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Research on Criminal Phenomena and Countermeasures against
It in Kashima Industrial Development Area

— Fourth Interim Report —

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I. Background and purpose

1. Introduction

The 5th United Nations Congress on the Prevention of Crime and Treatment of Offenders is scheduled to be held in September 1975 at Toronto, Canada, and one of its agenda items is "Economic and Social Consequences of Crime: New challenge for Research and Planning". Since 1971 we have been working on a series of research projects on the Kashima Seaside Industrial Area, with a view to getting an approach to the theme of "Development and Crime", and the present Report will deal, in particular, with the social defense system and its operation and also with the economic and social consequences of crime. In this way we are hoping to obtain practical data on the subject of "How will it be possible to control and minimize the economic and social consequences of crime in the context of a comprehensive development planning?", which is regarded as the main point of discussion for the above given agenda item.

Now, before giving an outline of this Report, it will be convenient to present a summary of our research projects and the results of those conducted so far.

2. Research Project on Industrial Development of Kashima Area

This research seeks to study the relation between social changes and trends of crime in the Kashima Area, in order to collect such information that will be utilized in the integration of social defense policy in the future local development planning.

For the purpose of this research, a series of surveys have been conducted on the progress of the development project, social changes, trends of crime and delinquency and the social system as well as social defense by means of various statistical data

and through inquiry into actual conditions of these problems, and an inter-disciplinary approach has been attempted for the study of trends of crime and delinquency in relation to development.

In passing, the Kashima Development Project has been prepared and developed with a grand design of constructing on the Pacific seashore, that is, the Kashima seashore, about 80 kilometers to the east of Tokyo, a big seashore industrial zone of about 3,300 hectares, almost equal to the Tokyo-Yokohama Industrial Zone, to be completed during the period from 1963 to 1975. In addition, a residential district and a truck gardening area has been developed in the hinterland.

The operation rate of the 59 industrial enterprises expected to move in is 64 per cent, that is, 38 in operation and 1 under construction as of December 1974, and the progress rate of the planned public works will be 60 per cent by March 1975.

3. Summary of the 1st, 2nd and 3rd Interim Reports

The results of the research projects conducted so far, which have been published in the "Bulletin" Nos. 15, 16 and 17, will be summarized as follows:

- (a) Industrial development has progressed as initially anticipated. With regard to changes in industrial structure, the population engaged in the primary industry showed a great decrease, while by contrast the population in the secondary and the tertiary industries showed a marked increase.
- (b) With the progress of the industrial development urbanization has been noticed in progress from such indices as the growth in population and the rising trends in daytime population, nuclear family, and households of part-time farmers mainly engaged in agriculture.
- (c) In respect of social development results of survey have indicated that living conveniences of the people such as water supply, telephones, etc., have been expanding, while essential professional services such as those of physicians, dentists, etc. have been static, and in the sphere of education, culture, etc., modernization has been slow.
- (d) As for relation between industrial development and educational planning, educational development has lagged behind in the planning stage of the development project, showing insufficient attention being accorded to the educational planning in the area. Changes have also been observed in the educational environment: desirable changes are seen in better economic living conveniences and more public concern for education, while undesirable ones are in emerging industrial pollution, decreasing safety in daily life, corruption of public morality, spiritually desolated attitude towards life and deterioration in educational functions of home cooperation.
- (e) Life-consciousness and behavior pattern of junior high school students did

not always show definite changes in correspondence with each of the different stages of urbanization, but there have been more and more cases in which students in the central area of development with very low accumulation of urban elements manifested negative attitude towards community with the resultant access to delinquent sub-culture and ended up in problem behaviors, in accordance with the most rapid changes taking place in the composition of population, the employment status, and the socio-ecological aspect of the area.

- (f) In terms of criminal phenomena, a rapid increase was observed in the number of the Penal Code offenses known to the police and in its rate to the population during the period from 1963 to 1971, with the considerable portion of the increase being accounted for by larceny and professional or gross negligence causing death or injury, while in 1972, by contrast, the Penal Code offenses were on the decrease with a decline in the number of larceny and slackening off of the pace of increase in the number of professional or gross negligence causing death or injury. As for other category of offenses, while there have been no significant changes in terms of quantity, a new tendency which reflects, directly or indirectly, the influences of social changes caused by development is a notable emergence of Special Law offenses being cleared by the police during the above mentioned period including violations of Anti-Prostitution Law, Law Regulating Transactions of Residential Land and Building and Customs Law, all of which were not observed before in the area.

No rapid change has been recognized in the juvenile offenses and delinquencies in the overall area, though there has been observed a slightly upward trend, with fluctuation, in the central area of development.

- (g) In respect of crime preventive measures, efforts have been made to augment and strengthen the police force, but they were outstripped by the increase in offenses during the period from 1963 to 1971, which meant an increase of the workload for the police officers dealing with crimes. And this in turn led to a rapid decline in the clearance rate of crimes during the period, although in 1972 the rate showed a slight improvement.

II. Summary of the 4th Interim Report

The 4th Report will chiefly examine the results of earlier surveys of economic and social consequences of crime and social defense system and its operations and then proceed to consider the relation between development and crime.

As mentioned earlier, the question of economic and social consequences of crime

will be taken up in the 5th United Nations Congress on the Prevention of Crime and Treatment of Offenders as one of its agenda items, and on which preparations for our national paper are now under way. In view of this, much of our efforts have been directed to the examination of the economic and social consequences of crime in Kashima area from a number of standpoints, so that we shall be able to collect as much material as possible on the question of "What social defense policy including crime preventive measures can we hope to have, when planning to minimize harm and damage of crime and the costs for its control without adversely affecting the increase of social and economic benefits that are regarded as the very objective of industrial development?"

In connection with the fact that importance of an overall social defense program which includes direct crime preventive measures has specially been stressed in the area of development, we have conducted a series of surveys of public and semi-public organizations for social defense and their activities and then proceeded on to the analysis and examination of the results of these surveys in terms of their relations to development.

1. Recent trends of crime in Kashima area

What the police statistics tell us about the recent trends of crime in general in Kashima area is this:

Crimes in Kashima area began to show an increase in number in 1964, but this increase of crimes has changed to a decrease in 1972 when the initial stage of development construction has been completed. In the central area of development, in particular, such crimes as larceny and professional or gross negligence causing death or injury which showed a rapid rise in the peak period of development have considerably decreased; this decrease, however, is being offset by the increase in crimes of fraud and embezzlement, indicating that a phenomenal change in crime is now taking place in this area, that is, in the sense that the crime type is gradually changing from rural one to urban one.

2. Community development and Social defense organizations

The organizations which function as social defense machineries are such public bodies as the police force and the public prosecutors on the one hand, and semi-public bodies, on the other hand, such as those organized voluntarily by the resident populations of the area concerned or with guidance and support given by the public bodies. The present report, defining the former as public organizations and the latter as semi-public ones, examines the structures and activities of these organizations and, at the same time, tries to analyze the component members of the semi-public organizations in their actual operations.

(1) Structures and activities of public organizations

What have been taken up for our examination of public organizations are the activities of the project team for social defense of the Ibaraki Prefecture and those of the Kashima Police Station for crime prevention in the light of their very close relation to the Kashima Development Project.

The Ibaraki Prefectural Government, having responsibilities for local administration of the area, has set up a project team for social defense in an effort to solve the various problems arising from social changes of the area which cause annoyance to the daily life of the local population. This project team has been charged with the three tasks: 1) identifying the social defense system, 2) reorganizing the actual enforcement of polices, and 3) finding out the basic line of policy for the future social defense to follow.

While it is true that this team, which is the first of such projects ever attempted in the Ibaraki Prefecture, has realized a fair result, if it is assessed properly, the team in question hasn't gone so far beyond presenting a number of recommendations for social defense enforcement, failing to give any concrete idea of how to realize them at the administrative level. The fact, therefore, simply resulted in visualizing how difficult it was to realize at the administrative level a comprehensive social defense program.

The activities of the Kashima Police Station for prevention of crime and juvenile delinquencies were examined in terms of the activities of the Station from the start of the development project and how the Station got the cooperation of the Ibaraki Prefectural Police Headquarters and the adjacent police stations and also in the light of its activities for traffic safety. The result of the examination revealed that the Kashima Police Station tackled the criminal phenomena and the social changes arising from the development with comparatively a quick response and thus reinforced the police officers for the maintenance of public peace of the area. Nevertheless, it cannot be denied that there was observed a degree of passiveness in its approach to these problems. From these findings, it has been keenly felt necessary for community development that more ample considerations should be given in advance to the crime preventive measures at the administrative level, and that a more elastic approach should be taken that would be able to meet the progress of development.

(2) Structures and activities of semi-public organizations

There are 27 semi-public organizations in the Kashima area which perform the social defense functions, and they were analyzed in respect of their structures, activities and budgets, and further, members of five of such organizations were selected for analysis of the actual conditions of their activities and their personal feelings towards such activities.

a. Structures and activities

The motives of establishment and the different dates of establishment of these organizations in the Kashima area show that many of them have been formed in response to, and as countermeasures for, the social changes accompanying the development and the socio-pathological phenomena arising from such changes. And they have the following characteristics:

- (a) The more definite objective an organization has, such as outdoor guidance for prevention of juvenile delinquency, the more active it gets in its operation.
- (b) Some organizations do almost nothing of significance on the one hand, while on the other hand even the active ones are complaining of the insufficient budget for operation and are demanding the supply of full-time workers for the services they are supposed to provide. This fact suggests that there are a number of problems yet to be solved in the way of actual operation.
- b. Activities of the members of the organizations and their personal feelings towards them

An analysis of the members of five such organizations in respect of actual conditions of their activities and their personal feelings towards them showed the following:

- (a) More of those in organizations directly engaged in guidance service for prevention of juvenile delinquency tend to think highly of their activities and have a sense of satisfaction with them than those in otherwise organizations.
 - (b) Original inhabitants who have been settled in the area from before 1963 tend to be more active in their approach to the social defense activity than the migratory population who have moved in since 1964.
 - (c) Whether or not one takes an active interest in the social defense activity depends on the degree of friendly relations one keeps with the neighbouring community, in other words, on whether or not he is on friendly terms with the neighbours in the community.
3. Economic and social consequences of crime

Crime is imposing a very heavy economic and social burden not only on the society but also on the component members of the society. Nevertheless, it appears that in the past cases of community development while there was a very powerful argument for the economic advantages of development, the disadvantages such as increase of crime and other socio-pathological phenomena that can arise from the development have tended to be frequently ignored. These social disadvantages, however, should be taken into account in the future planning of community develop-

ment, and in this connection, it is necessary to measure as extensively as possible the total economic and social costs of crime imposed on the society.

Since the economic and social consequences of crime include public and private expenditure for crime prevention and losses which the victims of crime suffer, the consequences of crime were examined in this report in the light of these two factors.

(1) Public and private expenditure for crime prevention

The information on the public expenditure for crime prevention has been obtained from the analysis of the expenditure of the Kashima Police Station spent on criminal investigation and crime prevention, in view of the fact that it is responsible for the central area of development, and the information concerning the private expenditure for crime prevention is based on the analysis of the expenditure spent by the members of the semi-public organizations on crime prevention in the area concerned.

The analysis of the expenditure of the Kashima Police Station was conducted with special reference to the following four points: 1) Changes in staff, organization, equipments and facilities. 2) Activities for crime prevention and their appraisal. 3) Changes in the volume of police expenditure. 4) Job analysis of police officer's duty.

Police expenditure of the Kashima Police Station has been augmented roughly on the basis of priority and as planned in the context of the progress of the development. In terms of itemwise breakdown, it is pointed out that the primary consideration has been given to the expenditure for traffic control and guidance service, and the next priority has been accorded to the security activities, whereas the expenditure for criminal investigation and patrol has been receiving less consideration than it deserves.

The analysis of the private expenditure for crime prevention has revealed that a large number of the residents have been paying a considerable amount of money for crime prevention, indicating the extent of disadvantages that can be caused by the development.

(2) Losses incurred by victims of crime

Statistical data provided by the police were the principal source of information on the losses incurred by victims of crime. The amount of losses from property offenses rose very rapidly in Kashima area over the period from 1966 to 1973, keeping pace with the rapid progress of the development, and this was particularly notable in the central part of the development. In terms of the percentage of losses ascribed to larceny to the total amount of crime-oriented losses, it is noteworthy that the figure for Kashima area is bigger than the average one for the whole country. Again, we can find another sign of social impact of development.

III. Future perspective

It can be said that the countermeasures against crime have been taken in Kashima area almost at the right time, keeping pace with the progress of the development, although sometimes accompanied by an unavoidable time lag of two or three years, and that the number of crimes, once on a rapid upturn, has begun to decline since 1972. In the meantime, there remain a great number of problems which demand our honest reconsideration in terms of our approach to development program, such as the lack of a well-organized anti-crime system that has led to the failure to deal effectively with the rapid increase, during the peak period of development, of the construction workers and the unsatisfactory establishment of a social defense project team whose scope of activity has been confined to the identification of problems to be solved.

As we have been stressing not infrequently before, it is an urgent necessity to have a well-laid social defense program integrated with a comprehensive community development project while in the decision making process. For this purpose to be achieved, sufficient volume of data should be collected in advance on the advantages as well as the disadvantages which a development project can bring forth for the resident population of the area concerned.

Fortunately in this connection, we were able to make a survey of the resident population of the Kashima area in the fall of 1974. As we are coming to the final stage of our research project, now we shall be working on the clarification of the socio-pathological phenomena accompanying the community development on the basis of the analysis of the result of the above mentioned survey of the resident population.

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