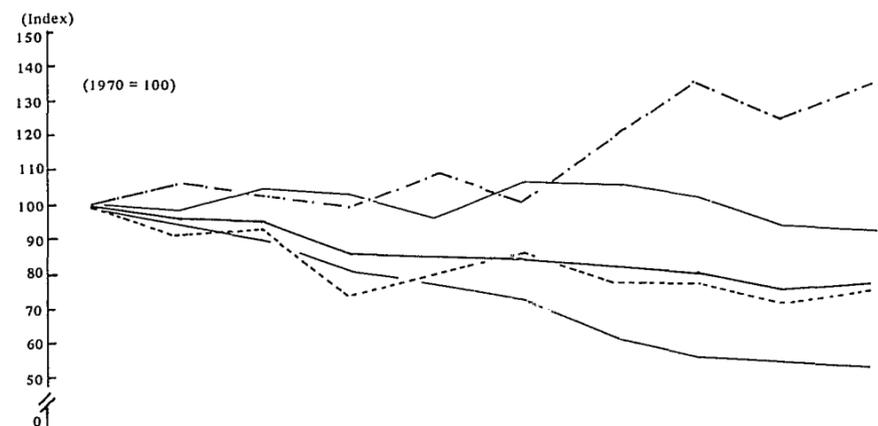
**Diagram No-1 Total number of Penal Code-related Crimes known to Police and Crime Rate. (from 1970 to 1979)**



**Diagram No-2 Transitional changes of all classified criminal cases included in the Penal Code in the recent ten-year period.**  
(from 1970 to 1979)

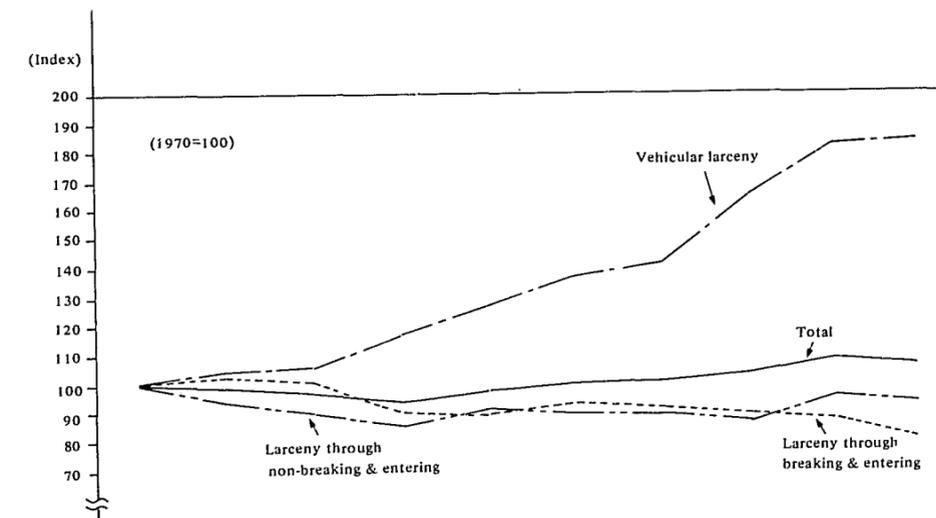


**Diagram No-3 Transitional changes of Felonious Crimes known to the Police**  
(from 1970 to 1975)



Unit	Year	1970	1971	1972	1973	1974	1975	1976	1977	1978	1979
Total (cases)		11,423	10,918	10,849	9,803	9,737	9,702	9,336	9,226	8,695	8,833
Homicide (cases)		1,986	1,941	2,060	2,048	1,912	2,098	2,111	2,031	1,862	1,853
Robbery (cases)		2,689	2,439	2,500	2,000	2,140	2,300	2,095	2,095	1,932	2,043
Arson (cases)		1,587	1,676	1,612	1,576	1,729	1,600	1,891	2,155	2,004	2,127
Rape (cases)		5,161	4,862	4,677	4,179	3,956	3,704	3,229	2,945	2,897	2,810

**Diagram No-4 Transitional Changes of Larceny known to the Police**  
(from 1970 to 1979)



Unit	Year	1970	1971	1972	1973	1974	1975	1976	1977	1978	1979
Total (1,000 cases)		1,039	1,026	1,007	974	1,013	1,038	1,050	1,073	1,137	1,108
Larceny through breaking & entering ( " )		356	362	359	323	321	333	328	319	315	292
Vehicular larceny ( " )		195	203	208	229	247	267	277	320	355	358
Larceny through non-breaking & entering ( " )		488	461	440	422	445	438	445	434	467	458

**Table 1 Financial Organs**

Unit	Year	1970	1971	1972	1973	1974	1975	1976	1977	1978	1979
Number of occurrence		33	31	38	8	47	45	21	33	68	121
Cases cleared		23	24	27	3	30	27	14	23	37	80

**Table - 2 Transitional Changes in the Occurrence and Clearance Conditions in Robbery cases classified by kinds of Financial Organs**

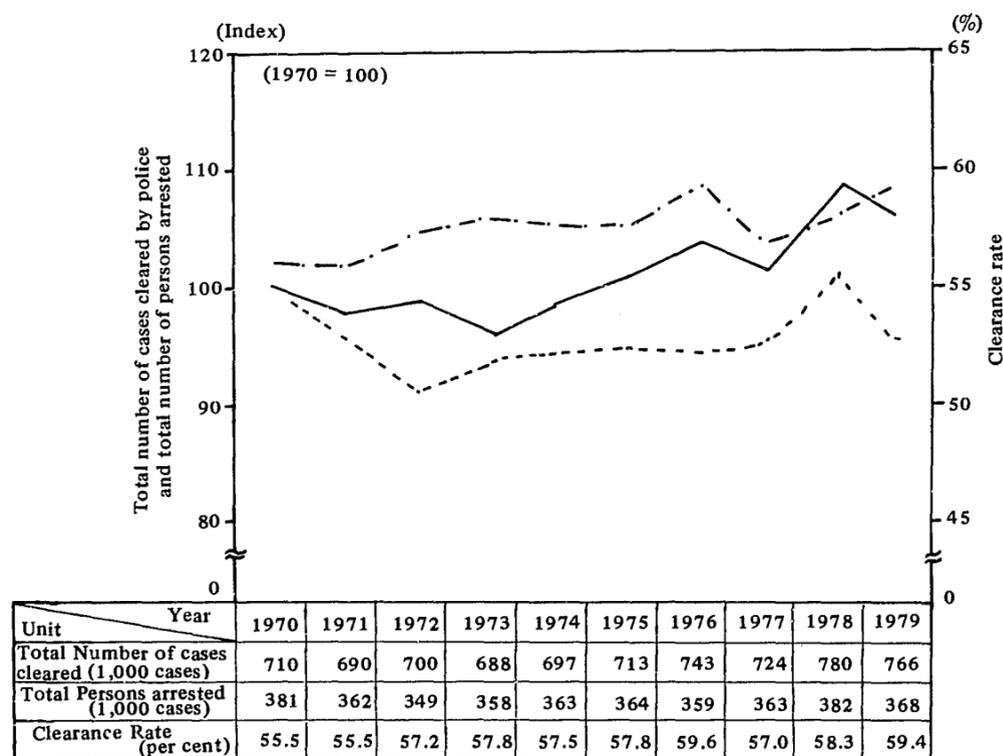
Unit	Year	1976	1977	1978	1979
Bank		11( 9)	13(10)	27(20)	43(35)
Post Office		3( 2)	10( 6)	24( 6)	58(31)
Agricultural Association, etc.		1( 1)	1( 0)	6( 3)	5( 2)
Credit Associations, etc.		6( 2)	9( 7)	11( 8)	15(12)

(Note-1) The number in parenthesis indicates cases cleared.

Table - 3 Transitional Changes between known and cleared cases of Crimes against "Cash dispenser" system

Year	1975	1976	1977	1978	1979
Number of cases known	8 (cases)	23	64	131	187
Number of cases cleared	5	18	40	72	94

Diagram No-5 Code-related Crimes cleared by Police, Total Number of Persons Arrested and Clearance Rate (from 1970 to 1979)



## (2) CONTROL OVER ORGANIZED CRIMES BY JAPANESE RACKETEER GROUPS (BORYOKUDAN)

### A. ACTUAL STATE OF STRENGTH OF BORYOKUDAN

As of end of 1979, the total strength of racketeer groups and their members which are known to the police in Japan was 2,517 groups and 106,754 persons. The number of these racketeer groups and their members have shown a gradual decrease since 1963, when these two figures showed their numerical peak. Since 1978, however, the numerical trend has shown no fluctuations. Among these racketeer groups, noteworthy is a particular group which is known as "Koiki Boryokudan" (large-scale inter-area racketeer group) who exercise their strength and illegal activities over more than two Metropolitan and Prefectural administrative areas. They have gradually extended their strength and influence. This particular group as a whole occupy 80.1 per cent of the total number of groups, and 59.3 per cent of all group members. These expanding figures of the inter-area groups of racketeer conspicuously indicate alignment activities among racketeer groups in this country.

### B. TREND OF ORGANIZED CRIMES

In 1979, a total of 62,035 crimes committed by Boryokudan group members were cleared by police with the arrest of 51,462 members.

Latest characteristic trend of organized crimes is as follows:

- In confrontations where force was involved between racketeer groups, the rate of weapons used in these incidents has been on the increase.
- Among those crimes committed by Boryokudan, for the purpose of procuring their operational funds for their unlawful activities, increase in the number of cases of drugs is noted.
- Smuggling operations of handguns have been very active by gangster members to make full preparation for any expected confrontation incidents with other racketeer groups, and their method of smuggling has become more ingenious than before.

### C. POLICE COUNTERMEASURES AGAINST RACKETEER GROUPS

- In order to insure the total annihilation of racketeer groups which are creating apprehension and fear on the peaceful lives of community citizens, the following three measures have been actively promoted as priority actions:
  - § "Mass" arrests of bosses and their lieutenants in racketeer groups.
  - § Draining of sources of various operational funds for racketeer groups.
  - § Exposure and seizure of their weapons, such as hand-guns, etc.
- In order to root out racketeer groups, it is extremely necessary for the police to remove the "parasitic foundation" existing in our society, on which they live. To attain this objective, overall countermeasures have been stepped up nationwide by police. Under the above countermove, the police have been carrying out "isolated operation against gangsters" with full cooperation and support by the community residents

who are in all areas and levels of our society. At the same time, from far more wider viewpoints, the police are making every effort in driving these gangsters into a corner by working in closer cooperation with administrative agencies and groups concerned.

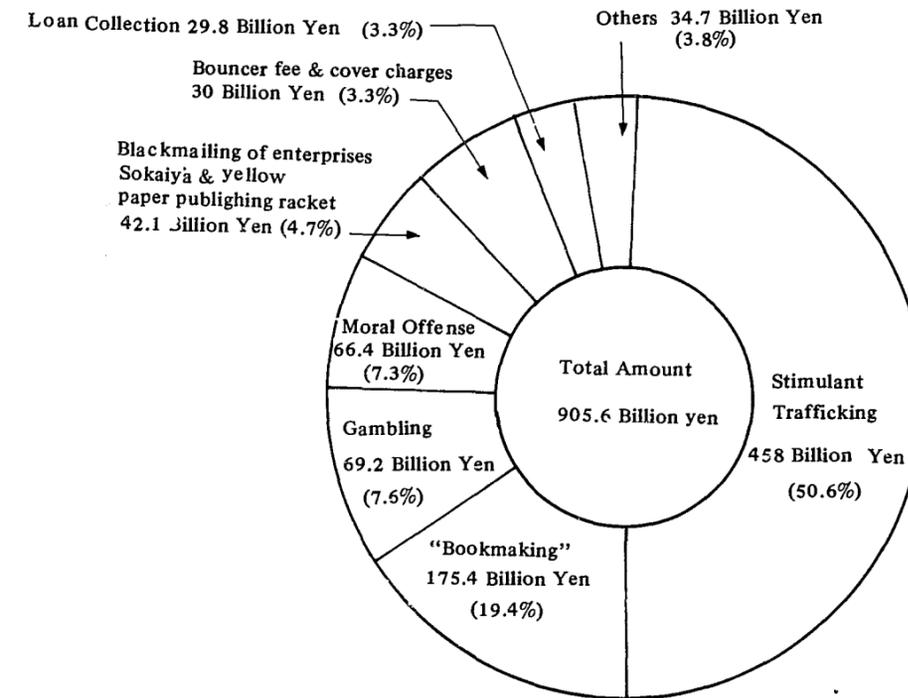
**D. DEVELOPMENT AND PROMOTION OF OVERALL OPERATIONS FOR CUTTING OFF GANGSTERS' OPERATIONAL FUNDS.**

In 1978, the National Police Agency conducted an estimate regarding the total amount of operational funds which is to be funneled into the whole society of racketeer groups in a single year. As indicated by the diagram below, the outcome of this particular survey amounted to nearly 1,000,000 million Yen total. This figure is a huge sum of money which is equivalent to about 10 million Yen per one group member.

By taking the above result into due consideration, the overall operation of eradicating gangsters' operational funds was put into practice in autumn, 1979 so as to give a substantial strike against gangster groups. Under this nationwide strike operation, the following measures are jointly enforced throughout the country:

- § All the crimes perpetrated by gangsters so as to obtain their operational funds shall be thoroughly followed up, uncovered and cleared up by police.
- § The uncovered state of their illegal earnings is to be reported to tax authorities by requesting them for the imposition of appropriate tax upon these gangsters.
- § In connection with the business operations under gangsters' control, police request is to be sent to the administrative agencies concerned supervising said business operations for the timely guidance to be given to these gangster operators so that any of their unlawful activities will be left untouched.
- § All enterprising companies as well as community citizens are appealed by police to their every possible cooperation with the police for not providing any unlawful money to the gangster groups, or any of their members.

**Diagram: State of Boryokudan's earning by illegal activities (estimated)**



Note: In addition to the above, it is estimated that their funds which have been obtained from 'Lawful' businesses will amount to 132 Billion Yen.

**(3) THE ROLES PLAYED BY CRIMINAL IDENTIFICATION ACTIVITIES**

Criminal identification means those activities which include the following matters:

The application of knowledge and techniques in Forensic Medicine, Chemistry, Physical Science and Photography, systematic use of such material as fingerprints, foot prints and others to identify criminals scientifically, or to prove or attest a fact that a crime has been actually committed.

**§ Fingerprint Identification**

A "fingerprint card" (Shimon card) is prepared by the Police Station arresting a criminal, and these cards are kept on file in the Criminal Identification Division of the National Police Agency (NPA) and in the Identification Sections of the Metropolitan and Prefectural police headquarters. These fingerprint cards have been applied and used on a nationwide basis for the purpose of confirming the true identity of the criminal by collating his fingerprint card with those "latent" fingerprints taken from the actual crime scene, and also asserting any additional offenses he might have already committed. Moreover, these cards have also used widely so as to ascertain the true identity of persons arrested, their previous criminal records, if any and whether or not they had ever been listed on "national wanted notice" or identifying a corpse whose true identity has not

been established.

In order to facilitate effectively processing the collation work, explained above, electronic computers have been used by the NPA, and at present the research and development projects have been in progress concerning the method of automatic readout of these materials to be collated.

#### § "Foot Mark" (Sokkonseki) Identification

From the collected materials, such as a foot mark, tire mark or tool mark which had been taken from the crime scene, certain circumstances under which a particular crime has been committed, and true physical features of a criminal can be presumed so as to facilitate the identification of the possible criminal in question, or to confirm his additional offenses he had already committed, and to prove that a certain crime has been actually committed.

#### § Photographic Identification

As the material to be used for the identification of an individual, "suspects' photographs", "crime scene photographs" to ascertain the scene of an actual crime, "photographs of persons listed on a wanted notices" and "expert examination photographs" and others can be said indispensable items for conducting all types of criminal investigations.

In addition to the above material, special equipment and devices are also widely used, such as composite equipment for producing "montage" photographs, and "Nocturnal Vision" photographic equipment.

#### § Medico-legal and Physio-chemistry Identification

All materials pertaining to a crime which have been taken from the actual crime scene, such as bloodstains, hairs, oils and fats, fiber, a thin film of paint and explosives and seized stimulant drugs, and narcotic drugs have been used extensively to secure any possible "leads" used in the police investigation. Moreover, to utilize the above specified material as "evidence", in those professional fields as medico-legal and physio-chemistry and pharmacology, the latest technological identification equipments and devices, the responsible technical persons are performing the examination and testing of these materials explained above.

#### § Police Dogs (Keisatsuken)

The police dogs used by Japanese police are classified into two types: One of these dogs is classified as "Search Dogs" (SOSAKUKEN) whose mission is to pursue criminals, or to sort various items through the use of their sense of smell which is often said to be tens of thousand times keener and sharper than those of human beings.

The other dogs are classified as "Watch Dogs" (KEIKAIKEN) whose mission is to interdict or suppress criminals' fleeing activities and to stand guard over specific items based primarily on their watch and guard capabilities.

These excellent police dogs number about 1,000 throughout the country and they

are playing a remarkable part either in criminal investigation field, or in the human life saving field as "living identification equipment" or "a nose investigators".

### (4) THE FIGHT AGAINST INTERNATIONAL CRIMES

#### A. INCREASING TREND OF INTERNATIONAL CRIMES

With increasing intercommunication among the people of the world, the flow of people and goods to and from our country keeps swelling year after year. In the past year alone, more than 4 million Japanese went overseas and more than 1 million foreign nationals visited this country. Due to this dramatic expansion of outgoing and incoming travellers in recent years, prevention of international crimes and fighting against them is one of the major concerns Japanese police are confronting at present.

The number of foreign visitors arrested for a charge of Penal Code offenses is increasing as well as that of professional international offenders. Those professional offenders not only have a trend of committing crimes intensively in a short period of their stay and leaving almost immediately, but also often use forged passports. This makes international crimes of today more complicated and demands us speedy and sophisticated countermeasures against them.

Another trend is the increase of Japanese nationals arrested by foreign police authorities for their commission of crimes in overseas countries.

Japanese police has a grave concern of this trend and has been making continuous efforts to suppress such felonious and vicious crimes as smuggling of handguns into Japan, trafficking in narcotics and stimulant drugs, unauthorized possession of narcotic drugs, and various acts of violence and violative acts against immigration control laws and customs laws of foreign countries.

There are frequent cases in which suspects commit crimes in Japan and flee to foreign countries to evade the police arrest.

#### B. INTERNATIONAL COOPERATION IN CRIMINAL INVESTIGATION

In order to better cope with the above stated trend of internationalization of crimes, the police of Japan is intensifying their relationship of mutual cooperation in criminal investigation with other foreign police authorities so that prevention and investigation of international crimes, and arrests of suspects involved in these specific crimes can be achieved.

As to those suspects who absconded from Japan to foreign countries, our request for the location of their possible whereabouts are sent to related foreign police authorities through I. C. P. O. -interpol route, and if their whereabouts are clarified, their extradition to Japan may, according to situation, be requested based on existing extradition treaty or laws through diplomatic channel or their deportation may be requested through mutual negotiation with the country where he was found.

Strongly standing on a fundamental principle that no crime is overlooked in the light of justice, we request every possible cooperation to the law enforcement agencies of other

countries, and we also make our utmost effort to cooperate with them.

Due to necessity arising in the conduct of a crime investigation in Japan, we have asked foreign police authorities for their cooperation in our dispatch of police officers to their countries to collect necessary information and data from those persons concerned in our target cases or asked for the transfer to us of related evidential documents to clarify a specific case. Also there have been many cases for which investigators of foreign police organizations are accepted by this country in order to continue necessary investigative activities here in Japan.

In the latter particular instances, it is the policy of the police of Japan to receive this sort of request for assistance in advance from foreign countries through I. C. P. O. -Interpol route or diplomatic channel, to provide all possible cooperation and assistance to their investigative activities, because preliminary consultation with other Japanese ministries and agencies concerned is necessary.

In addition, the police of Japan hold a seminar on Criminal Investigation every two years since 1975. This particular seminar has been offered to provide a common arena for the participating countries to deepen their mutual understanding of each other's laws and investigative methods in criminal matters, and to develop more effective and efficient cooperation.

To further promote our efficient and effective cooperation in the investigation of international crimes, "International Criminal Investigation Assistance Law" is to be effective in October, 1980. The key points of this law are as follows:

First, when the request for cooperation in investigating a criminal case of a foreign country is made by the I. C. P. O. -Interpol, the NPA gives a direction to an appropriate Prefectural Police to conduct a necessary investigation. Upon receiving this direction, the Chief of the Prefectural Police concerned gives an order to the police officers of his Prefectural Police to take appropriate measures for the investigation. Then, police officers in the field go into actual investigation activities in questioning persons concerned, making noncompulsory inspections, asking the owners, possessors or custodians of the documents and other articles to present them, or asking public offices or public or private organizations to make reports on necessary matters.

Second, when the request for assistance in the investigation of a criminal case of a foreign country is made by that country through the diplomatic channel, as far as the request is justifiable in the light of our law, we can procure evidence and present it to the requesting country.

### **C. RELATIONSHIP BETWEEN THE NPA AND I. C. P. O. -INTERPOL**

Since 1952 when we affiliated with the I. C. P. C. (International Criminal Police Commission) which was the forerunner of present I. C. P. O. -Interpol (International Criminal Police Organization-Interpol), we have actively engaged in the exchange of criminal information and data, and cooperated in many other activities with member countries.

The NPA which functions as the National Central Bureau of Interpol, created a new Division within the Criminal Investigation Bureau (CIB) of the Agency in April 1975 with

the mission of maintaining constant liaison with I. C. P. O. -Interpol and to handle overall matters related to international crimes.

Since August 1975, the NPA has been sending a police officer to the General Secretariat in Paris/France as a staff member of that office.

## 4. JUVENILE DELINQUENCY AND ACTIVITIES OF CRIME PREVENTION AND SAFETY POLICE

### (1) PRESENT STATE OF JUVENILE DELINQUENCY AND ACTIVITIES OF THE JUVENILE POLICE

#### A. ACTUAL STATE OF JUVENILE DELINQUENCY

Juvenile delinquency which had been on a continued decrease since 1965 increased in 1973, and at present it is in the third peak stage since the termination of the last war. Incidentally, in 1979, the juvenile delinquents who were involved in the Penal Code-related offenses and were given necessary police guidance services numbered 143,158. Compared with that of the previous year, this figure showed an increase of 6,357 juveniles, or 4.6 per cent increase. As a result of this increase, the "population rate" — Number of juveniles (or adults) offenders per 1,000 juveniles (or adults) — of the Penal Code juvenile offenders was the highest record of 14.5 juveniles since the end of the last war. This rate is also 5.2 times larger than the adult's population rate of 2.8 persons. Moreover, the rate of juvenile delinquents against the total arrestees of the Penal Code offenses increased to 38.9 per cent. When the contents of juvenile delinquency are further reviewed in detail, much more notable has been the trend of generalization of juvenile delinquency, such as lowering trend of ages of juvenile delinquents, or multiplicative occurrence of the so-called "pleasure-seeking type" delinquencies which were committed by the ordinary family juveniles.

Moreover, noted also are the following cases requiring special attention:

- § Multiple occurrences of "felonious crimes", such as murder, robbery and others.
- § Marked increase of felonious and violent crimes particularly committed by members of "Bosozoku" groups (Motor-cycle gang groups).
- § Increased cases of violent acts toward teachers by middle school pupils and high school students.
- § Multiple occurrences of sexual criminal acts, such as the practice of "prostitution" by female middle school pupils and high school students.
- § Increase in cases of abusive acts of medicines, such as sniffing of "paint thinner" or taking stimulant drugs.
- § Multiple occurrences of cases of running away from home and suicide by juveniles.

Juvenile delinquency in this country, therefore, is at a very serious point from both a qualitative and quantitative viewpoint.

#### B. PREVENTIVE COUNTERMEASURES TAKEN AGAINST JUVENILE DELINQUENCY

To cope with the situation mentioned above, the police is now promoting very strongly the following measures so as to prevent juveniles from being involved in delinquent

activities and contribute in any way possible to the healthy upbringing of these juveniles:

- § Earliest possible detection of juvenile delinquents to whom necessary police guidance services are given.
- § Reducing destructive environment influences that impair the welfare of juveniles.
- § Elimination of environmental conditions for juveniles which tend to promote harmful influence.

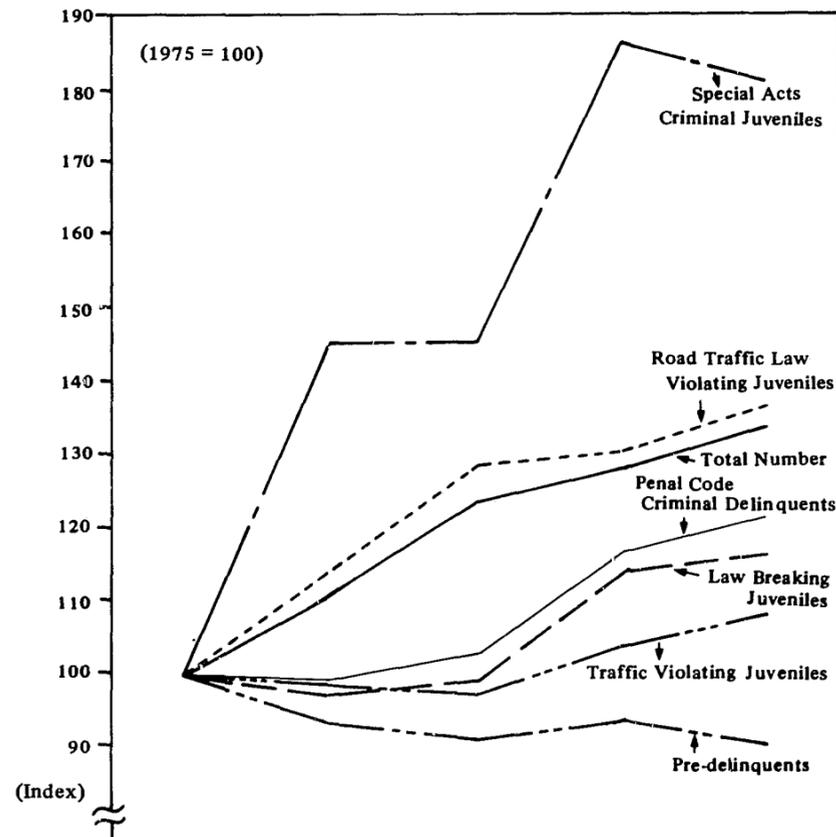
However, it has to be pointed out that at the back of recent increasing trend of juvenile delinquency, various important factors shown below are intricately intervene with each other:

- § The lowering of educational function in each household.
- § Deterioration of social environment surrounding juveniles.
- § The lowering of the function of controlling delinquency in a community society.
- § Increase of juveniles who are dropping out from competitive entrance examinations.
- § General trend, such as diversification of sense of value, or thinning of normal consciousness.

This being the case, it is very necessary to promote all preventive activities against delinquency by combining all related agencies, organizations and community residents' groups concerned into a total unit especially on areawide basis.

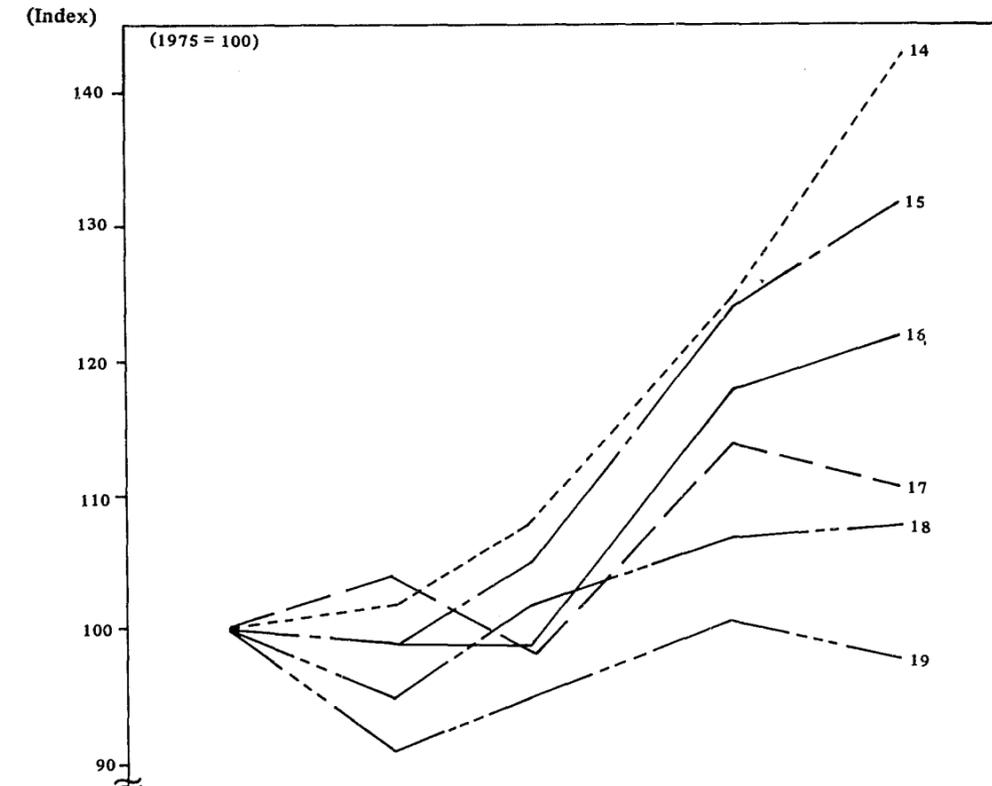
In order to achieve this overall objective, the police is now making every effort to encourage and strengthen "juvenile guidance personnel" (Shonen Hodojin) system which acts as a community volunteer, and at the same time to consolidate more and more the liaison with related organizations and groups, such as schools and others so that all-round activities in this particular point may be promoted much more actively.

**Diagram No-1 Changes of the Number of Juvenile Delinquents Who had given Police Guidance Services (from 1975 to 1979)**



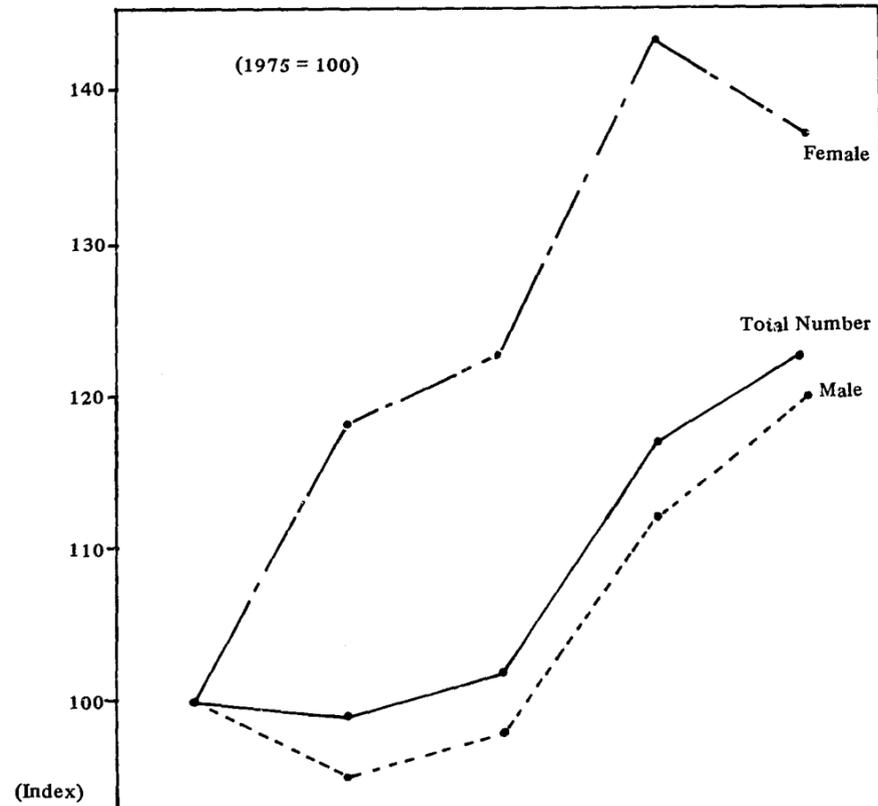
Unit	1975	1976	1977	1978	1979
<b>Total Number</b>	1,135,224 (100)	1,272,478 (112)	1,407,774 (124)	1,461,226 (129)	1,528,832 (135)
<b>Penal Code criminal Juveniles</b>	116,782 (100)	115,628 (99)	119,199 (102)	136,801 (117)	143,158 (123)
<b>Criminal Juveniles in Special Acts</b>	16,798 (100)	24,440 (146)	24,449 (146)	31,409 (187)	30,495 (181)
<b>Law Breaking Juveniles</b>	35,600 (100)	34,536 (97)	35,337 (99)	40,928 (115)	41,681 (117)
<b>Pre-delinquents who were sent or referred to</b>	5,758 (100)	5,385 (94)	5,253 (91)	5,406 (94)	5,231 (91)
<b>Road Traffic Law Violating Juveniles</b>	915,694 (100)	1,048,629 (115)	1,180,163 (129)	1,200,316 (131)	1,259,814 (138)
<b>Juveniles involved in traffic accidents resulting in deaths or injuries</b>	44,592 (100)	43,860 (98)	43,373 (97)	46,376 (104)	48,453 (109)

**Diagram No-2 Yearly Changes of Penal Code Criminal Delinquents Who had given Police Guidance Services (Classified by Age) (from 1970 to 1979)**



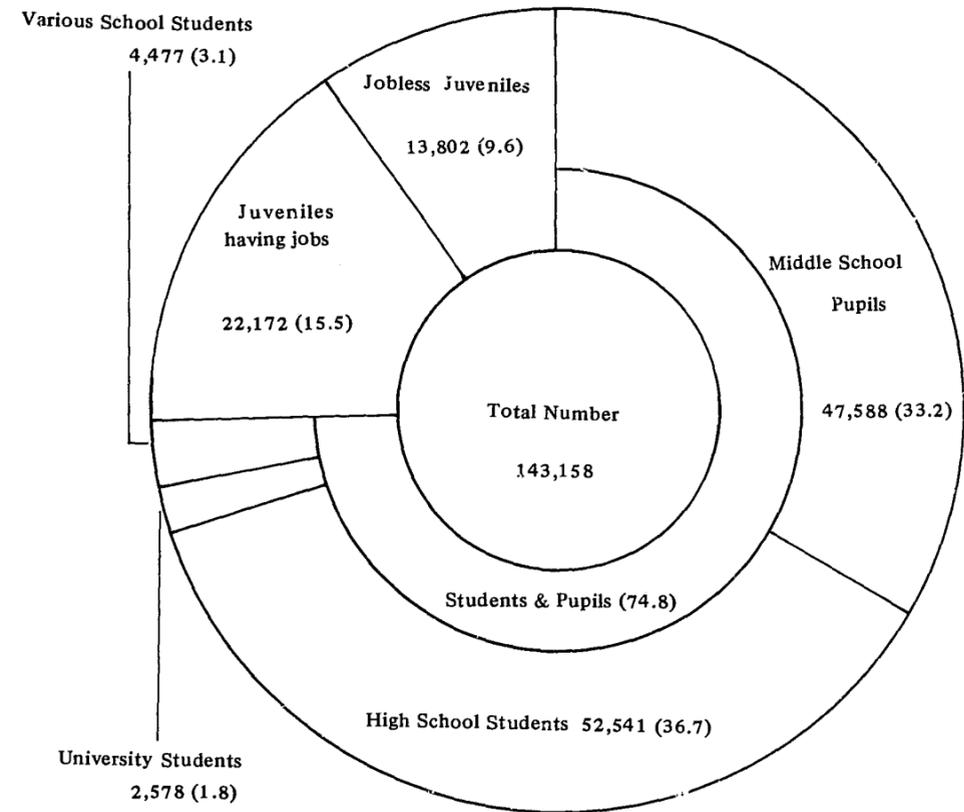
Age	1975	1976	1977	1978	1979
<b>14 (Years of Age)</b>	22,087 (100)	22,500 (102)	23,929 (108)	27,660 (125)	31,573 (143)
<b>15</b>	26,331 (100)	25,984 (99)	27,649 (105)	32,665 (124)	34,685 (132)
<b>16</b>	25,700 (100)	25,339 (99)	25,542 (97)	30,234 (118)	31,364 (122)
<b>17</b>	18,364 (100)	19,094 (104)	18,057 (98)	20,844 (114)	20,380 (111)
<b>18</b>	13,448 (100)	12,803 (95)	13,724 (102)	14,344 (107)	14,546 (108)
<b>19</b>	10,852 (100)	9,908 (91)	10,298 (95)	11,054 (102)	10,610 (98)

**Diagram No-3 Yearly Changes of Penal Code Criminal Delinquents Who had given Police Guidance Services (Classified by Sex) (from 1975 to 1979)**



Sex \ Year	1975	1976	1977	1978	1979
Total Number	116,782 (100)	115,628 (99)	119,199 (102)	136,801 (117)	143,158 (123)
Male	97,755 (100)	93,254 (95)	95,701 (98)	109,651 (112)	117,066 (120)
Female	19,127 (100)	22,374 (118)	23,498 (123)	27,150 (143)	16,092 (137)

**Diagram No-4 Composition Rate of Penal Code Criminal Delinquents Classified by School & Jobs (1979)**



**(2) ACTUAL STATE OF CRIME PREVENTION ACTIVITIES IN JAPAN**

Generally speaking, crime itself delicately reflects the changes made in economic and social situations. Recent trends of crime in this country have indicated the occurrence of "felonious" cases, such as arson and murder for the purpose of obtaining illegal insurance money, also, robbery cases perpetrated against financial agencies, and multiple occurrences of kidnapping cases. Moreover, among cases of "larceny", which is a crime close to nations's day-to-day living, "burglary" cases numbered about 300,000 a year. In order to cope with these circumstances more adequately, the police have stepped up the following crime prevention countermeasures:

To prevent crime, however, is not a problem which can be shouldered by the police alone, if just be shared by the nation as a whole. Therefore, we, the police, think it is necessary that all agencies and organizations participate in coping with this problems, and that an independent crime prevention structure should be established and encouraged

in the community.

#### A. NATIONWIDE CRIME PREVENTION CAMPAIGN

A Nationwide Crime Prevention Campaign has been conducted for ten days throughout the country under a unified activity slogan, such as "Keep Away Sneak Thief and Bicycle Thieves", etc., the central role in these special campaigns has been played by the police and the Crime Prevention Association. During the period of this special activity, the mass meetings of community residents in each Prefecture, parades and diagnosis of crime prevention and others are opened to the public in general across the country as a wide range nation's activities for the purpose of heightening the nation's independent consciousness of crime prevention.

#### B. AREA COUNTERMEASURES ON WHICH SPECIAL EMPHASIS HAS BEEN PLACED FOR PREVENTING THEFT AND BURGLARY CASES

Those areas where high crime rates of larceny and theft have been detected are selected and designated as "Crime Prevention Areas for Larceny and Theft Cases" by each Prefecture on a nationwide basis. In conjunction with the intensified police activities, independent crime prevention patrol activities, crime prevention diagnosis and crime prevention meetings and other activities have been promoted by those residents living in those designated areas. These have included civilian crime prevention associations and representatives from cities, towns and villages.

#### C. ACTIVITIES OF "CRIME PREVENTION ASSOCIATION" (BOHANKYOKAI) AND "CRIME PREVENTION CONTACT POST" (BOHAN RENRAKU SHO)

Crime Prevention Associations have been organized nationwide at approximately every Police Station, these are the "nucleus" of areawide crime prevention activities because they stand at the very contact point between the police and community residents. Furthermore, the Crime Prevention Contact Posts have been established at about 660,000 locations throughout the country through which diversified activities are conducted, these include preparation and distribution of various crime prevention reference materials, holding crime prevention meetings, and reporting of suspicious persons, etc.

#### D. CRIME PREVENTION ACTIVITIES TO BE CONDUCTED BY WORKSHOPS OR ONE'S PLACE OF WORK

In addition to the crime prevention measures in area or locality, the police are now making every effort to promote the build-up and strengthening of "Workshop" or "Place of post" Crime Prevention Organizations.

The target of this particular organization has been directed at those categories of businesses which are prone to be attacked such as financial agencies, supermarkets or department stores.

Through these workshop crime prevention organizations, the police intend to build-up, strengthen and encourage these independent countermeasures so as to eliminate various underlying causes which give rise to crimes and intensification of suppressive pri-

mary factors against crimes of various kinds.



*Actual scene of the 2nd Central Meeting of Nationwide Crime-Prevention Campaign held in Tokyo, Japan.*

### (3) CONTROL OF SWORDS, FIREARMS AND EXPLOSIVES

#### A. CONTROL OF SWORDS AND FIREARMS

Here in Japan, a person is strictly prohibited from owning any kind of firearms, excluding police officers and Japanese Self-Defense Force personnel who have to use weapons for the performance of their respective duties, there are those persons who obtained valid permission for possessing certain kinds of firearms from the Metropolitan or respective Public Safety Commissions.

As of the end of 1979, about 893,000 guns and pistols were owned by individuals who were properly authorized. More than 90 per cent of these authorized firearms were "hunting guns (Rifles and Shot-guns)", or "Air Guns", which had been authorized for the purpose of conducting target shooting practices, or eliminating harmful animals.

To prevent weapon and sword-oriented crimes or accidents, it is absolutely necessary for the police to eliminate unlawful possession of firearms and swords by individuals.

Placing top priority on this particular point, the Japanese police have been enforcing a strict control over these weapons. In 1979, a total of about 3,300 cases involving firearms were cleared by police with the arrest of 2,200 persons, from whom 3,300 weapons were seized by police.

Recently in Japan, there have been many cases in which "smuggled" real pistols or "remodeled" guns from toy guns were used in the power struggles among Japanese racketeer groups. In view of this trend, the "Gun Control Law" was revised in June, 1977 so

that the penalty provisions controlling incidents involving pistols could be strengthened, and at the same time, the remodeling prevention measures against those toy guns which could be easily converted into powerful weapons could also be obligated for those persons concerned. As a result of this action, the quantity of seized weapons which had shown a trend of increase could be reduced in number for the first time at the end of 1977. Since then this trend of decrease has been continued up to the present time.

Moreover, in the light of the present situation in which there have been many cases or accidents involving hunting guns, the law was once again revised in 1978. The basic concept was to implement a "performance test" for each applicant possessing a hunting gun in terms of both his handling of a hunting weapon and his ability to fire such a weapon.

Furthermore, in 1980, the gun control law underwent another revision, the main contents of which are as follows:

Within ten days before the submission of his application for possession, if he commits violent and illegal acts, such as murder, robbery and others by the use of any gun and sword, he should not be authorized to possess a weapon or in the case of when it is recognized that the person has not used his gun for the purpose designated, he is restricted from possessing the gun in question.

#### **B. CONTROL OF EXPLOSIVES**

In 1979, a total of 14 explosive-oriented crimes occurred in which one person was injured. While a total of 172 cases of calamitous accidents originating from explosives were reported in which 19 persons were killed and 176 persons were injured. Once these explosive-oriented incidents and accidents occur, a great threat that could influence the safety of citizens' daily lives persists.

Therefore, for the purpose of preventing these incidents and accidents, handling of explosives and firearms is strictly controlled. This means that explosives, such as dynamite and ammunition, etc., can be manufactured, sold, purchased, transferred or consumed only by those persons who hold special permission issued by the administrative agencies concerned.

In addition, any person other than those who own valid permits are not allowed to possess any kind of explosives in this country. The police of Japan have been enforcing stringent control, on a nation-wide basis, over those persons violating the above lawful restrictions. In 1979, the police cleared a total of 2,833 cases violating the "Explosives Control Law".

#### **(4) COMPETITIVE EXPORT OPERATIONS UNDER INTERNATIONAL ECONOMIC DEPRESSION AND VIOLATION INCIDENTS AGAINST THE FOREIGN TRADE AND EXCHANGE CONTROL LAW**

Under the unfavourable export situation, such as the international economic depression which included Japan after the so-called "Oil shock", and the ever-rising Yen value, it

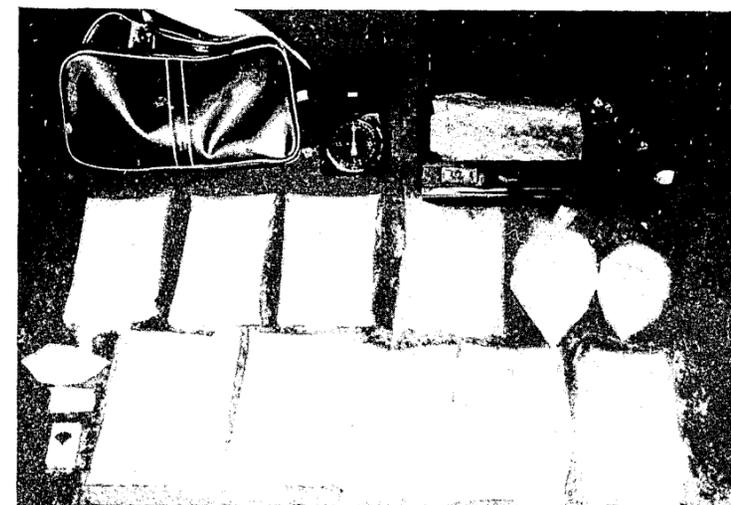
has become characteristic of Japan that there have been persistent unlawful practices by those who are frantically searching for the opportunity to ship their manufactured goods abroad. In order to evade various import control measures in foreign countries, they have falsely declared their shipping goods at much "lower" prices. In the respect they have conspired unlawfully with foreign importers. What these illegal exporters are attempting to accomplish is to settle the balance of transactions from the actual shipping prices by those funds which have been pooled illegally in this country as the "unbooked funds" illicitly accumulated by those foreign residents in Japan.

Under much closer liaison with foreign police authorities, the Japanese police are dedicated to strengthening its controlling actions over the above-mentioned unlawful practices so that "orderly trade and economic interchange activities can both be maintained."

#### **(5) CONTROL OF CASES OF NARCOTIC AND STIMULANT DRUGS**

In 1979, the police cleared a total of 31,637 cases in stimulant drugs and a total of 8,297 persons were arrested in this country. Comparing those two figures with those recorded ten years ago, the current figures are about 22 times higher. Due to the increase in the number of abuse cases, it has become a very serious problem so far as the public peace and order are concerned. There have been numerous incidents, such as unique homicidal cases, arson, unlawful confinement of hostages and traffic accidents which were clearly related to these abusive practices.

The supply sources for these stimulant drugs are mostly from Korea, Thailand, Hong Kong, Taiwan, Philippines and European countries through illegal trafficking operations.



*Stimulant drugs seized by police*

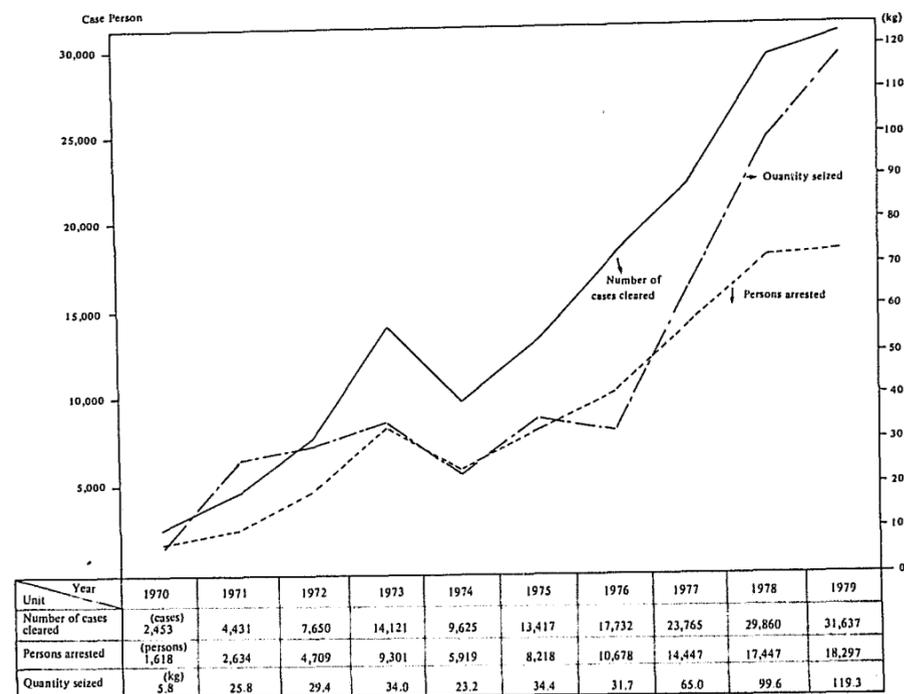
Domestic illicit manufacturing of stimulant drugs, however, cannot be overlooked. Moreover, it should be noted that illicit sale channels for stimulant drugs which have been mostly operated by Japanese racketeer groups have been developing its new sales routes into every level of community residents in this country. In 1979, police tight controlling action succeeded in seizing about 120 kilograms of stimulant drugs, and about 15 kilograms of necessary raw material for stimulants. On the contrary, so far as narcotic drugs-oriented cases are concerned, in 1979, the police cleared a total of 1,536 cases with the arrest of 1,276 persons. These figures show that the abuse of "cannabis" and others centering around juvenile level began to indicate the trend of increasing use in this country.

In 1979, a total of 2.7 kilograms of "dried cannabis" were both seized by police. It was particularly noted that there appeared many instances in which stimulant drugs were abused jointly with narcotic drugs, the joint use of which had been specifically noted in the U. S. A. and European countries.

Under the above-mentioned stimulant and narcotic-oriented crime situation, the Japanese police are now making every effort to destroy all possible operational bases for trafficking and smuggling operations through international cooperative efforts through I. C. P. O. -Interpol channels, and by implementing a through "water front clampdown tactic" on a nationwide basis. This is accomplished through much closer liaison with many competent law enforcement agencies, such as customs offices and so forth.

Clearance situation of the cases originated from stimulant drugs (from 1970 to 1979) is shown below:

Diagram : Apprehensions for stimulant drug offences  
(from 1970 to 1979)



## (6) CONTROL OF INCIDENTS DISRUPTING CITIZENS' LIVES

### A. CONTROL OVER POLLUTION-ORIENTED INCIDENTS

In order to contribute to the control of pollution in this country, the police are making every effort to control pollution-oriented incidents. The pollution-oriented crimes and incidents concerned with police control are mainly those incidents involving : "unlawful dumping incidents of industrial wastes" and "Water pollution incidents by industrial waste water." The former represent those incidents caused by industrial wastes that are unlawfully dumped in such places or locations as a forest or reclaimed land. The latter means a violation of "Water Pollution Control Law" by the drain of industrial waste waters into the public water areas. In 1979, the pollution-oriented cases or incidents which were exposed by police reached a total of 5,855 cases and increased by 472 cases (or 18.7 per cent) in comparison with the 5,383 cases in 1978.

In the enforcement of control over pollution incidents, the police do not only arrest those persons who are responsible for these acts, but also pursue the background of violations, and apply to the "concurrent penalties". Furthermore, the police are trying to the consultation of citizens' complaints regarding pollution. The total number of consultations received by the police in 1979 was 38,091, most of which (88 per cent) originated from "noise" problems. With respect to the pollution complaints received by the police, they take actions such as giving warnings, arresting offenders and giving mediation of consultation in accordance with the contents of these complaints. They also send related informations to other agencies concerned.



An inspection of the illegal dumped scene of industrial wasters.

### B. CONTROL OVER CRIMINAL CASES CONCERNING THE PRESERVATION OF HEALTH & SANITATION OF THE NATION

Matters regarding the nation's preservation of health and sanitation have been exclu-

sively handled by the Ministry of Health & Welfare and the Governors of the Metropolis and respective Prefectures. On the other hand, the police handle and enforce positive controlling actions over those criminal cases which are deemed to infringe or have a strong possibility of infringing on the nation's preservation of health, such as incidents of unlicensed practitioners, the manufacturing and selling of harmful foodstuff, dangerous medicines and medical instruments.

In 1979, cases of preservation of health and sanitation which were cleared by police totalled to 22,447 cases. Compared with the total in 1978 (22,302 cases), the 1979 total increased by 145 cases or 0.6 per cent.

#### **C. CONTROL OVER CASES OF INDIVIDUAL'S REAL ESTATE**

In 1979, a total of 2,480 cases were cleared by police regarding land and buildings. When the actual contents of the above cases are reviewed in detail, it is considered that these cases originated from unlawful business practices by several groups of vicious real estate brokers who were clever enough to take advantage of the growing demand of the people in Japan toward respective real estate. This was due to the upward trend in land prices. When these illegal practices are reviewed further, noted were many malicious and fraudulent "modus operandi" cases of exaggerated advertizing regarding the convenience in traffic and related surroundings also, the emergence of many dishonest real estate brokers who were intentionally failing to inform prospective customers of the existing legal restrictions on land and buildings, or on important matters concerning obligations by those owners. These include giving "fabricated" or "false" information which had resulted in inflicting damaging disadvantages to prospective customers.

Continuously observed were many incidents in which newly constructed or developed residential lots were put on sale publicly by vicious brokers who had disregarded any legal provisions that had imposed many restrictions on the use of land, such as "City Planning Law", or the "Agricultural Land Law."

In the face of this deplorable situation, the police continue to tighten control over these illicit business practices with special attention directed against these vicious real estate crimes.

#### **D. CONTROL OVER CASES OF INDIVIDUAL'S FINANCE MATTERS**

Reflecting the recent economic situation in this country, the number of "money brokers" has been continuously increasing year by year. Financial crimes perpetrated by these brokers, however, have been decreased, but their "modus operandi" has become more vicious than before. In 1979, a total of 1,109 cases were cleared by police, and the figure indicated an increase of about 1.2 times more than that recorded 5 years ago. An interesting characteristic of these cases involved the frequent occurrence of exorbitant interest taking in which small & medium business enterprisers, who were hard pressed for their operational money, were bilked. Also included were housewives who were pressed for money in the management of their household finances who were forced to ask for a loan from those malignant "loan sharks", part of whom fell easy prey to their devious operations. In addition, much wider police actions have been taken such as

public information services for the prevention of the victimization of these crimes explained above, and other measures.

## 6. ACTIVITIES OF THE TRAFFIC POLICE

As of end of 1979, the total number of registered motor vehicles in Japan was about 37,190,000 units and this number is about 2.7 times greater than that of ten years ago. This means that about one car is owned by every household in this nation, or that one car is owned for every three persons living in this country. Also, the total number of persons in possession of a driving license has increased to about 41,040,000 persons. Specifically, one driving license is owned by 2.1 persons who are more than 16 years of age. The total number of traffic accidents which occurred in 1979 involved 471,573 incidents. Out of these, 8,461 persons were killed and 596,287 persons were injured. It should be noted that the total number of persons killed in traffic accidents has demonstrated a continuous decrease for 9 years since 1970. However, those persons who were killed or injured in traffic accidents reached as many as about 600,000 persons. Furthermore, the ratio of pedestrians and bicycle users against the total number of persons killed, particularly children and the aged, has been rather high so far. The death toll of persons with two-wheeled vehicles has been on the increase. These are the problems which require immediate attention. This, a current concern is the pressing need to provide a calm and safe living environment. As a society, we need to concentrate on educating drivers who are responsible and self-conscious.

In order to achieve the above objective, the traffic police are now making every effort to promote the following countermeasures. There is recognition that the activities of the traffic police are the critical ingredient in this process:

### (1) PROMOTION OF TRAFFIC SAFETY EDUCATION AND TRAINING

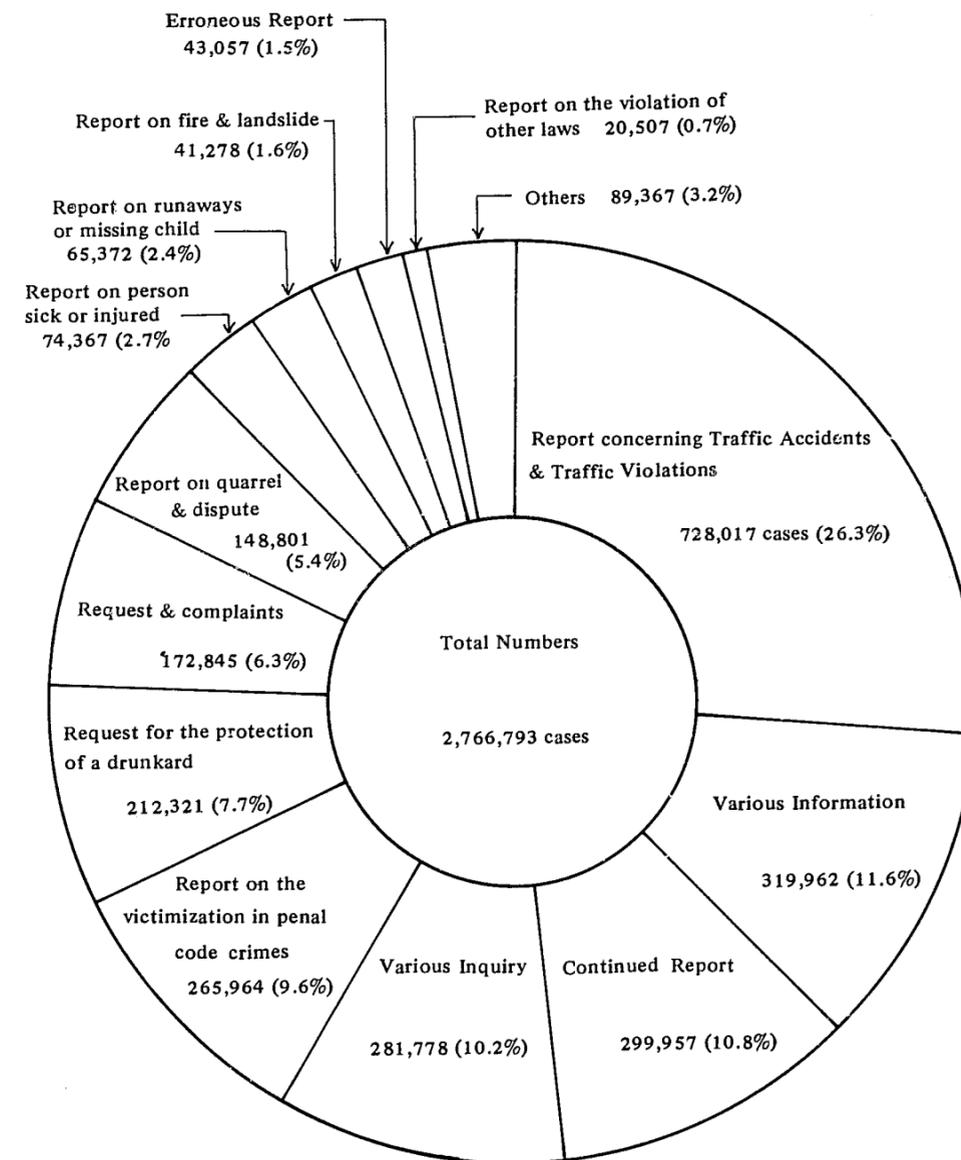
Traffic safety education and training have been heavily promoted in accordance with the classification of the individuals, such as pedestrians, bicycle riders, children and the aged. Traffic safety education programs have been given separately to groups such as kindergarten, day nursery schools, Infants' Traffic Safety clubs, Traffic Boy Scouts, and sectional meetings of Traffic Safety for the Aged etc. Technical driving guidance instruction is also actively given to those persons who are using motor bicycles, which recently have become very popular in this country.

In addition, for the purpose of achieving breadth of coverage in the administration of safety driving, scheduled travelling guidance has also been offered to various kinds of enterprises.

### (2) IMPROVEMENT OF TRAFFIC SAFETY FACILITIES

In 1979, the sum of 720,000 million Yen was expended for the modernization, expansion and establishment of the following items:

§ Modernization and installation of traffic signals and road signs.



- § Establishment of "Traffic Control Center."
- § Establishment of exclusive roads for pedestrians.
- § Establishment of priority lanes for buses so as to insure public transportation services.
- § Various countermeasures so as to insure the safe use of bicycles, especially in urban cities.
- § Overall control over the preventive measures against environmental pollution in traffic matters.

### (3) TRAFFIC GUIDANCE AND CONTROL ENFORCEMENT

By analyzing from different viewpoints the relationship between traffic violation practices and traffic accidents, a pattern has emerged which suggests a series of priorities. Stronger law enforcement efforts should be directed at traffic violation cases which focus on the "worst three practices in driving" — drunken driving, violation of speed limits and unlicensed driving also, such vicious and dangerous violations as disregard for traffic signals, failure to stop temporarily, overload driving and overwork driving, should be targeted. It should be recognized that the causes for traffic violations suggest a remedy that not only drivers, but also those persons who are employing drivers, are responsible for. Both groups have their respective responsibilities to obey the law.

### (4) COUNTERMEASURES AGAINST "BOSOZOKU" (MOTOR-CYCLE GANG GROUP)

As of November, 1979, the total number of "Bosozoku" groups was 472, while their constituent group members numbered 25,183 persons. In addition to these group members, there is another "quasi-component" membership numbering 121,136 persons. When these persons are classified by age, 77.6 percent of "Bosozoku" members are among the younger generation, and the trend is in the direction of even younger member. When they are further classified into students and workers, those high school students comprise the highest portion, or 21.8 per cent of the total figure. In 1979, an aggregate total of 134,000 participants massed on the roads to demonstrate their strength on 2,000 occasions by mobilizing 66,400 units of vehicles. In December, 1978, the Road Traffic Law was revised and the police have been enforcing control over the activities of "Bosozoku" groups in this country. These countermeasures alone, however, are not adequate. In order to achieve the intended objective, the police are making every effort to establish much closer contact with schools, places of employment, workshops and families, etc.,. It is anticipated that with this strategy various "Bosozoku" may be ultimately disorganized.

### (5) ADMINISTRATION OF EXPRESSWAYS

Since July, 1963 when part of "Meishin" Expressway (From Nagoya to Kobe) was

opened to the public, the expressways in this country have been maintained in good order. As of end of 1979, the expressways, which have served as principal arterial roads across the country, have been extended to 2,524 kilometers. As these expressways expanded, traffic accidents also increased year by year. In 1979, accidents of personal damage amounted to 2,453 incidents involving 4, 614 persons. Among them, death accidents occurred in 137 cases and 162 persons were killed. Property damage accidents numbered 10,532 cases. In driving on an expressway, even minor ignoring of the rules, to say nothing of reckless driving, is likely to be directly related to accidents in which death is the final result.

Once a serious accident occurs on the expressway, the structure of a road is remarkably damaged and its impact is immediately extended even to ordinary roads, these cause traffic disorder covering a very wide range.

In order to cope with this problem, the police place emergency measures into operation for the purpose of insuring "safe driving" on the road. In implementing these measures, such as traffic control and guidance, traffic safety education and public information campaigns were actively promoted by the traffic police in this country.



*Multi-collision catastrophe in Nihonzaka Tunnel on the Tomei Expressway*

## 7. ACTIVITIES OF THE SECURITY POLICE

Favoured with the growing understanding and support of the nation, the Japanese police have made every effort to maintain the peace and order of this country through efficient operation of the following countermeasures:

- § Establishing and maintaining operationally ready structures at all times, including necessary equipment and devices. These should be fully perfected for immediate police use.
- § Upgrading various types of investigative techniques and insuring much closer and mutual cooperation among Metropolitan and Prefectural police organizations. These include the exchanging of necessary information and data.
- § To promote affective police activities and operations by making the maximum use of previous experiences and lessons learned from the past.
- § Thorough education and training should be given to all police officers so as to upgrade security officers' quality of performances.
- § Promoting "C/R" - Community Relations - programs and activities of the police so as to maintain good relationships between the police and community residents. Thus, the nation's fullest possible understanding and cooperation with the police can be insured by the efforts of the police.

It is of particular interest to note here that the way to maintain "peace and security" of this country by police is conspicuously different from those in foreign countries in that in Japan the police alone is held responsible for, not only carrying out various types of criminal investigations, but also suppressing unruly rioters and others.

### (1) "KIDOTAI" (RIOT POLICE UNITS)

The main nucleus of the activities of the security police, and the massive security police power is the "KIDOTAI" (Riot Police Units) in this country. Its national strength is about 15,000 officers which have been organized into units by Metropolitan Police and Prefectural Police Members of the riot units who are officers in their twenties are characterized as possessing excellent intelligence and physical powers and are selected on a nationwide basis. Therefore, being selected as member of a riot police organization is considered to be a high honour among young and promising police officers in this country. Their main mission is to perform the required activities as a nucleus or through teamwork. As Japan frequently experiences earthquakes and typhoons, the activities of the riot police units must be prepared, especially in the case of a large-scale disaster. This is one of their central missions.

Because of this necessity, in ordinary times these riot police units are undergoing daily training to brush up their operational capabilities. These include activities such as security operation techniques, and approaches to coping with crimes committed by groups, controlling congested streets or areas. If required by the situation, riot police units can also be mobilized to engage in on-the-street activities, such as patrol services and

traffic control functions.

The discipline of the riot police units is strictly maintained at a very higher level, thus increasing the trust and support of the majority of the Japanese, in the carrying out of their assigned missions. The riot police units are all equipped with the latest technological apparatus and tools available, such as "Floodlight cars", "Water cannon cars", "Rescue operation cars", to say nothing of various security operation vehicles. Thus, they can be operationally ready to cope with any emergency situation or circumstance. In 1979, the riot police units were called out to perform their missions a total of about 25,000 times and a total of over 4 million riot police officers were mobilized throughout the country. Police security operations conducted included a series of "opposition strife against New Tokyo International Airport (Narita)". These were launched by extremist "Ultra leftists' groups" and others. In the "Tokyo Summit Conference" in June, 1979, the security forces were called out for action which included the selected riot police units as the nucleus.

### (2) TREND OF "ULTRA-LEFTISTS" VIOLENT GROUPS

An Ultra-leftist violent group, whose existence has caused a big social problem in this country, has so far launched bombing incidents, internal-strife murder cases, and many instances of vicious guerrilla incidents involving the use of "Molotov cocktails" (Kaenbin). The bombing incidents, which were considered to have been perpetrated by this riotous group, occurred on 4 occasions in 1979, three of which were later confirmed to have been the work of this particular group's. The evidence for this is the group's statements which were sent to the Japanese mass media after the commission of these vicious crimes. In the above statement made by this group, they made it clear that they worked in concert with an overseas guerrilla group which attack Japanese firms that had made inroads into foreign countries. These included EL Salvador and others. This ultra-leftist group also had launched bombing attacks against domestic firms in this country. The bombing attack incident is an extremely vicious crime which clearly endanger the lives of law-abiding citizens. Therefore, the police are making the fullest possible effort to prevent these cases in advance of their undertaking. One suspect who was involved in Kyoto's "Shinmachi Kaikan Bombing Incident" on January 24, 1979, was arrested by police.

Each faction of the ultra-leftist violent group strongly believes that its own revolutionary ideas and tactics are unique and absolute, and that other doctrines and philosophies are wrong. Therefore, each faction is based on the theory that there will be no victory in any revolution, unless all the other opposing factions are "annihilated."

In this way, obsessed with these dogmatic ideas, each faction has been making every effort to repeatedly launch "inter-group strife" against other factions. In 1979, 22 incidents occurred, in which 8 persons were killed and 22 persons were injured.

The police, therefore, are making every effort to take necessary precautions. Through mobilizing its own resources the police, at the same time, are appealing to related agencies and community residents for their fullest support. They are seeking for cooperation so

as to prevent these unlawful incidents from occurring.

Moreover, in cases when incidents of inter-group strife occurs, necessary security investigative actions were undertaken by police. In 1979, 13 incidents were cleared with the arrest of 53 persons involved.

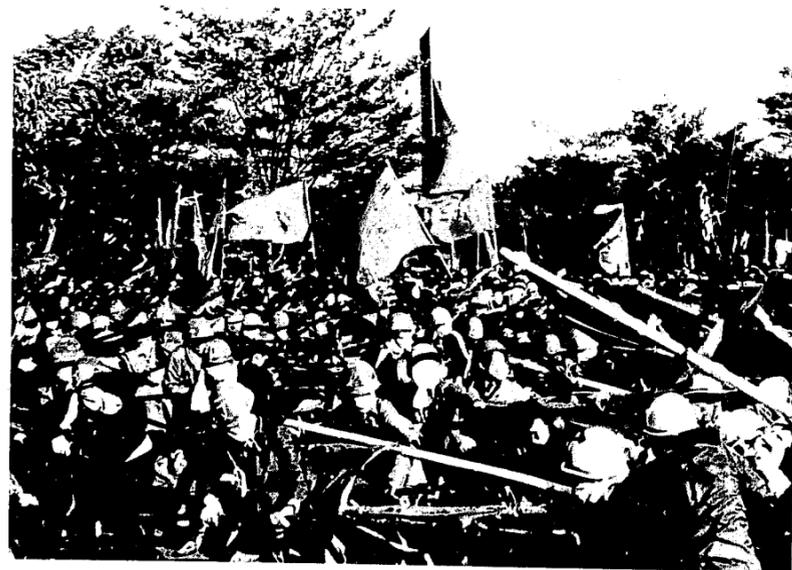
City guerrilla incidents were launched by these ultra-leftist groups in 1979, their main targets centered on "Narita Airport Struggle" and "Smashing strife" against the "Summit Conference" of the Heads from major countries. Compared with 1978, the number of incident in 1979 were sharply reduced. However, the type and manner of committing these particular crimes became conspicuously vicious, as in the case of "arson incidents" through the use of "inflammable" time ignition devices.

### (3) TRENDS INVOLVING THE JAPANESE RED ARMY (NIPPON SEKIGUN)

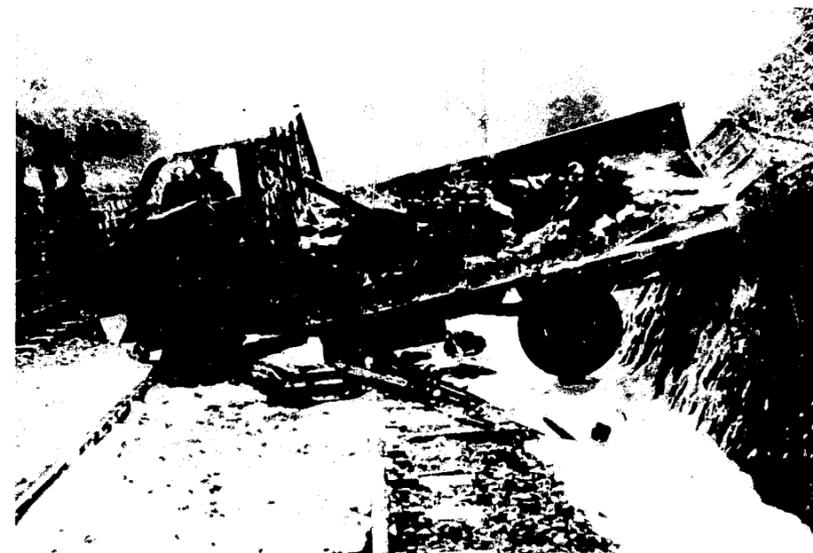
The focus of worldwide attention was directed to the terroristic Japanese Red Army. They had launched many international terroristic incidents in the past, such as "Kuala Lumpur Incident" on August 4, 1975 and the "Hijacking Incident of Japan Air Line's airliner on September 28, 1977" while they did not cause any such incident in 1979, object is to expand their strength through supporting or sympathizing groups in Japan. Thus, this terroristic group has strengthened its overall approach at every level of organization in this country.

### (4) TREND OF THE RIGHTISTS GROUPS ("UYOKU") IN JAPAN

The Rightists groups in Japan have intensified their efforts to confront the Government Party and the Left Wing element. In 1979, these rightists groups launched attacks,



*Actual scene of the free-for all by ultra-leftists violent groups.*



*A vehicle enveloped in flames which was shoved off onto the Lines of Keisei Electric Railway.*

such as "Forced entry into the Head Office of the Liberal Democratic Party", "Attempted murder incident against Mr. Kenji Miyamoto, Chairman of the Japan Communist Party." Also included in these activities was an incident of mass violence in the East Plaza of Sinjuku Station which concerned the election of the Governor of Tokyo Metropolis", etc. The police are making every effort to prevent unlawful incidents from occurring, and they are striving to identify, at the earliest possible point, the objects of these incidents. This requires very close surveillance activities. In 1979, a total of 164 incidents were cleared by the police with the arrest of 364 persons.

## 8. AUTHORIZED STRENGTH OF POLICE PERSONNEL, PROMOTION, PAY AND ALLOWANCES

### (1) AUTHORIZED STRENGTH OF POLICE PERSONNEL

As of the end of April, 1980, the total number of police personnel of Japan was approximately 245,900, of which about 7,700 are assigned to the national level police organizations with an approximate breakdown as follows:

Police Officers (Sworn Officers) . . . . 1,100, Imperial Guard Officers . . . . 900, and Civilians . . . . 5,700 (About 4,100 civilians are assigned to police communications)

The Tokyo Metropolitan Police Department (TMPD) and other Prefectural police forces have a total of 238,200 personnel, and an approximate breakdown is as follows:

Police Officers . . . . 207,900, Traffic Wardens . . . . 4,000, and Civilians . . . . 30,300.

These local police forces, including the TMPD, have been annually allocated an average increase of 3,000 police officers for purposes of being better able to cope with the population growth (1 million a year) and the ever-diversified demands imposed on police services.

### (2) RANK OF POLICE OFFICERS AND PROMOTION

The ranks of police officers are as follows:

Commissioner General of the National Police Agency (NPA), Superintendent General, Superintendent Supervisor, Chief Superintendent, Senior Superintendent, Superintendent, Police Inspector, Assistant Police Inspector, Police Sergeant, Senior Policeman, and Policeman.

The Commissioner General of the NPA is the highest ranking police officer, and the Superintendent General (Head of the TMPD) is the second highest ranking police officer in our police community.

Senior policemen are selected from among policemen for their distinctive job performances and professional experiences. While working with policemen, they are supposed to act as coordinators and give proper guidance to policemen.

Promotions to higher ranks are obtained either through examination or selection.

### (3) SALARY AND ALLOWANCE FOR POLICE OFFICERS

Police officers' remuneration consists of salary (monthly) and allowances of various kinds. In consideration of the characteristic functions of police officer's duties, special salary and wage schedules are applied to these police officers, and their amount of monthly salary is prescribed to be higher than that received by ordinary public service

personnel.

For instance, a 19-year old policeman who was a high-school graduate and finished the basic course of a new policeman (one year) receives a monthly salary of 95,500 Yen when he is assigned to a Police Box. His monthly salary, when compared with that received by an ordinary public service personnel, who is the same age as this policeman, is higher by 14,100 Yen than that (81,400 Yen) of his counterpart.

Among various policeman's allowances, the "Family Allowance" and "Community Allowance" are the same as those of general public service personnel. However, "Special Duties Allowances" are given to those police officers who are engaged in official duties which are extremely dangerous, uncomfortable, unhealthy, or difficult. These include activities such as criminal investigation, traffic control and driving patrol cars, and the "special duties Allowances" range from 200 Yen to 330 Yen a day in accordance with the particular nature of the duties to be performed.

Moreover, the salary and allowance for those police officers who are public service personnel are defrayed by the State budget, while those for police officers who are assigned to Metropolitan and Prefectural police organizations are paid for by their respective organizations.

*Police Rank and Insignias*

*TITLE INSIGNIA*

For

The Commissioner General  
of the NPA



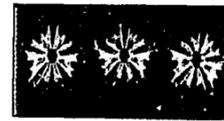
(Five Gold Rising-sun)

*RANK INSIGNIA*

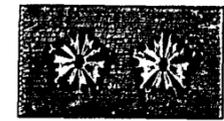
For

The Superintendent General  
of the MPD

(Four Gold Rising-sun)



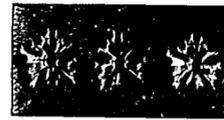
Superintendent Supervisor  
(Keishikan)



Chief Superintendent  
(Keishicho)



Senior Superintendent  
(Keishisei)



Superintendent  
(Keishi)



Police Inspector  
(Keibu)



Assistant Police Inspector  
(Keibuho)



Police Sergeant  
(Junsabucho)



Senior Policeman  
(Junsacho)



Policeman  
(Junsa)

Remarks:

- Both Commissioner General of the NPA and Superintendent General of the MPD wear respective insignia on both sides of their shoulders of uniforms.
- The Commissioner General, NPA wears "Commissioner General's insignias (five gold leaves) on his uniform.
- Other police officers wear their respective insignia on both sides of their lapels of their winter uniforms.
- In case of the summer (informal) uniform, police officers wear only one insignia on the right chest of their uniforms.

**9. RECRUITMENT OF POLICE OFFICERS AND THEIR EDUCATION AND TRAINING**

**(1) RECRUITMENT OF POLICE OFFICERS**

The recruiting of policemen is conducted by each Metropolitan or Prefectural police organization by dividing all applicants into two groups, University (4-year system) graduates and High-school graduates. The ratio is about one to one or 50% drawn from each category. The recruiting examination includes a written examination on general educational subjects, a composition, an Aptitude Test, a Physical Examination and Finally a thorough review assessment of each applicant's character evaluated by means of a personal interview.

**(2) EDUCATION AND TRAINING OF POLICE OFFICERS**

Recruited police officers are ordered to enter respective Metropolitan or Prefectural police schools to undergo required basic professional education and training as a new policeman. When these newly recruited policemen are promoted to the higher ranks, they are required to go through junior or middle-class police officers, education and training conducted at Regional Police Schools and the National Police Academy. In these junior or middle class officers' training schools, special emphasis is placed on the enhancement of their capability for leadership, for guiding their subordinates, and their skills in business management. In addition, higher professional education and training are conducted for those selected officers in investigative field. The "Highest Training Institute for Investigative Leaders," which is an attached institute to the National Police Academy, offers programs for these personnel.

Apart from regular police trainings by respective police schools, especially in those police posts at respective Prefectural Police Headquarters, or Police Stations, "on-the-job" professional training has been conducted by seasoned junior or middle-class police officers. Short courses (workshops), study & research conferences, travelling guidance activities and the preparation and distribution of professional materials, are actively carried out for all police officers in this country.

Especially for the benefit of young police officers, special programs have also been provided to give them an opportunity to learn and observe police professional training conducted by various police organizations in the USA and European countries. Also, a dormitory-type group study program is also provided for these young officers lodging at the "Seinen-No-Ie" (State Youth Center) to enhance their expertise.

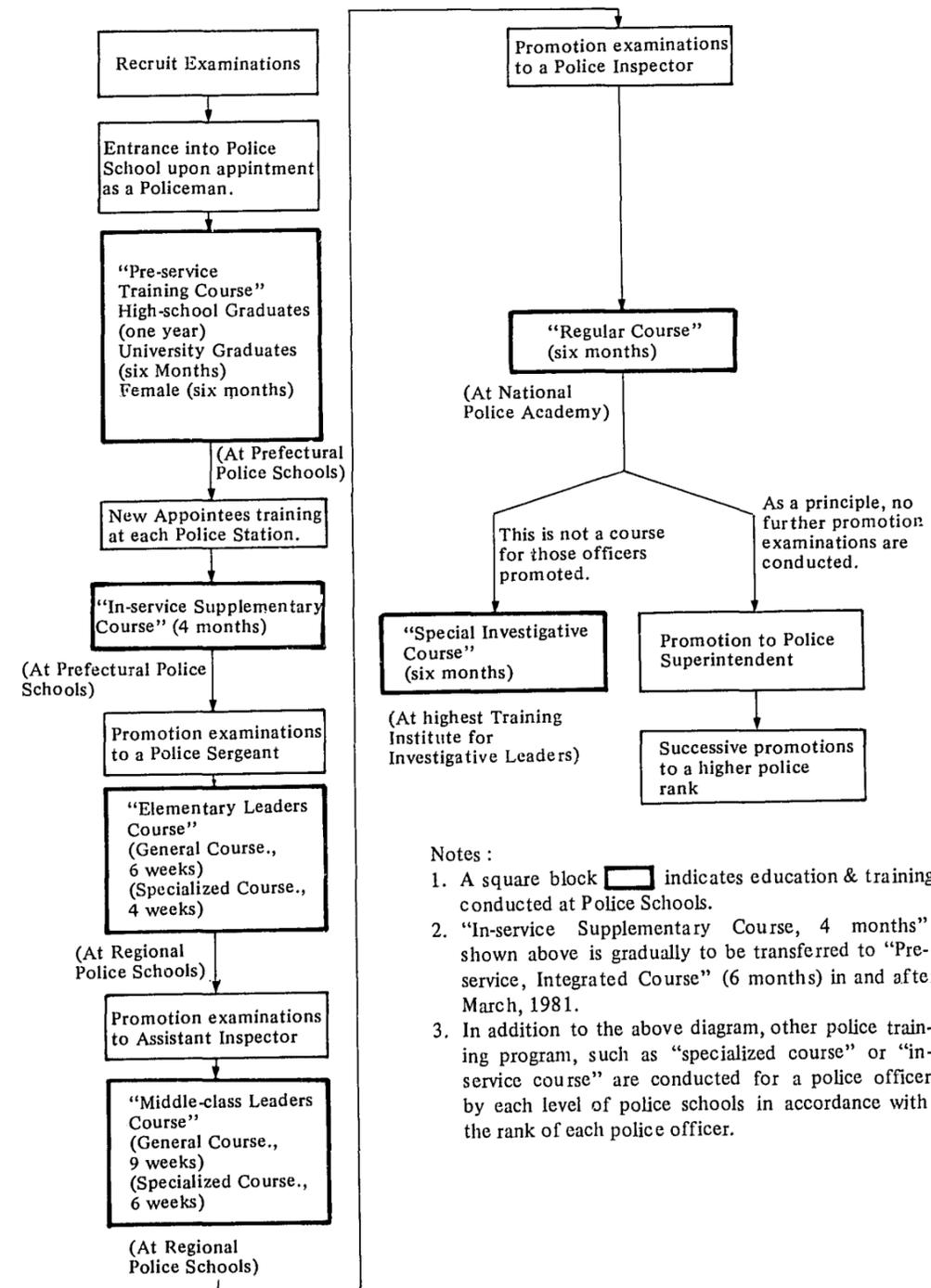
In view of the professional characteristics and responsibilities of police officers, in connection with arresting criminals and saving human lives, all police officers in this country are practicing actively professional special skills, such as Judo, Kendo, Arresting Techniques and handling service pistols and First-Aid techniques. The skill levels especially in Judo, Kendo and Pistol shooting are very high and there are many police officers

who are actively engaged in these technical fields who are national and international champions.



Actual scene of Judo training among students.

Police Training System at Police School showing progress of Promotion of a Police Officer to the Rank of Junior and Senior Police Officer



## 10. POLICE BUDGET AND EQUIPMENT

### (1) POLICE BUDGET

#### A: Mechanism of appropriating police budget

The budget appropriated to the police of Japan is divided into two parts: "National Expenditure" ("Kokuhi") and "Metropolitan Prefectural Expenditure".

The Structure under which National Metropolitan and Prefectural expenditure are defrayed are as follows:

#### (i) By the State :

- Salaries and other allowances of senior police officers ("local senior police officers") with the rank of and higher than "Keishisei" (Senior Police Superintendent)
- Expenses needed for the maintenance and management of the police educational facilities, such as police school and those for education and training in the police school
- Expenses needed for criminal identification
- Expenses needed for completion and maintenance of police equipment, such as police vehicles, boats, and helicopters
- Expenses needed for escorting and guarding services
- Expenses needed for the investigation of crimes affecting national public safety and other special types of crimes

#### (ii) By the Prefectures :

- Salaries and allowances of those police officers with the rank of and lower than "Keishi" (Police Superintendent) to include civilian police personnel
- Expenses needed for carrying out general investigation of crimes
- Expenses needed for the performance of "Traffic Police"
- Installation expenses needed for police stations and police boxes

#### B: Police budget appropriated in F/Y 1980

The National Police Agency's budget and those for the Metropolitan and Prefectural Police organizations in F/Y 1980 are as follows:

- As indicated by the diagram below (No. 1), the original budget appropriated to the National Police Agency (NPA) in F/Y 1980 was 149,104 million Yen. Compared with the total amount of budget in the previous year (145,734 million Yen), the 1980 budget was increased by 3,370 million Yen, and the rate of growth turned out to be about 7.3 per cent.
- As indicated by the diagram below (No. 2), the original budget appropriated to the Metropolitan and Prefectural Police organizations in F/Y 1980 amounted to 1,600,169 million Yen. Compared with the total amount of the budget in the pre-

vious year (1,418, 936 million Yen), the increase was 181,233 million Yen, and the rate of growth was about 12.8 per cent.

Diagram No-1 Composition of the NPA budget

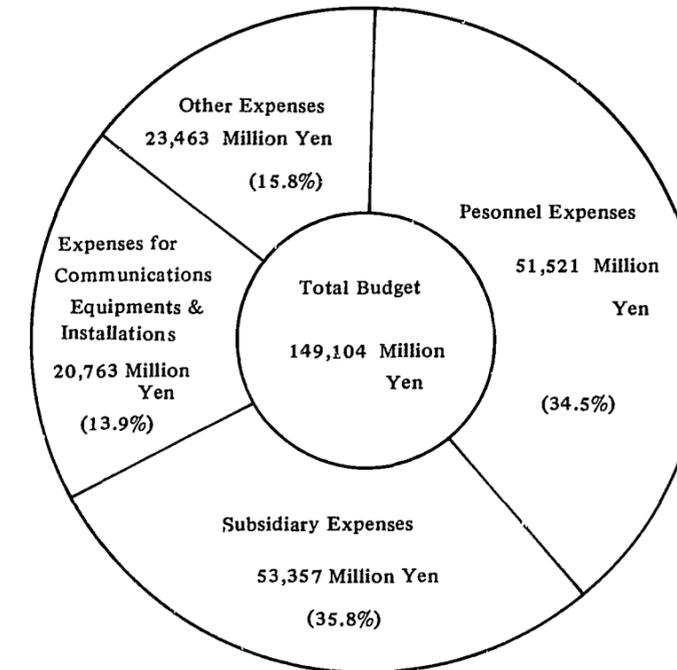
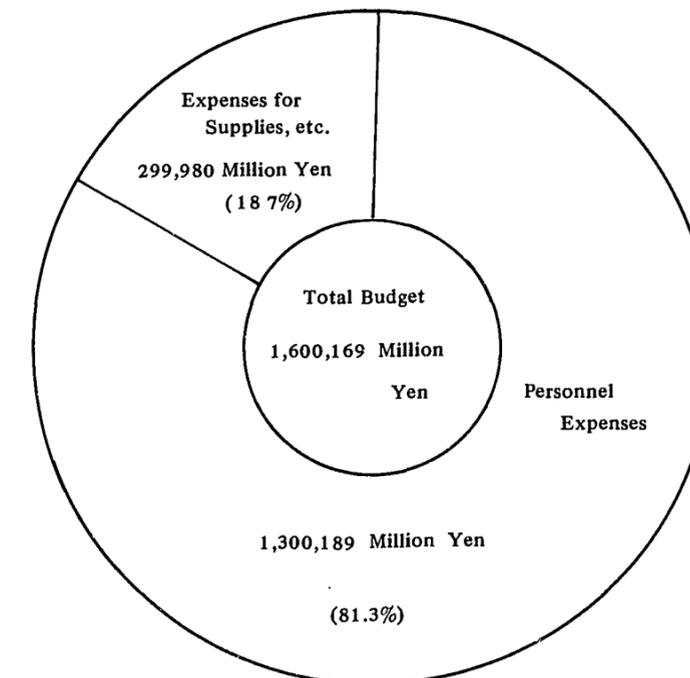


Diagram No-2 Composition of the Police Budget for Metropolitan & Prefectural Police Organizations



## (2) POLICE EQUIPMENT

Police equipment is furnished to all police officers to maintain the peace and order of this country which is the mission of the Japanese police. These equipment ranges in a variety of categories, such as personal equipment, uniform and pistol every police officer wears and large-size equipment such as motor vehicle, helicopter and police boat. The following is the explanation of some of equipment currently used by police:

### A: Police Motor Vehicles

Those police motor vehicles assigned to all police organizations throughout Japan are represented by "Police patrol cars", "Traffic patrol cars", "White motorcycles" which are also known as "Shirobai", "Investigative Cars" and "Transport Cars", the total number of which is in excess of about 20,000 units throughout the country.

The missions assigned to these police vehicles are the handling of emergency report cases or incidents, traffic control and traffic law enforcement, conducting investigative activities and security operations covering the total fields of police activities. From the viewpoint of performance of required police activities and operations, these police equipments have the highest rate of utilization by the entire police organizations.



*Patrol car (Kanagawa Prefectural Police )*

### B: Police Boats

The total number of police boats whose overall length ranges from 8 meters to 20 meters is about 200 boats throughout the country, most of which are assigned to those "Water police stations" which are located at typical open-ports of this country, such as Tokyo Port, Yokohama Port, Osaka Port and Kobe Port, with the rest of boats positioned at other ports, isolated islands, lakes and marshes and rivers.

The missions of these police boats are to enforce related laws and regulations over smuggling of contraband, illegal entry and departure of persons into and out of this

country and to provide patrol services on the waters, and to rescue those persons involved in water accidents and calamities.



*Police patrol boat in action (Hokkaido Prefectural Police)*

### C: Police Helicopters

A total of 29 police helicopters are currently assigned to those Prefectural Police Headquarters, such as Tokyo Metropolitan Police, Kanagawa, Osaka and Hokkaido police and Okinawa organizations whose mission is to quickly survey and grasp the general situation surrounding a disaster or accident of national or local importance, and to provide relief and protection operations, carry out police publicity campaigns, assist in investigation and traffic control operations through air-to-ground coordination operations, and to carry out emergency evacuation operations for those who become sick suddenly, or are seriously injured requiring immediate medical attention.



*Helicopter starting patrol from air base (Okinawa Prefectural Police).*

## 11. ELECTRONIC COMPUTER SYSTEM AND ITS UTILIZATION

In order to cope more adequately and precisely with rapidly rising criminal activities along with the greater speed of criminals' mobility, the National Police Agency (NPA) introduced for the first time an electronic computer system into police operations in March, 1964. This system was also required because of the increasing sophistication of criminal behavior, which reflects itself in the greater complexity and diversity of crime. The NPA has taken every necessary measure to steadily promote the establishment of the police information control system in this country. Currently, this national police information system is classified roughly into two processing systems: "BATCH" processing system and "REAL TIME" processing system.

This overall police information system has assisted the front-line police activities much more effectively and promptly by processing various nationwide information inquiries and answering operations along with various kinds of compilation and assessment of statistical data tabulations.

### (1) "BATCH" PROCESSING SYSTEM

Since March, 1964, four sets of large electronic computers have been installed at the NPA, and the data transmission network linking NPA, with the Metropolitan and Prefectural Police Headquarters has been established and maintained in good condition. Under the above NPA electronic computer system and data transmission network, the following services have been processed, through an "On-line Batch" processing method:

- § Inquiries concerning "modus operandi "(M/O) in criminal cases.
- § Inquiries concerning "single fingerprint files".
- § Inquiries concerning "registration of firearms".
- § Matters concerning the "Drivers' Administration Center".
- § Compilation of criminal statistics and traffic accident statistics, etc.

### (2) "REAL TIME" PROCESSING SYSTEM

Since January, 1974, two sets of ultra large-sized electronic computers which have been installed at the NPA building and the display end-terminals established at each Metropolitan and Prefectural Police Headquarters have been linked together by data transmission networks. Through this link-up arrangement, the following services have been processed smoothly by the system of answering promptly to any inquiries made by the front-line police officers performing their assigned duties :

- § Inquiries concerning the person listed on a nationwide wanted notice.
- § Inquiries concerning the person who is running away from home.
- § Inquiries concerning specified motor vehicles, such as "stolen cars" or "hit-and-run" vehicles.
- § Inquiries concerning "stolen goods".

Furthermore, in addition to the above-specified nationwide inquiry services and statistical information services, a total of 18 Metropolitan and Prefectural police organizations have independently introduced electronic computers of their own. They are effectively assisting in the processing of the administration of their personnel, coordinating activities of drivers and providing various statistical services to be utilized in their own prefectures.



*The NPA's ultra Large-sized Electronic Computer System*

## 12. POLICE COMMUNICATIONS NETWORK AND ITS OPERATIONAL ACTIVITIES

Both the operation and administration of all police communications are centralized under direct supervision of the National Police Agency (NPA) on a nationwide basis in this country.

The integrated police communications network extends throughout the country, linking closely all police organizations with the NPA. The NPA serves as the overall operation center, and the details of this police linkage are as follows:

§ From the NPA to 8 Regional Police Bureaus and Hokkaido Prefectural Police Headquarters.

§ From each Regional Police Bureau, which serves as its operation center, to all Prefectural Police Headquarters which are located in respective jurisdictions of the Regional Police Bureau.

§ From each Prefectural Police Headquarters, serving as its operation center, to all Prefectural Police Headquarters which are located in respective jurisdictions of each Prefectural Police Headquarters.

§ From each Prefectural Police Headquarters serving as its operation center to all Police Stations, Police Boxes, and Resident Police Boxes which are located in each jurisdiction of the Prefectural Police Headquarters in the order specified above.

All the police telephone trunk lines linking the NPA, each Regional Police Bureau and each Prefectural Police Headquarters have currently a fully operational status on an "automatic and instantaneous basis" through the system of "multiple channel microwave telephone lines", all of which are exclusively operated and maintained by police. This specified system is being expanded even to the level of Police Stations throughout the country.

### (1) FACSIMILE AND TELEPHOTOGRAPHIC TRANSMISSION OPERATIONS

For the police trunk-line communications operations, special communication methods, such as "Facsimile" and "Telephotographic Transmission", etc., are utilized throughout the country. These specific communication methods have been extensively employed due to their capability of rapidly exchanging documents, photographs, fingerprints, etc.

Facsimile transmission operation, in particular, has proved to be particularly valuable in the prompt exchange of documents of all kinds. Therefore, this particular method has been extensively used for circulating notices on criminal investigations, and exchanging various information and data among police organizations in this country.

### (2) U. H. F. RADIO COMMUNICATIONS OPERATIONS

The Ultra-high frequency radio telephone network has been established in each Metropolitan and Prefectural jurisdiction. It is specifically used for those radio-equipped

police cars which are engaged in patrol activities and other police functions, displaying an excellent capacity for assisting in the prevention of crimes from occurring and insuring the earliest possible clarification of various criminal cases. These police radio cars have been modernized and strengthened annually.

In order to offer in mediate and accurate police responses to the emergency calls for police assistance by community residents, the concentrated operation of the "110-dial-system" has been put into practice with major urban cities at the center of these activities. In much larger regions, thus, the operation of patrol cars has become much more effective than before.

### (3) PORTABLE RADIO TRANSCEIVERS

Portable radio transceivers have been maintained and provided mainly as "personal radio sets" for individual police officers to be used for local communication purposes. This portable set is compact and light-weight and has a high capability for being used widely in the performance of front-line police activities. These include criminal investigation, security operations in time of various disasters, security operations for demonstration, control of crowded streets or sections, enforcement of traffic laws and regulations, rescue operations in mountain accidents and other emergency deployments of police units. Therefore, these portable radio sets have fully justified their broad scale deployment in front-line police operations.

Specifically "a radio communication network, designed for police officers on foot-patrol duty with respective police stations serving as its center" has been operated and maintained by major police stations across the country. It has proved to be highly effective. This system has brought about impressive and fruitful results concerning the speed of deployment of police officers to the crime scene or accident location. Consequently this has assisted relations between the police and community residents.

### (4) SHORT WAVE RADIO COMMUNICATIONS OPERATIONS

Short wave radio communications are composed of two networks:

"International communications network" and domestic one. In the field of "international communications network", I. C. P. O. — Interpol Tokyo Radio Station located at the NPA has been actively performing its assigned mission as the "Regional Central Radio Station in Southeast Asia" communicating not only with other member countries' "National Radio Stations" located in this specified area, but also with the International Central Radio Station, known as "Interpol Central Radio Station" in Paris/France conducting necessary communications, such as circulation of international wanted and search notices, and additional matters relating to various crimes with international ramifications.

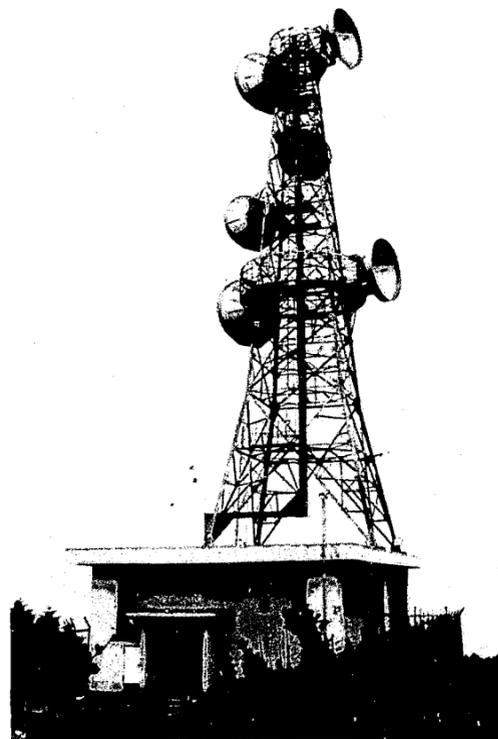
In the field of nationwide short wave radio communications network, it is exclusively used by the NPA, Regional Police Bureaus, Prefectural, and Metropolitan police organizations as a "stand-by" communications system in case of an emergency. This means that if

police telephone lines were cut off due to a disaster or a calamity, this short wave radio system has demonstrated its powerful capability for performing in a stopgap fashion.

#### (5) OTHER COMMUNICATION EQUIPMENT AND DEVICES

“Mobile multi-channel radio telephone cars” and “Emergency radio telephone sets” have been assigned to and maintained by all Metropolitan and Prefectural Police Headquarters across the country. These two sets of equipment are capable of being called out at any time to the actual scenes of various security and for crime operations. These devices are capable of establishing quickly police telephone communication lines to their respective police headquarters. Furthermore, Metropolitan and major Prefectural Police Headquarters are equipped with “mobile radio telephone equipment” – which is capable of communicating by dial with the telephone sets which are placed on the desks of senior police officers from the actual scene. These include “wire & wireless telephone sets” which can promptly transmit “video-images” directly to respective Police Headquarters, and “Helicopter-mounted radio equipment.”

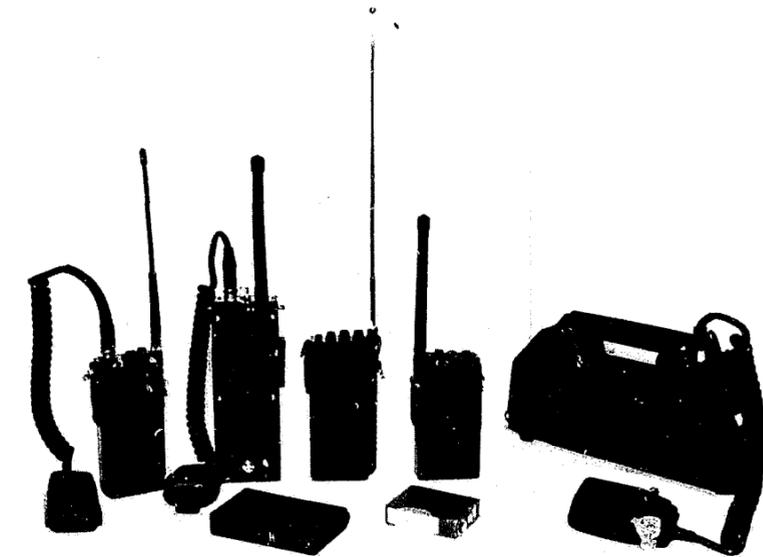
These special sets of equipment which are combined with the mobility of police helicopters, police cars and so forth can very powerfully and effectively serve on front-line police activities.



*Communications' antenna relaying police telephones.*



*A police officer contacting police station by his portable radio.*



*Various kinds of police communications equipments.*

### **13. ACTIVITIES OF THE NATIONAL RESEARCH INSTITUTE OF POLICE SCIENCE (KAGAKU KEISATSU KENKYUSHO)**

The National Research Institute of Police Science is a comprehensive research institution which is composed of four Divisions: the First Forensic Science Division, the Second Forensic Science Division, the Crime Prevention and Juvenile Division, and the Traffic Division. In compliance with requests made by the front-line police organizations throughout the country, this Institute engages in research and development necessary to law enforcement activities.

This institute also conducts identification and examination of unusual cases and incidents. It offers technical guidance and assistance to technicians across the country. In carrying out the above mission, the Institute is truly the "center" of scientific police in this country.

Among recent activities offered by this Institute are the following, which include "highlights".

#### **(1) RESEARCH AND DEVELOPMENT ON INDIVIDUAL IDENTIFICATION WITH BLOOD**

The blood stain which was taken from the actual scene of a crime is, before everything, identified so as to confirm whether it is human or animal blood. If it is confirmed to be human blood, it is further examined by using various types of testing methods to determine the "blood group" in question. Through the above mentioned process, the Institute achieves individual identification.

Through the application of "Hemotypology", "Serology", "Biochemistry", "Genetics" and other scientific disciplines, the Institute has actively tackled through research and development, projects on the identification and examination of these blood groups. Furthermore, the research work has also progressed as to the method of determining blood groups from hard tissue, such as hair and bone, and from "body fluid", such as saliva and urine.

#### **(2) RESEARCH AND DEVELOPMENTAL PROJECTS ON THE IDENTIFICATION METHOD OF VARIOUS TYPES OF FIREARMS AND AMMUNITION**

Recently, those criminal cases involving the use of firearms have increased in number. All kinds of bullets and cartridges which were discovered at crime scenes are sent to this Institute. Therefore, it has become a very important mission of the Institute to identify and examine these bullets and cartridges so as to determine the specific firearms employed.

In recent years, research efforts of this Institute have also progressed in the field of determining the power of a specified gun, and identification of whether or not it is a

bullet hole, including the method for determining the discharging bullets. The result of these research projects are eagerly anticipated.

#### **(3) RESEARCH PROJECTS ON SOCIAL AND FAMILY ENVIRONMENT SURROUNDING JUVENILE DELINQUENTS**

The prevention of juvenile delinquency is always viewed as a crucial and difficult problem. Therefore, this Institute has tackled this project with a view to finding ways of preventing juvenile delinquency before it emerges. In examining the environmental factors that encourage juveniles to delinquency, it must be mentioned first that the social structure is at the root of this problem along with the educational system, place of work, and the family environment.

To cope with recent trends involving the abusive practices of medicines, including sniffing of "paint thinner" and taking stimulant drugs, shoplifting, running away from home and the tendency to promote acts of violence, the Institute has undertaken diversified studies such as research on guidance techniques, the process of becoming delinquent, methods of identifying and predicting delinquents behavior.

#### **(4) RESEARCH PROJECT ON THE WAYS AND MEANS OF ESTABLISHING "PEDESTRIAN STREETS"**

Up to now, the research work has been undertaken principally on the techniques of establishing various kinds of "pedestrian streets", as "shopping streets" in commercial areas, and this particular approach has become quite popular nationally. For the further development of the research, the Institute intends to focus the research work also on the techniques of establishing roads in residential areas.

As a principle, the idea of separating pedestrians from motor vehicles is desirable. When the nature of residential areas is taken into consideration, however, it is also an important subject of study to find new methods under which pedestrians and motor vehicles can co-exist. The research is now actively carried out to give solutions to this problem.

*Identification of Blood Group (2nd Medicolegal Section)*

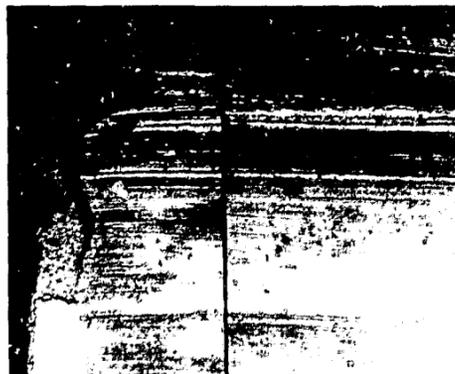


Victim Type - A	Suspect Type - A
 Anti-A Anti-B Type - M	 Anti-A Anti-B Type - MN
 Anti-M Anti-N Type - q	 Anti-M Anti-N Type - Q
 Anti - Q	 Anti - Q

▲ The above photograph shows the result of "cohesive reaction" of the blood type of a victim and a suspect. The victim's blood group is A, M, q-type, while that of the suspect is A, MN, Q type. Both persons are different in MN-type and Q-type blood groups.

◀ Left photograph indicates an actual scene of examining a blood group.

*Identification of a Bullet (2nd Machinery Section)*



▲ The photograph shown above indicates bullets of various calibers which were discovered at the actual scene of crime.

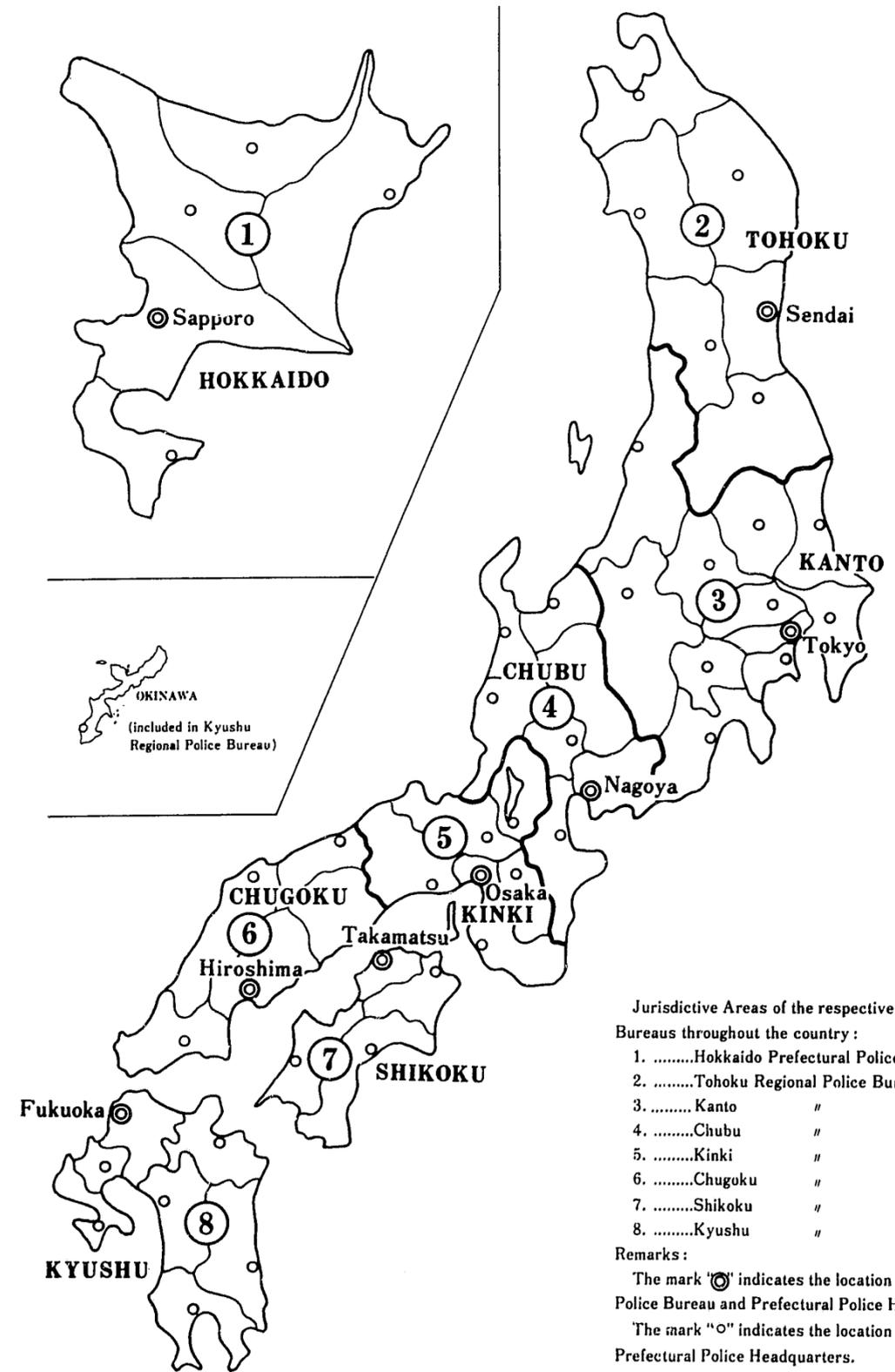
◀ Left photograph indicates "rifle marks" which were left on the surface of the bullet discharged by a gun. The left and the right sides of the central border line indicate different bullets, but the coincidence of both bullet marks in question shows that both bullets had been discharged by the "same" gun.

*Identification of a bullet which is conducted by the 2nd Machinery Section*

The photograph shown above indicates bullets of various calibers which were discovered at the actual scene of crime.

Left photograph indicates "rifle marks" which were left on the surface of the bullet discharged by a gun. The left and the right sides of the central border line indicate different bullets, but the coincidence of both firing marks in question shows that both bullets had been discharged by the "same" gun.

REGIONAL POLICE BUREAU DISTRICTS



Jurisdictional Areas of the respective Regional Police Bureaus throughout the country :

- 1. ....Hokkaido Prefectural Police Headquarters
- 2. ....Tohoku Regional Police Bureau
- 3. ....Kanto "
- 4. ....Chubu "
- 5. ....Kinki "
- 6. ....Chugoku "
- 7. ....Shikoku "
- 8. ....Kyushu "

Remarks :

The mark "O" indicates the location of both Regional Police Bureau and Prefectural Police Headquarters.

The mark "O" indicates the location of individual Prefectural Police Headquarters.

T

**END**