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White Paper on Police, 1982 (Excerpt)
by National Police Agency, Japanese Government

Modified, Translated and Published by
Police Association, 3-29, Kioi-cho, Chiyoda-ku,
Tokyo 102

Printed by The Japan Times, Ltd.

Printed in Japan

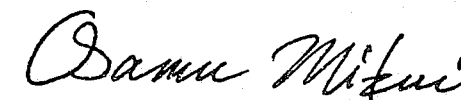
On the English edition of "White Paper on Police"

On the occasion of the 10th anniversary of "White Paper on Police" an English version is edited by Police Association Inc. with great effort. This project is, I believe, very timely as internationalization of our society, both governmental and non-governmental, is highly required now. Policing is implemented with deep root in the tradition and culture of a society, and so except for purely technical aspects and courtesy ones, international exchanges in the police community have not been so active as in other fields. However, as international traffic of people and goods grows crimes also have become international. Cooperation and assistance from abroad is totally indispensable to cope with today's crimes. Communication through not only diplomatic channels but also an ICPO route has become a part of everyday business. To smooth operational exchanges the crime fighters are more and more interested in the organizational structure and procedures of other countries.

Any highly industrialized society is today facing a difficult problem of crime fighting. Though crimes can not be disposed by police only, police, the front-line fighters, is concerned with the measures employed by oversea colleagues to carry out effective fightings. Fortunately our country is now enjoying a high reputation for the matter of safety. The episode that Japan is a country where a woman can walk in the streets alone at night symbolizes the safety of the streets. Foreign students are conducting research works on our police behavior and have written some books. This may lead to further improvement of our policing.

An English version of the White Paper may serve to provide oversea friends with the information on our policing and invite interests and beneficial advices from abroad. This is one of the steps to better the functions of law enforcement and criminal justice system. Paying the greatest respect to the people engaged in this work.

August, 1982



Osamu MITSUI
Commissioner General
National Policy Agency
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Chapter I General View of the Public Order Situation

1. Characteristics of the Situation

(1) Juvenile Delinquency as an Extremely Worrisome Issue

Juvenile delinquency remained in its third strongest wave in the postwar period, and the number of juveniles whom police processed as delinquents (in violation of the Criminal Law only) amounted to around 253,000. This figure exceeded the highest record since the end of the war, which was reached in the previous year, and represented 52 percent of all offenders of the Criminal Law whom police processed (including minors who are not subject to criminal punishment).

In particular, delinquency at an early stage, including cases of shoplifting, vehicle theft and the like, increased 2.7 times in the past 10 years, and the number of delinquents in that category rose to 31 percent of that of all juvenile criminal offenders. One characteristic of delinquency was a lowering trend in juvenile offenders' age, while an increase in vicious and violent delinquency such as "stranger-to-stranger" assaults, violence at school, etc., was conspicuous.

(2) Stimulant Abuse which has Become a Social Problem

The number of stimulant offenders processed by police in 1981 amounted to as many as 22,000, a 10.6 percent rise compared to the figure of the previous year. Stimulant abuse has a strong tendency of penetrating wide segments of the public. Juvenile stimulant offenses were conspicuous in terms of an increase in number and 2,600 juveniles were processed by the police in 1981, comprising 11.7 percent of all processed offenders for such crimes (a 26.8 percent increase over the previous year's level). Not a few serious crimes including murder and arson, and traffic accidents, caused by stimulant abusers were reported, and the issue of stimulant abuse has developed into a grave social problem.

(3) Appearance of New Types of Crime

In 1981, boosted by the highest recorded postwar level of reported theft cases, the total figure of reported criminal statute offense cases was as high as some 1,463,000, the third largest figure (following 1948 and 1949) since the end of the war. Characteristic tendencies of these crimes are the

highest level to date of financial institution robberies and the frequent appearance of new types of crimes such as stranger-to-stranger assaults, computer crimes such as cash dispenser (CD) card offenses and international crimes.

(4) Crime Syndicates Enter a New Phase

A new era opened when the don of the Yamaguchi-gumi, Japan's largest and most extensive crime syndicate, died in July. Although the family appeared calm on the surface, some signs of internal struggle for succession as well as strife with other families were seen.

(5) Traffic Accidents Show Moderate Increase

The number of reported traffic accidents in 1981 was 485,000, causing 8,719 deaths and some 606,000 injuries. Though the death toll declined by 41 from the previous year's level, both accidents and injured have been persistently increasing in number since 1978.

(6) Still Active Espionage

Espionage within Japan is ever active. In particular, North Korean espionage aimed at our country and, using Japan as a relay base, at South Korea was being actively deployed, and three cases including the "Hyuga case" were disclosed in 1981.

(7) Gangs of Reckless Drivers Gain in Power

Gangs of reckless drivers were forced to reduce the frequency of their gatherings and runs by powerful police controls and actions taken by the authorities concerned, but expanded their influence nevertheless. Both the number of their groups and size of their membership exceeded the levels of the previous year. Much inter-group strife and cases of assault upon outsider vehicles were observed.

2. Pressing Countermeasures

Juvenile delinquency seems to persist among the young and, in fact, is becoming more common. In terms of type, not only primitive delinquency at an early stage but also a large number of cases of school violence, crimes by violent hot-rod gangs, thinner and drug abuse, sexual misbehavior and the like are seen. Further extensive

stimulant abuse is an issue of concern, because crime syndicates are becoming more and more involved in smuggling and illicit sales of the substances. In addition, shutting down sources is not easy as secret production of the drugs is conducted abroad.

Vicious crimes by drug abusers may also often be observed. As for the crime situation, it is estimated that the new types of crime, such as financial institution robbery, computer crime, international crime, etc., will continue to increase. In the field of crime syndicates, as the syndicates which cover wide areas such as the Yamaguchi-gumi face the passing of a generation, it is feared that numbers of violent fights involving struggles for sovereignty may take place. As for white-collar crimes, based upon excessive competition among contractors who are suffering as a result of a slowdown in public investment, not a few cases of corruption can be expected.

In terms of public security, extreme leftist groups are believed to be developing their covert and military organizations by taking up the "Narita struggle," anti-nuclear movement, anti-war and military base struggle, etc., as current major issues. They are expected to step up their terrorist and guerrilla tactics on a full scale, while brutal intra-faction fights may take place. The Japanese Red Army group will focus its efforts on propaganda to expand and strengthen its base both at home and abroad in order to achieve a "Japanese revolution in the 1980s," and at the same time may venture into terrorist operations.

Espionage activities in Japan are, under the influence of the acute confrontation between the east and west camps, thought to be developing actively.

The Japanese Communist Party is seen taking up the task of expanding its strength at any cost for the purpose of victories in the next national election and promoting once again the idea of a "democratic united government." Right-wingers are increasing aggressively their activities in relation to constitutional issues, the northern territory problem, defense, etc., and are feared to be planning illegal actions against left-wingers and other political party leaders.

As for the road traffic situation, these past years the number of reported accidents has been increasing moderately. The public demand for a smooth flow of traffic and for curbs on environmental ill effects caused by traffic will be increasingly voiced. Under these circumstances, the police authorities are scheduled to implement several programs in the short term.

(1) Promotion of Comprehensive Programs to Prevent Juvenile Delinquency

In close cooperation with other authorities and related organizations, a comprehensive program

covering protection and guidance of juveniles, consultation and advisory services for juveniles, disbanding of delinquent groups, cleaning out elements destructive to public morals, etc., will be carried out energetically. At the same time, together with families, schools and local communities, the police will push measures to eliminate causal elements of juvenile delinquency by cultivating a sense of norms among juveniles, their ties with hooligans, creating a more moral environment, etc.

(2) Tightening of Countermeasures Regarding Stimulants

Based upon the "general plan of extensive investigation of stimulant and narcotic offenses" worked out in June, 1981, the police will promote an extensive and organized investigation to achieve waterfront apprehension of stimulant smugglers and break up smuggling and illicit sales setups. The police plan to foster a social atmosphere which rejects stimulant drug abuse through exhaustive public relations activities with the message that stimulant abuse not only harms the user's health physically and mentally, but also causes heavy damage to his society.

(3) Further Investigative Activities Responding to the Changing Criminal Situation

Based upon the "outline of comprehensive measures to strengthen the criminal police function" worked out in 1980, a number of measures to strengthen that function, such as introduction of an automatic fingerprint scanning system, will be pushed.

As for computer crime, a current issue, studies of legal and practical problems as well as countermeasures and training of specialized investigators are being conducted. As for financial institution robbery, so-called stranger-to-stranger crimes, etc., effective apprehension of offenders at the scene of the crime is expected.

(4) Imposing Stricter Controls Upon the Yamaguchi-gumi and Intensification of Controls Over Sokaiya

With the Yamaguchi-gumi as a priority, the police are trying to disband extended syndicate "families." For this purpose, all the police authorities in Japan are cooperating in enforcing laws continuously, arresting and isolating the bosses and lieutenants, and fostering an atmosphere which rejects violence, among local residents.

In October, 1982, the revised articles of the Commercial Law which stipulates the ejection of sokaiya will come into force, and the sokaiya will be put under surveillance. Business enterprises will also be placed under stronger administrative guidance.

(5) Plans to Prevent Traffic Accidents and Programs Concerning Driver's License Administration

The third five-year plan to organize traffic safety facilities which started in the 1981 fiscal year will be implemented so as to improve traffic conditions, to carry out systematic traffic safety education and push forward selectively guidance and enforcement of traffic laws.

In order to reduce the public burden, a driver's license will be issued on the day of application, and the window dealing with license renewal will remain open seven days a week. Furthermore, simplified orientation courses at renewal for people with no record of accidents or violations are being prepared. Other improvements, such as special classes for drivers, will be devised.

(6) Measures to Check Illegal Actions by Any Violent Extreme Leftist Groups and to Round Up All Offenders

Violent intra-faction fights by extreme leftists, cases of vicious terrorism such as bomb incidents, arson and vandalism at airports, government facilities, etc., as well as "guerrilla" actions will be prevented.

(7) Obtaining Detailed Information on the Espionage Situation and Apprehending Spies

As espionage is planned and organized by foreign governmental organizations, and is conducted totally under cover, a monitoring system should be reinforced to obtain full information on spies.

Chapter II For Sound Development of Juveniles and a Society Without Delinquency

1. Current Situation of Juvenile Delinquency

(1) Outline of juvenile delinquency

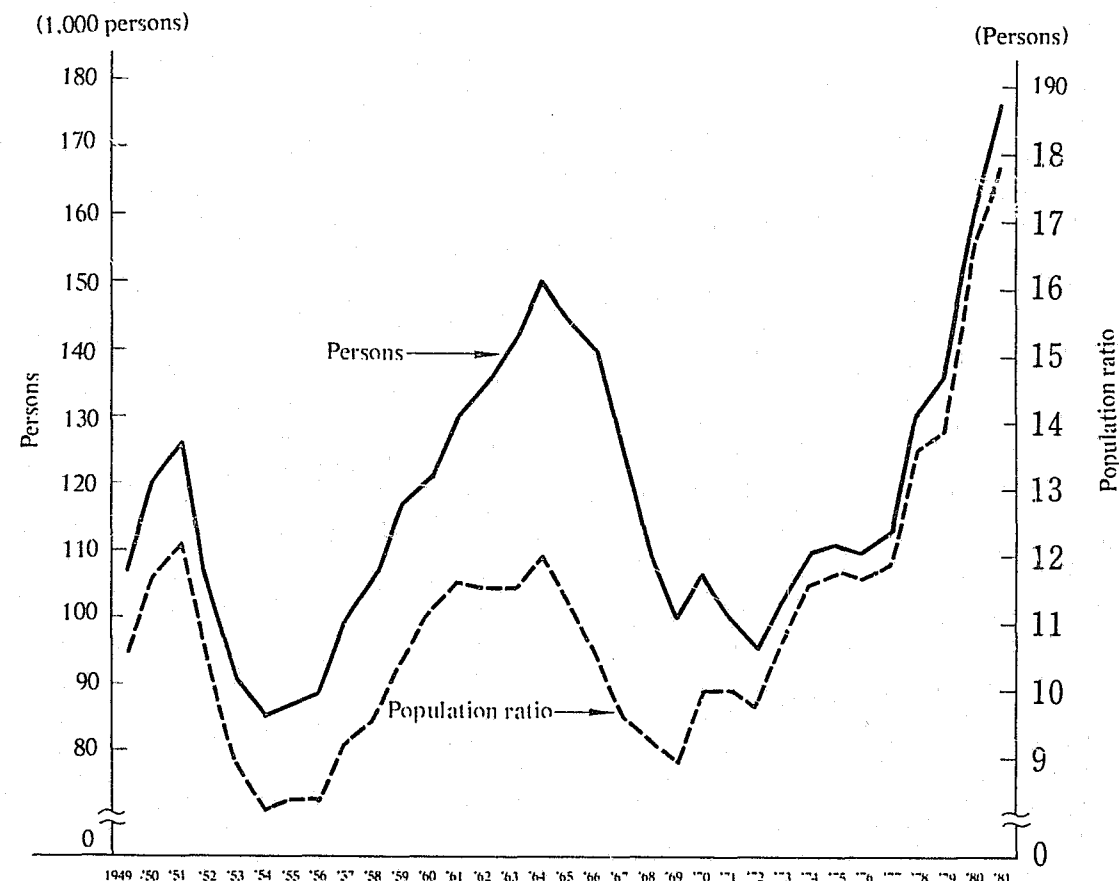
A. Postwar change in juvenile delinquency

The number of juveniles who were given lectures by the police and the population ratio (Notes) after the end of World War II, as shown in Graph 2-1, are characterized by the first wave which reached a peak in 1951, the second wave which reached a peak in 1964, and the third wave which began to rise in the latter half of the decade 1965-74.

The first wave covered a period in which juvenile misdemeanors increased sharply against a background of social confusion and poverty in the immediate postwar years. This wave, however, subsided as police activities for juveniles became more firmly based, and as economic conditions were improved and stabilized.

The second wave rose against a background of change in social structure conducive to juvenile misdemeanors, including the progress of urbanization, the concentration of population in urban areas, and the spread of a pleasure-seeking climate, all caused by rapid economic growth. This wave was brought under control as the police and citizens joined hands in promoting anti-violence

Graph 2-1 Change in the Number of Juveniles Lectured by Police for Violation of Main Penal Laws and Population Ratio (1949-1981)



campaigns and various other campaigns for the sound development of youths by the Prime Minister's Office in addition to the enforcement of the Ordinance for Youth Protection and Development and the revision of the Act to Control Businesses Affecting Public Morals.

The third wave is still raging today. Although Japan has achieved economic affluence comparable to that of America or Europe as a result of its high-growth policy, the people have lost a sense of social unity; the number of nuclear families has increased; the people have diversified values; an easygoing pleasure-seeking climate has spread among youths lacking in self-control. Environmental conditions conducive to juvenile misdemeanors are widespread today.

It should be noted that juvenile misdemeanors have spread to youths of younger ages and to those of middle-class families. In addition to such beginner-type misdemeanors as shoplifting and bicycle thefts, such violent acts as highway speeding and assault on teachers and classmates have sharply increased in recent years. There is also a marked increase in random and impulsive offenses such as "street slashing" by youths of young age. The trend of juvenile misdemeanors in the past ten years is shown in Graph 2-2.

Notes. The population ratio is the number of youths who were given lectures by the police per 1,000 persons in the same age bracket.

B. Outline of Juvenile Delinquency in 1981

(a) Juveniles comprise more than half of those arrested for criminal offenses.

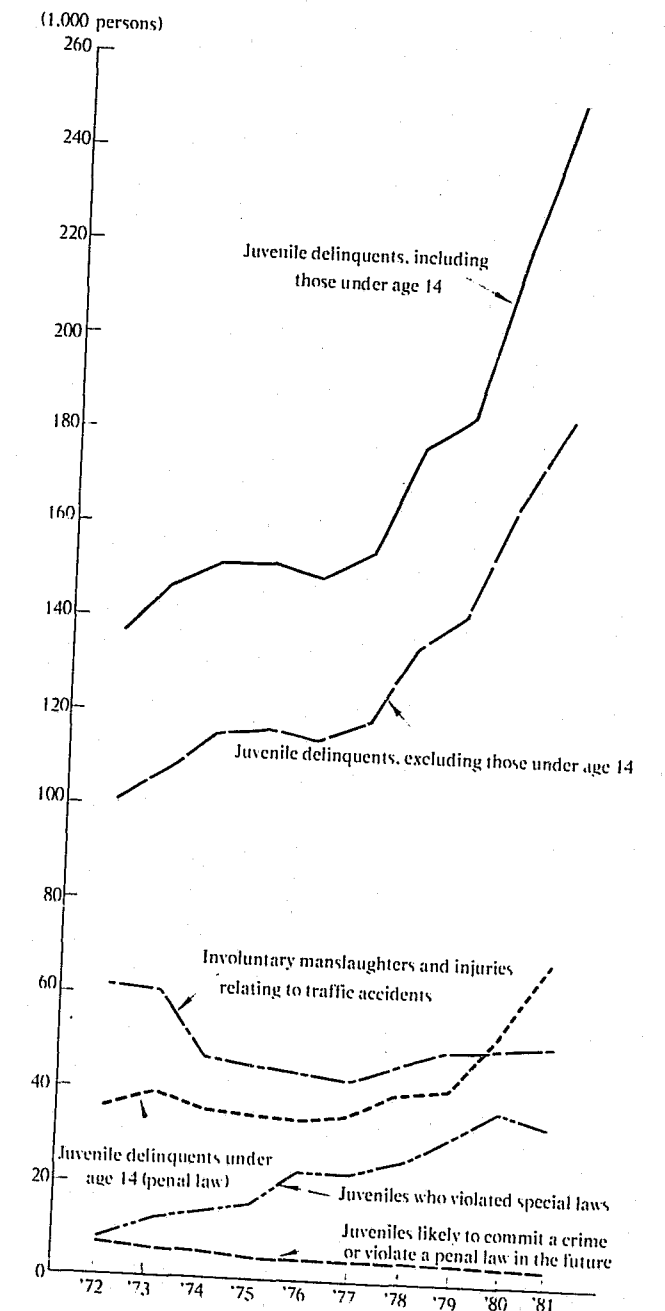
The number of juvenile delinquents who were given lectures by the police during 1981 (Notes) is shown in Table 2-1. The number of juveniles who committed criminal acts (ages 14-19) totaled 184,902, an increase of 18,829 (11.3%) from the previous year. It was an all-time high in the postwar years following 1980. The number of juveniles who committed criminal acts (under age 14) totaled 67,906, an increase of 14,023 (26.0%) from the previous year. Consequently, the number of juveniles who committed criminal acts, including those under age 14, accounted for 52% of all arrested during 1981. This means that more than half of those arrested (or those who were given lectures by the police) were juveniles.

Graph 2-3 shows the number of juveniles and that of adults who have committed criminal acts in the past five years.

Notes. Juvenile delinquents are classified as follows:

- (1) Juveniles who have committed criminal acts (ages 14-19) (Article 3, Paragraph 1, Item 1 of the Juvenile Act)
- (2) Juveniles who have committed criminal acts (under age 14) (Article 3, Para-

Graph 2-2 Change in Juvenile Delinquency (1972-1981)



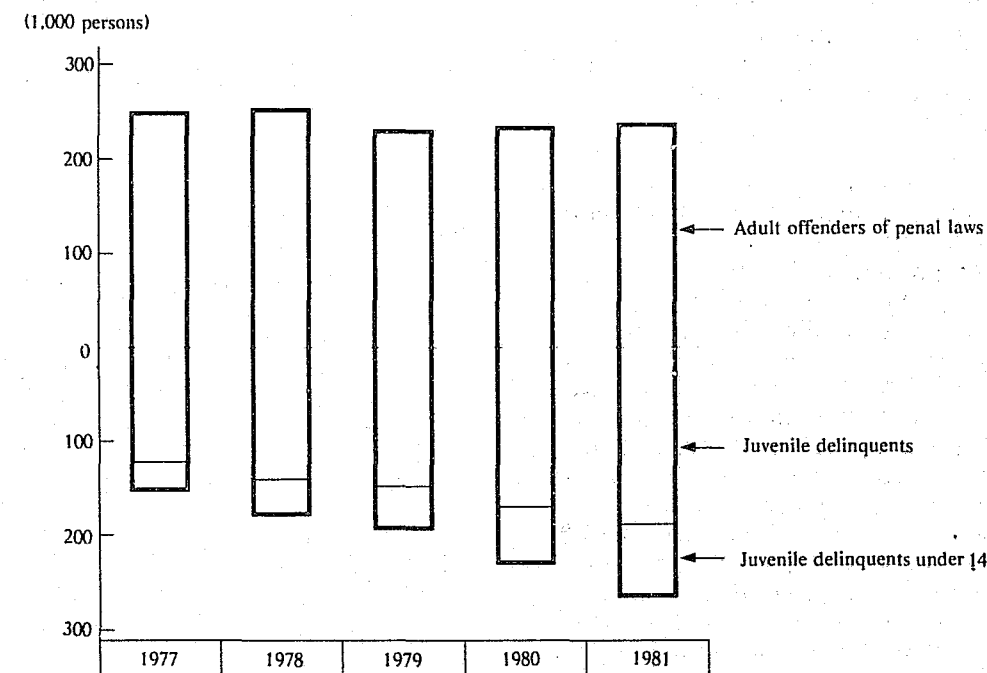
- (3) graph 1, Item 2 of the Juvenile Act)
- (3) Juveniles under 20 years of age likely to commit criminal acts or to violate a penal law in the future judging from their character and present conduct (Article 3, Paragraph 1, Item 3 of the Juvenile Act)

Table 2-1 The Number of Juveniles Lectured by Police (1980,1981)

Division	Year		Increase or decrease (persons)	Rate of increase or decrease (%)
	1980	1981		
Juvenile delinquents				
Offenders of penal laws (persons)	166,073	184,902	18,829	11.3
Offenders of special laws	36,027	35,030	- 997	- 2.8
Juvenile delinquents under age 14				
Penal laws	53,883	67,906	14,023	26.0
Special laws	768	845	77	10.0
Juveniles likely to commit a crime	5,252	4,922	- 330	- 6.3
Involuntary manslaughters and injuries relating to traffic accidents	49,813	51,107	1,294	2.6
Violation of the Road Traffic Act and other laws (cases)	1,422,882	1,533,136	110,254	7.7

Note: The figures of juvenile delinquents, both those ages 14-20 and those under age 14, in the above table were obtained by subtracting the number of juveniles lectured by the police for involuntary manslaughters and injuries relating to traffic accidents from the respective totals of these age brackets.

Graph 2-3 Change in the Number of Juvenile Delinquents, Including Those under Age 14, and Adult Offenders of Penal Laws (1977-1981)



Division	Year				
	1977	1978	1979	1980	1981
(1) Juvenile delinquents (persons)	119,199	136,801	143,158	166,073	184,902
(2) Juvenile delinquents under 14	35,337	40,918	41,681	53,883	67,906
(1)+(2)	154,536	177,719	184,839	219,956	252,808
Index	100	115	120	142	164
(3) Adult offenders of penal laws	243,945	244,941	224,968	226,040	233,260
Index	100	100	92	93	96
(1)+(2) / (1)+(2)+(3) (%)	38.8	42.0	45.1	49.3	52.0

Graph 2-4 Composition Ratio of Juvenile Delinquents by Age (1981)

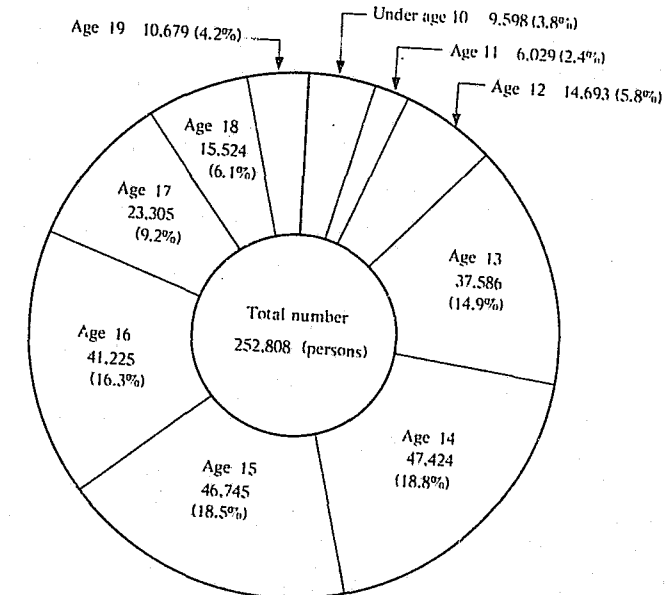


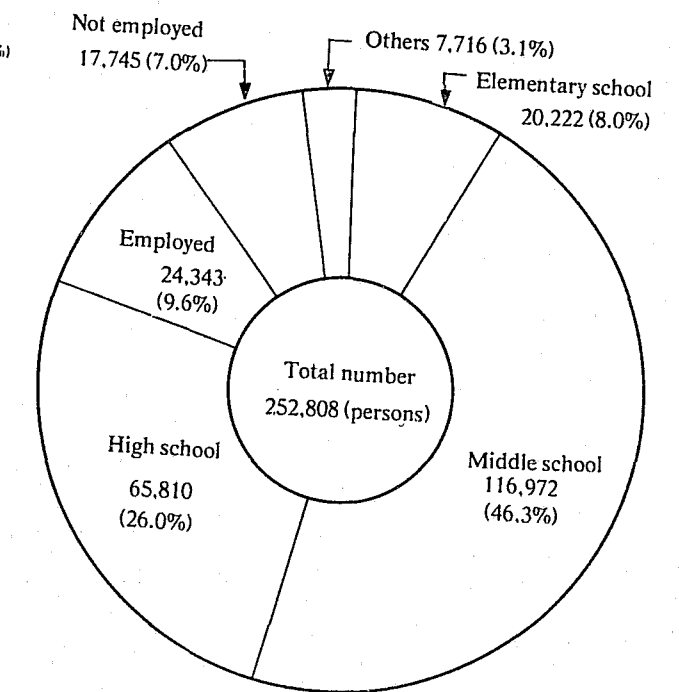
Table 2-2 Juvenile Delinquents by Age (1977-1981)

Division	Year				
	1977	1978	1979	1980	1981
Under age 10 (Index)	9,617 (100)	10,232 (106)	9,887 (103)	10,778 (112)	9,598 (100)
Age 11	3,733 (100)	4,258 (114)	4,658 (125)	5,751 (154)	6,029 (162)
12	6,720 (100)	7,759 (115)	8,058 (120)	12,011 (179)	14,693 (219)
13	15,267 (100)	18,669 (122)	19,078 (125)	25,343 (166)	37,586 (246)
14	23,929 (100)	27,660 (116)	31,573 (132)	37,023 (155)	47,424 (198)
15	27,649 (100)	32,665 (118)	34,685 (125)	43,218 (156)	46,745 (169)
16	25,542 (100)	30,234 (118)	31,364 (123)	35,469 (139)	41,225 (161)
17	18,057 (100)	20,844 (115)	20,380 (113)	22,689 (126)	23,305 (129)
18	13,724 (100)	14,344 (105)	14,546 (106)	16,237 (118)	15,524 (113)
19	10,298 (100)	11,054 (107)	10,610 (103)	11,437 (111)	10,679 (104)

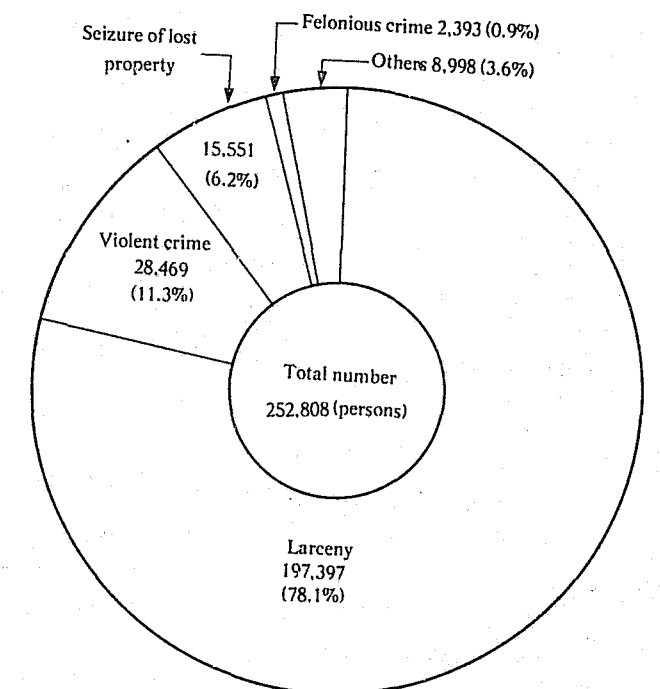
Table 2-3 Population Ratio of Juvenile Delinquents by Age (1981)

Division	Age 11	12	13	14	15	16	17	18	19
Population ratio	3.1	7.8	20.2	25.8	32.5	22.9	14.0	9.5	6.7

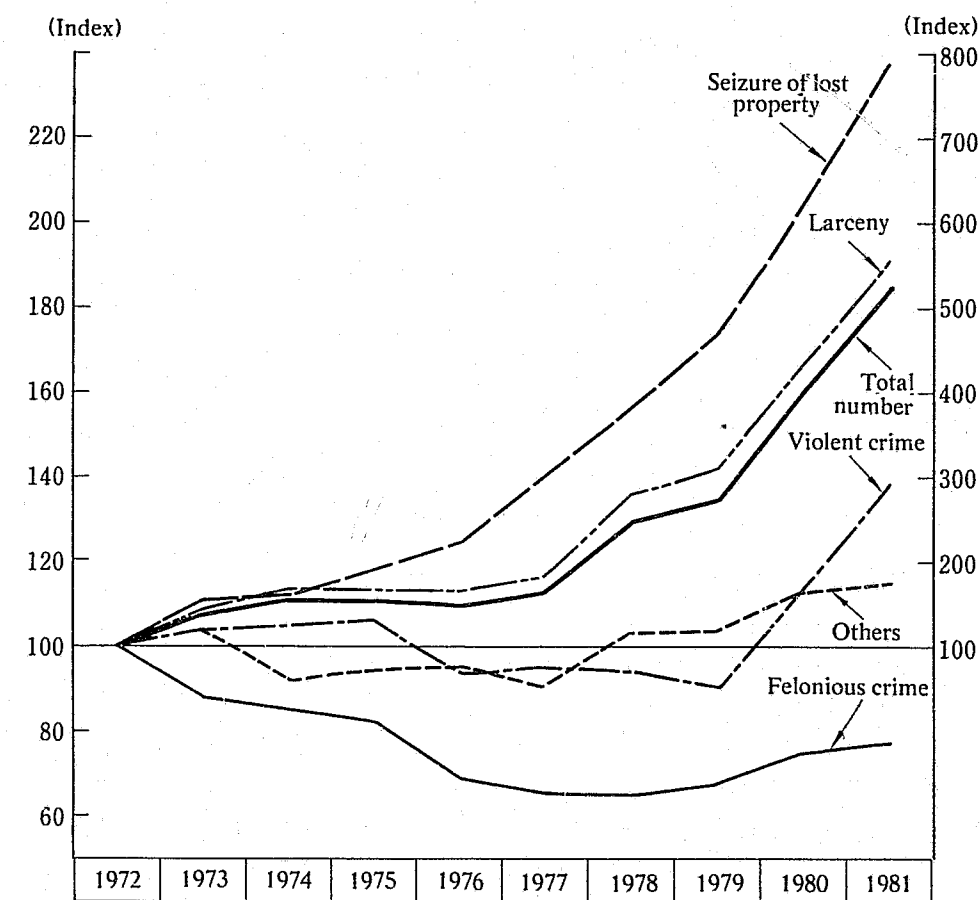
Graph 2-5 Composition Ratio of Juvenile Delinquents Attending or Not Attending School (1981)



Graph 2-6 Composition Ratio of Juvenile Delinquents by Type of Crime (1981)



Graph 2-7 Change in the Number of Juvenile Delinquents by Type of Crime (1972-1981)



Division	Year	1972	1973	1974	1975	1976	1977	1978	1979	1980	1981
Total number (persons)		136,980	146,957	151,631	152,382	150,164	154,536	177,719	184,839	219,956	252,808
Felonious crime		3,108	2,736	2,648	2,555	2,126	2,008	2,005	2,104	2,299	2,393
Violent crime		20,625	21,552	21,758	21,922	19,330	19,588	19,316	18,637	23,418	28,469
Larceny		103,451	111,529	116,863	116,849	116,838	119,805	140,611	146,469	172,842	197,397
Seizure of lost property		1,987	3,021	3,203	3,712	4,489	6,067	7,706	9,502	12,582	15,551
Others		7,809	8,119	7,159	7,344	7,381	7,068	8,081	8,127	8,815	8,998

Note: The seizure of lost property is indicated by the index on the right side.

Table 2-4 Juvenile Delinquents by Type of Felonious Crime (1980, 1981)

Year	Type	Total (persons)	Murder	Burglary	Arson	Rape
1980		2,299	49	788	478	984
	Composition ratio	100.0	2.1	34.3	20.8	42.8
1981		2,393	60	779	527	1,027
	Composition ratio	100.0	2.5	32.6	22.0	42.9
	Increase or decrease (persons)	94	11	- 9	49	43
	Ratio of increase or decrease (%)	4.1	22.4	-1.1	10.3	4.4

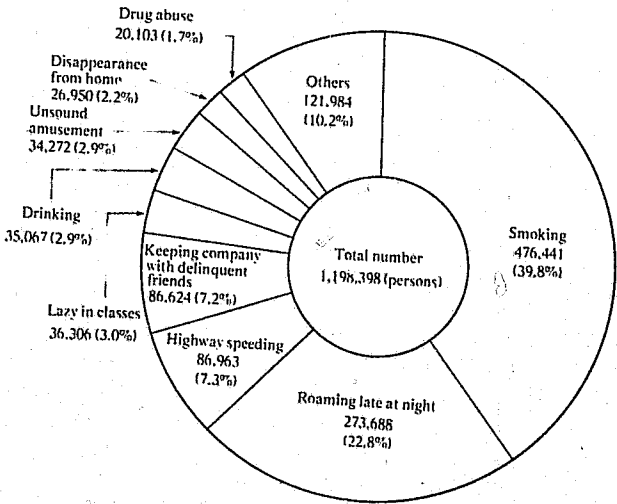
Table 2-5 Juvenile Delinquents by Type of Violent Crime (1980, 1981)

Year	Type	Total (persons)	Assembly with weapons	Assault	Injury	Intimidation	Extortion
1980		23,418	1,681	7,633	9,068	206	4,830
	Composition ratio	100.0	7.2	32.6	38.7	0.9	20.6
1981		28,469	2,576	8,918	10,415	202	6,358
	Composition ratio	100.0	9.1	31.3	36.6	0.7	22.3
	Increase or decrease (persons)	5,051	895	1,285	1,347	- 4	1,528
	Ratio of increase or decrease (%)	21.6	53.2	16.8	14.9	-1.9	31.6

Table 2-6 Juvenile Delinquents by Method of Larceny (1980, 1981)

Method	Year	1980	1981	Increase or decrease (persons)	Rate of increase or decrease (%)
		Composition ratio	Composition ratio		
Total (persons)	172,842	100.0	197,397	24,555	14.2
Shoplifting	71,992	41.7	83,891	11,899	16.5
Motorcycle theft	26,504	15.3	32,539	6,035	22.8
Bicycle theft	24,717	14.3	26,629	1,912	7.7
Automobile theft	5,728	3.3	5,784	56	1.0
Sneak-thieving	5,523	3.2	5,835	312	5.6
Shop robbing	2,788	1.6	3,404	616	22.1
Schoolhouse robbing	2,023	1.2	2,669	646	31.9
Warehouse robbing	1,242	0.7	1,517	275	22.1
Stealing-in	870	0.5	954	84	9.7
Others	31,455	18.2	34,175	2,720	8.6

Graph 2-8 Juveniles by Type of Misconduct (1981)



C. Misconduct by Juveniles in 1981
Notes. The "misconduct" juvenile is a juvenile who did not commit any criminal act but was given a lecture by the police for drinking, smoking, disappearance from home, or other misconduct.

(2) Various types of juvenile delinquency
Juvenile misdemeanors today can be classified into the following categories: the violence-type, the beginner-type, and the curiosity-type.
The violence-type of misdemeanor is committed against others with frustration as its direct or indirect cause, as seen in highway speeding, violence in schools and homes, and random street slashing.
The beginner-type of misdemeanor includes shoplifting, bicycle or motorcycle thefts, and seizures of lost property, which can be committed easily for simple motives. This type of misdemeanor has sharply increased in number in recent years, and contains the danger of inducing juveniles to commit more serious crimes.

Table 2-7 Highway Speeding by Hotrodders (1977-1981)

Division	Year	1977	1978	1979	1980	1981
Group speeding (number of times)		1,984	2,700	2,004	3,661	3,272
Participants (total number of persons)		230,000	291,539	134,006	240,063	160,999
Vehicles (total number of units)		116,900	138,945	66,391	109,955	72,364

Table 2-8 Conflicts Among Groups of Hotrodders (1977-1981)

Division	Year	1977	1978	1979	1980	1981
Conflicts (number of cases)		69	46	58	85	77
Hotrodders involved (persons)		4,203	1,986	2,251	3,962	2,561

The curiosity-type of misdemeanor is committed by juveniles seeking temporary pleasures or is committed by youths out of sheer curiosity, as seen in girls' sexual misconduct or drug abuse, including thinner-sniffing. This type of mis-

demeanor has motives as simple as those of the beginner type and causes little damage to others. The problem is that this type of misdemeanor harbors the danger of ruining the juvenile's own body and mind.

Although these three types of misdemeanors take a variety of forms when they are committed, they have something in common in that they are committed by juveniles lacking in norm consciousness and self-control as they come into contact with delinquent friends or harmful environmental conditions.

A. Violence-Type of Misdemeanor

(a) Reckless driving

The number of groups of hotrodders listed by the police throughout the nation as of the end of

Table 2-9 Juvenile Hotrodders Lectured by Police (1980, 1981)

Type	Year		Increase or decrease (persons)	Rate of increase or decrease (%)
	1980	1981		
Crime	10,751	8,302	-2,449	-22.8
Total (persons)				
Offenses of penal laws	7,891	5,911	-1,980	-25.1
Total				
Felonious crime	422	320	- 102	-24.2
Sub-total	4	2	- 2	-50.0
Murder	177	106	- 71	-40.1
Burglary	4	33	29	725.0
Arson	237	179	- 58	-24.5
Rape				
Violent crime	5,169	3,769	-1,400	-27.1
Sub-total	68	55	- 13	-19.1
Assault	1,832	1,323	- 509	-27.8
Injury	22	1	- 21	-95.5
Intimidation	250	254	4	1.6
Extortion	2,008	1,208	- 800	-39.8
Violent act	989	928	- 61	- 6.2
Assembly with weapons	1,512	1,323	- 189	-12.5
Larceny	471	205	- 266	-56.5
Obstruction of official duties	317	294	- 23	- 7.3
Others	2,860	2,391	- 469	-16.4
Violation of special laws	31,643	27,430	-4,213	-13.3
Likely to commit crime or misconduct				

November 1981 totaled 770 (40,629 persons), an increase of 16 groups (1,677 persons) from a year earlier. The number of groups represented the second largest (817 in 1974), and the number of persons the largest ever.

(Case 1) The seven members of the "Arabian Night" were speeding along a highway in two cars to celebrate the release of their leader from a reformatory. Spotting a girl, 14, on their way, they took her forcibly into one of their cars and raped her in a hotel. (Hyogo)

(Case 2) When the 35 members of the "Hiryu Rengo" were speeding along a highway with another group of hotrodders in 30 cars, one motorist complained of their conduct. Enraged, they overturned his car, hit two of the three passengers with wooden bars, breaking their ribs, and ran over the other one, breaking his right lower thighbone. (Ishikawa)

(b) Violence in schools

(Case 1) A middle school boy, 15, who had been scolded by his teacher for quarrels with his classmates time and again and had

a grudge against the teacher, stole dynamite from a construction site, planted it in the teacher's car and blew it up. (Miyazaki)

(Case 2) The 20 members of the "Yuetsukai," a sub-organ of the "Mushikiba" hotrodders group, had been extorting money by threats from their school juniors to show off their power and to seek pleasures. They also instigated the "Niwakubo Gurentai," juvenile delinquent group, whose members comprised graduates of their school, to "punish some impertinent teachers" and made them break school property or commit violent acts against teachers. (Osaka)

(Case 3) There were differences of opinion among students over the design of a flag for a sports meet, and this dispute developed into a confrontation among the teachers over the ideals of education. Some teachers boycotted their classes or collectively refused to attend school. The school was temporarily closed. (Osaka)

Table 2-10 Violence in Schools (1980, 1981)

Division	Total number			Middle school students			High school students		
	Number of cases	Number of juveniles lectured	Number of victims	Number of cases	Number of juveniles lectured	Number of victims	Number of cases	Number of juveniles lectured	Number of victims
Year									
1980	1,558	9,058	4,827	1,202	7,108	3,837	356	1,950	990
1981	2,085	10,468	4,444	1,842	8,862	3,820	243	1,606	624
Increase or decrease (persons)	527	1,410	-383	640	1,754	- 17	- 113	- 344	- 366
Rate of increase or decrease (%)	33.8	15.6	- 7.9	53.2	24.7	-0.4	-31.7	-17.6	-37.0

Table 2-11 Cases of Violence Against Teachers (1977- 1981)

Division	Year	1977	1978	1979	1980	1981
Total number						
Number of cases		215	191	232	394	772
Number of teachers assaulted		252	245	328	532	943
Number of juveniles lectured		405	330	510	798	1,612
Cases by middle school students						
Number of cases		193	174	211	372	738
Number of teachers assaulted		221	226	304	503	905
Number of juveniles lectured		342	296	473	763	1,542
Cases by high school students						
Number of cases		22	17	21	22	34
Number of teachers assaulted		31	19	24	29	38
Number of juveniles lectured		63	34	37	35	70

(c) Violence in homes

(Case) A high school boy, 15, who had been doing well until the second year of middle school, began to do poorly in the third year and refused to attend school. When scolded by his mother for not studying hard, he began to use violence against her, and even tried to strangle her with an electric cord. In despair, making up his mind to kill his son and then commit suicide, his father strangled the boy with a leather cord while he was asleep. (Metropolitan Police Board)

The ratio of juvenile delinquents who were given lectures by the police for beginner-type misdemeanors to all juvenile delinquents rose from 42.1% in 1972 to 61.0% in 1981, an increase of nearly 20% in nine years. The beginner-type of misdemeanor is committed out of simple motives by juveniles lacking in norm consciousness, and can easily be committed in groups and habitually. It harbors the danger of inducing juveniles to commit various other serious crimes. It is therefore urgently necessary to prevent this type of misdemeanor from occurring.

Table 2-12 Violence in Homes by Type (1981)

Type	Attending or not attending school	Total number of cases	Children, students					Employed	Not employed
			Total	School children	Middle school students	High school students	Others		
Total number		1,194	845	38	476	290	41	81	268
	Composition ratio (%)	100.0	70.8	3.2	39.9	24.3	3.4	6.8	22.5
Violence only in homes (a)		507	326	23	149	127	27	47	134
	Composition ratio (%)	42.5	27.3	1.9	12.5	10.6	2.3	3.9	11.2
Violence in homes + refusal to attend school (b)		244	242	8	139	90	5	1	1
	Composition ratio (%)	20.4	20.3	0.7	11.6	7.5	0.4	—	—
Violence in homes + misconduct, misdemeanors (c)		333	174	4	124	38	8	32	127
	Composition ratio (%)	27.9	14.6	0.3	10.4	3.2	0.7	2.7	10.6
(a)+(b)+(c)		110	103	3	64	35	1	1	6
	Composition ratio (%)	9.2	8.6	0.3	5.4	2.9	—	—	0.5

Table 2-13 Targets of Violence in Homes (1981)

Division	Number of persons	
		Composition ratio (%)
Total number	1,194	100.0
Mothers	740	62.0
Fathers	194	16.2
Brothers or sisters	34	2.8
Other members of family	72	6.0
Properties	141	11.8
Others	13	1.1

Table 2-14 Forms of Violence in Homes (1981)

Division	Number of persons	
		Composition ratio (%)
Total number	1,194	100.0
Destruction of properties	264	22.1
Simple violent acts (beating, kicking, etc.)	785	65.7
Violent acts and threats with weapons	58	4.9
Injuries requiring medical treatment	58	4.9
Others	29	2.4

B. Curiosity-Type of Misdemeanor

(a) Girls' sexual misconduct

(Case) Ten high school girls, all of middle-class families with their parents alive, knowing that some of their friends were selling themselves for money, formed a ring and repeatedly committed prostitution, and whiled away time in discos and coffee shops. They made it a rule to request at least ¥20,000 in cash per act. (Kumamoto)

(b) Drug abuse

Thinner-sniffing is still widespread among juveniles.

Organic solvents such as thinner affect the functions of the brain, the nervous system and the internal organs, as well as having an anesthetic effect.

Drug abuse is increasing sharply.

Table 2-20 shows juveniles who were given lectures by the police in connection with drug abuse during 1981. The number of juveniles who were given lectures by the police for drug abuse totaled 2,575, a sharp increase of 544 (26.8%) from the previous year. They accounted for 11.7% of all who were arrested for violation of the Stimulant Drugs Control Act.

(Case) A high school girl, 17, who disliked school and had run away from home, met a gangster in a bowling alley. Telling her that it was a medicine, the man gave her a stimulant shot and raped her. He later suggested that she could earn ¥30,000 for only two hours' work. She committed prostitution repeatedly with gangsters. (Osaka)

Table 2-15 Parents' Nursing Attitudes (1981)

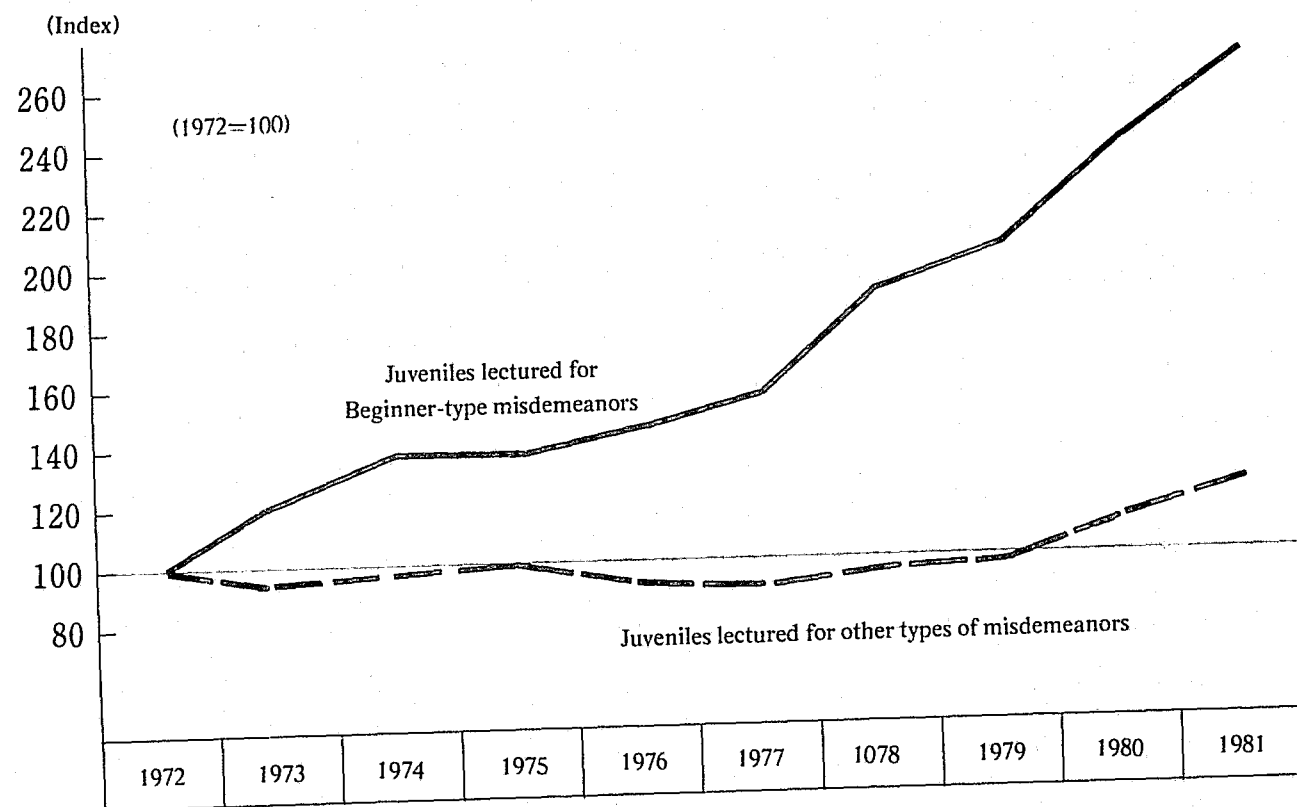
Type	Division	Fathers (Note)		Mothers	
			Composition ratio (%)		Composition ratio (%)
Total number	979		100.0	1,136	100.0
Excessive protection	110		11.2	286	25.2
Excessive interference	72		7.4	249	21.9
Doting	51		5.2	169	14.9
Noninterference	382		39.0	185	16.3
Normal	161		16.4	157	13.8
Stern	94		9.6	26	2.3
Rejection	50		5.1	34	3.0
Others	43		4.4	22	1.9
Unknown	16		1.7	8	0.7

Note: The total number of "Fathers" does not include 215 fathers in mother-children families, and that of "Mothers" does not include 58 mothers in father-children families.

Table 2-16 Violence in Homes by Cause and Motive (1981)

Cause, motive	Number of persons	
		Composition ratio (%)
Total number	1,194	100.0
Repulsion to parents' home discipline	548	45.9
Accused of misdemeanors	215	18.0
As parents refused to purchase what children wanted	188	15.7
Without particular reason	129	10.8
Scolded for not studying hard for entrance examination	79	6.6
Unknown	35	3.0

Graph 2-9 Change in the Number of Juveniles Lectured for Beginner-Type Misdemeanors and the Number of Those Lectured for Other Types of Misdemeanors (1972-1981)



Year	1972	1973	1974	1975	1976	1977	1978	1979	1980	1981
Division										
(1) Juveniles lectured for beginner-type misdemeanors (number of cases)	42,429	51,921	58,099	58,111	61,082	65,746	80,662	85,985	100,362	112,777
Item	22,558	27,723	33,864	31,711	33,585	35,575	43,006	43,243	49,584	55,149
Shoplifting	9,408	11,320	10,920	11,851	11,612	12,209	16,175	18,919	23,086	27,350
Motorcycle thefts	9,079	10,659	10,775	11,538	12,195	12,965	15,111	15,941	17,647	18,259
Bicycle thefts	1,384	2,219	2,540	3,011	3,690	4,997	6,370	7,882	10,045	12,019
Seizures of lost properties	58,422	56,290	57,354	58,671	54,546	53,453	56,139	57,173	65,711	72,125
(2) Juveniles lectured for other types of misdemeanors	42.1	48.0	50.3	49.7	52.8	55.2	59.0	60.1	60.4	61.0
(1) / (1)+(2) (%)										

C. Other Misdemeanors

(a) Disappearance from home

The number of juveniles who ran away from home and were placed in the custody of the police during 1981 totaled 58,224, almost the same as that of the previous year. Of these, 16-year-olds totaled 11,129 (19.1%), the largest single age group, followed by 15-year-olds and 14-year-olds. Combined, these three age groups accounted for more than half of the total. While the number of those in each age group over 15 showed a decrease from the previous year, the number of those from age 12 to age 14 increased by 2,537 (17.3%). Table 2-22

shows the reasons and motives of 15,078 juveniles who disappeared from home and were placed in the custody of the police during the 1981 spring and autumn campaigns to locate and shelter run-aways.

Of the juveniles who were placed in the custody of the police during these campaigns, one in every 10 (one in every six in the case of boys) had committed a misdemeanor, and one in every 22 (one in every 13 in the case of girls) had become victims of various crimes.

(Case) Two middle school girls, both 15, who

Table 2-17 Girls Lectured for Sexual Misconduct (1980, 1981)

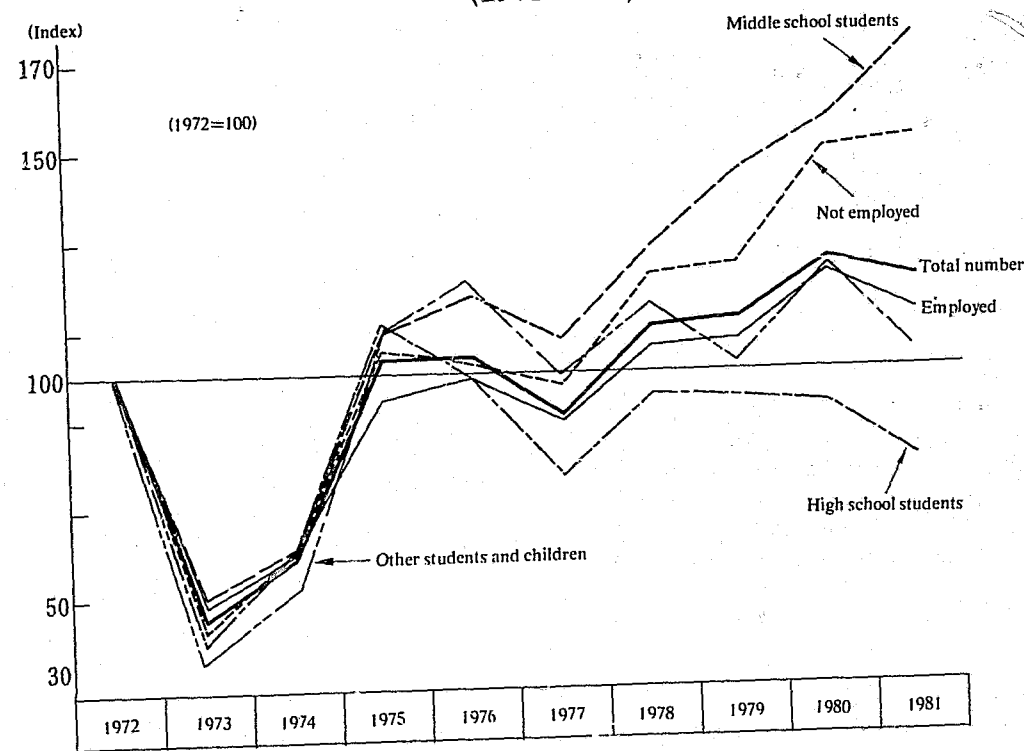
Year	Attending or not attending school	Total number (persons)	Students, children					Employed	Not employed
			Total	Elementary school children	Middle school students	High school students	University students		
1980		8,105	4,869	10	1,617	2,989	57	196	2,008
	Composition ratio (%)	100.0	60.1	0.1	20.2	36.9	0.7	2.4	24.7
1981		8,562	5,136	7	1,822	3,023	48	236	2,213
	Composition ratio (%)	100.0	60.0	0.1	21.3	35.3	0.6	2.7	25.8
Increase or decrease (persons)		457	267	- 3	205	34	- 9	40	-15
Rate of increase or decrease (%)		5.6	5.5	-30.0	12.7	1.1	-15.8	20.4	10.2

Note: The girls lectured by the police for sexual misconduct include victims involved in the violations of the Anti-Prostitution Act, the Child Welfare Act (an act of making a child have a sexual intercourse), and the Ordinance for Protection of Juveniles (obscene sexual intercourse), and those likely to become victims of the violation of the above Acts or Ordinance, including those likely to commit misconduct (immoral sexual intercourse).

Table 2-18 Chances and Motives of Girls' Sexual Misconduct (1980, 1981)

Chance and motive	1980		1981		Increase or decrease (persons)	Rate of increase or decrease (%)
	Number of persons	Composition ratio (%)	Number of persons	Composition ratio (%)		
Total number	8,105	100.0	8,562	100.0	457	5.6
Voluntarily						
Total	3,883	47.9	4,316	50.1	433	5.6
Out of curiosity	2,836	35.0	2,207	25.8	-629	-22.2
Wanted money for pleasures	275	3.4	270	3.2	- 5	- 1.8
Liked a particular boy	207	2.6	1,180	12.9	901	435.3
Liked having sex	73	0.9	384	4.5	311	426.0
Out of poverty	1	0.0	23	0.3	22	2,200.0
In despair	5	0.1	116	1.4	111	2,220.0
Others	486	5.9	208	2.4	-278	-57.2
Seduced						
Total	3,946	48.7	3,979	46.5	33	0.8
Out of curiosity	3,157	39.0	2,956	34.5	-201	- 6.4
Wanted money for pleasures	307	3.8	565	6.6	258	84.0
Asked to have sex with another boy	5	0.1	135	1.6	130	2,600.0
Others	477	5.8	323	3.8	-154	-32.3
Deceived	171	2.1	165	1.9	- 6	- 3.5
Threatened	59	0.7	70	0.8	11	18.6
Others	46	0.6	32	0.4	- 14	-30.4

Graph 2-10 Change in the Number of Juveniles Lectured for Drug Abuse (1972-1981)



Division	Year	1972	1973	1974	1975	1976	1977	1978	1979	1980	1981
Total number (persons)		36,054	16,220	21,137	36,968	37,046	32,578	39,615	40,433	45,161	43,536
Middle school students		4,334	2,163	2,625	4,704	5,083	4,627	5,549	6,289	6,805	7,568
High school students		8,493	3,421	5,207	9,387	8,416	6,557	8,076	8,009	7,805	6,792
Other students, children		1,051	382	548	1,160	1,275	1,046	1,217	1,074	2,288	1,083
Employed		14,498	6,986	8,756	13,687	14,411	12,902	15,414	15,540	17,709	16,401
Not employed		7,678	3,268	4,001	8,030	7,861	7,446	9,359	9,521	11,554	11,692

disliked school and had run away from home before the new school term began, were seduced into having sex with two men for ¥1,000 each. This experience induced the girls to sell themselves for money. They committed prostitution with about 10 men each for ¥1,000-¥2,000 per act before they were placed in the custody of the police. (Osaka)

(b) Suicide

The number of juveniles who committed suicide during 1981 and which was reported to the police totaled 620, a decrease of 58 (8.6%) from the previous year's figure, the lowest in the postwar period. The details are shown in Table 2-23.

Graph 2-11 Composition Ratio of Juveniles Lectured for Drug Abuse (1981)

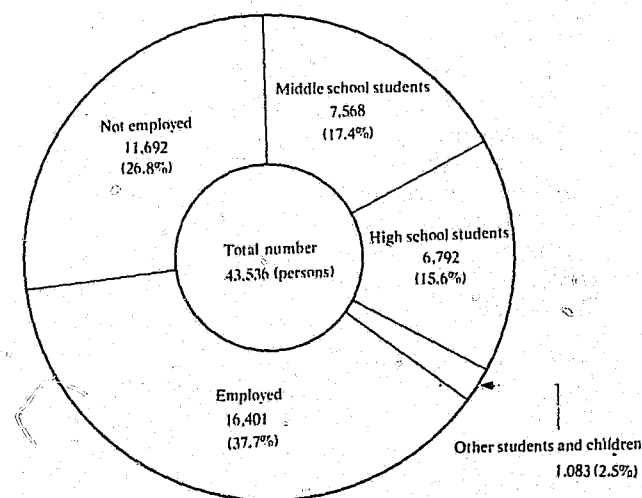


Table 2-19 Chemicals Used by Juveniles for Sniffing (1981)

Chemical	Total number	Toluene	Thinner	Glue	Paint	Others
Number of persons	43,536	5,479	25,589	10,504	1,161	803
Composition ratio (%)	100.0	12.6	58.8	24.1	2.7	1.8

Table 2-20 Juveniles Lectured for Having or Using Stimulant Drugs (1980, 1981)

Year	Attending or not attending school	Total number	Students						
			Total	Middle school students	High school students	University students	Others	Employed	Not employed
1980									
	Total number of persons	2,031	184	53	97	10	24	790	1,057
	Males	1,393	84	16	51	7	10	628	681
	Females	638	100	37	46	3	14	162	376
1981									
	Total number of persons	2,575	216	54	127	11	24	1,039	1,320
	Males	1,726	99	20	59	10	10	805	820
	Females	849	117	34	68	1	14	234	498
Increase or decrease									
	Total number of persons	544	32	1	30	1	0	249	263
	Males	333	15	4	8	3	0	177	141
	Females	211	17	-3	22	-2	0	72	122
		(26.8)	(17.4)	(1.9)	(30.9)	(10.0)	(0.0)	(31.9)	(24.9)
		(23.9)	(17.9)	(25.0)	(15.7)	(42.9)	(0.0)	(28.2)	(20.7)
		(33.1)	(17.0)	(-8.1)	(47.8)	(-66.7)	(0.0)	(44.4)	(32.4)

Note: The figures in parentheses denote rates of increase or decrease from 1980.

Table 2-21 Juveniles' Disappearances from Homes (1981)

Division	Students, school children								
	Total number	Preschool children	Total	Elementary school children	Middle school students	High school students	University students	Others	Employed
Total number of persons	58,224	149	40,882	3,493	20,991	14,471	472	1,455	8,405
Males	26,539	100	19,070	2,837	10,805	4,760	137	531	3,979
Females	31,685	49	21,812	656	10,186	9,711	335	924	4,426

Table 2-22 Causes and Motives of Juveniles' Disappearances from Homes (1981)

Cause, motive	Number of persons	Composition ratio (%)
Total number	15,078	100.0
For particular purposes		
Total	1,352	9.0
For sightseeing purposes	377	2.5
To seek employment	341	2.3
To marry or cohabit with someone	287	1.9
Others	347	2.3
To get away from troubles		
Total	8,303	55.1
Family trouble	3,272	21.7
Trouble in school	2,583	17.1
Trouble in workshop	511	3.4
Love affairs	1,421	9.4
Misconduct	421	2.8
Others	95	0.6
Out of personal traits		
Total	5,232	34.7
Vagabondism	775	5.1
Idleness, dissipation	309	2.0
Habit of idleness	2,898	19.2
Lured by friends	738	4.9
Others	512	3.4
Others	191	1.3

Table 2-23 Juveniles Who Committed Suicide (1980, 1981)

	Attending or not attending school	Total number (persons)	Students, school children							Others Employed	Not employed	Others
			Total	Elementary school children	Middle school students	High school students	University students	Others				
1980		678	385	12	73	202	59	39	165	126	2	
Composition ratio (%)		100.0	56.8	1.8	10.8	29.8	8.7	5.7	24.3	18.6	0.3	
1981		620	378	13	88	197	50	30	126	114	2	
Composition ratio (%)		100.0	61.0	2.1	14.2	31.8	8.1	4.8	20.3	18.4	0.3	
Increase or decrease (persons)		-58	-7	1	15	-5	-9	-9	-39	-12	0	
Rate of increase or decrease (%)		-8.6	-1.8	8.3	20.5	-2.5	-15.3	-23.1	-23.6	-9.5	0	

2. Analysis of Juvenile Delinquency

(1) Cause of juvenile delinquency

Juvenile misdemeanors committed during the rise of the third wave are not necessarily committed by a limited number of youths in special circumstances. In fact, many of them were committed by those from middle-class families, and the population ratio of juvenile delinquents has sharply risen. It has become difficult to explain all the causes of juvenile misdemeanors by the traditionally accepted reasons alone. Obviously, the impulses that induce ordinary juveniles to commit misdemeanors have become more varied than ever before.

A. Juveniles' Norm Consciousness

(a) Present situation of juveniles' norm consciousness

In 1981, the Osaka Prefectural Police Headquarters polled 358 juveniles about their perception of morals. The results of this survey are shown in Table 2-24.

Of the respondents who have not committed any misdemeanor (hereinafter called the "non-delinquents"), about half of the boys considered themselves likely to commit misdemeanors such as "bullying a classmate with other boys," "speeding in automobiles or by motorcycle" or "using a friend's property without permission." Of the non-delinquents, more than half of the girls considered themselves likely to commit misdemeanors such as "bullying a classmate with other girls." These instances indicate that even the non-delinquents are not clearly aware of what is right and what is wrong and are lacking in norm consciousness.

(b) Causes of low norm consciousness

Home

The home is where juveniles spend most of their time and where their personality is shaped.

The National Police Agency polled juveniles and their parents from 1980 to 1981. According to this survey, 85.1% of the non-delinquents replied that their homes have a pleasant atmosphere, as against only 55.9% of the juvenile delinquents. This trend was particularly conspicuous in girls.

The rate of those who considered their parents "not particularly respectable" was about double among juvenile delinquents than among non-delinquents. The decline in parental authority seems to be one of the causes of juvenile delinquency.

School

As shown in Graph 2-12, an overwhelming majority of the non-delinquents and juvenile delinquents found their school life enjoyable because "there are friends there." By contrast, those who found their school life enjoyable because "the lessons are interesting," or because "there are good teachers there" were only a minority. This trend was particularly conspicuous among juvenile delinquents. It seems that juvenile delinquents can hardly find anything enjoyable in school other than friendship.

The results of a survey conducted by the Tokyo Metropolitan Government in 1980 are shown in Graph 2-13. According to this survey, the number of juveniles who make a negative assessment of their teachers increases as their age rises.

B. Juveniles' Friendship

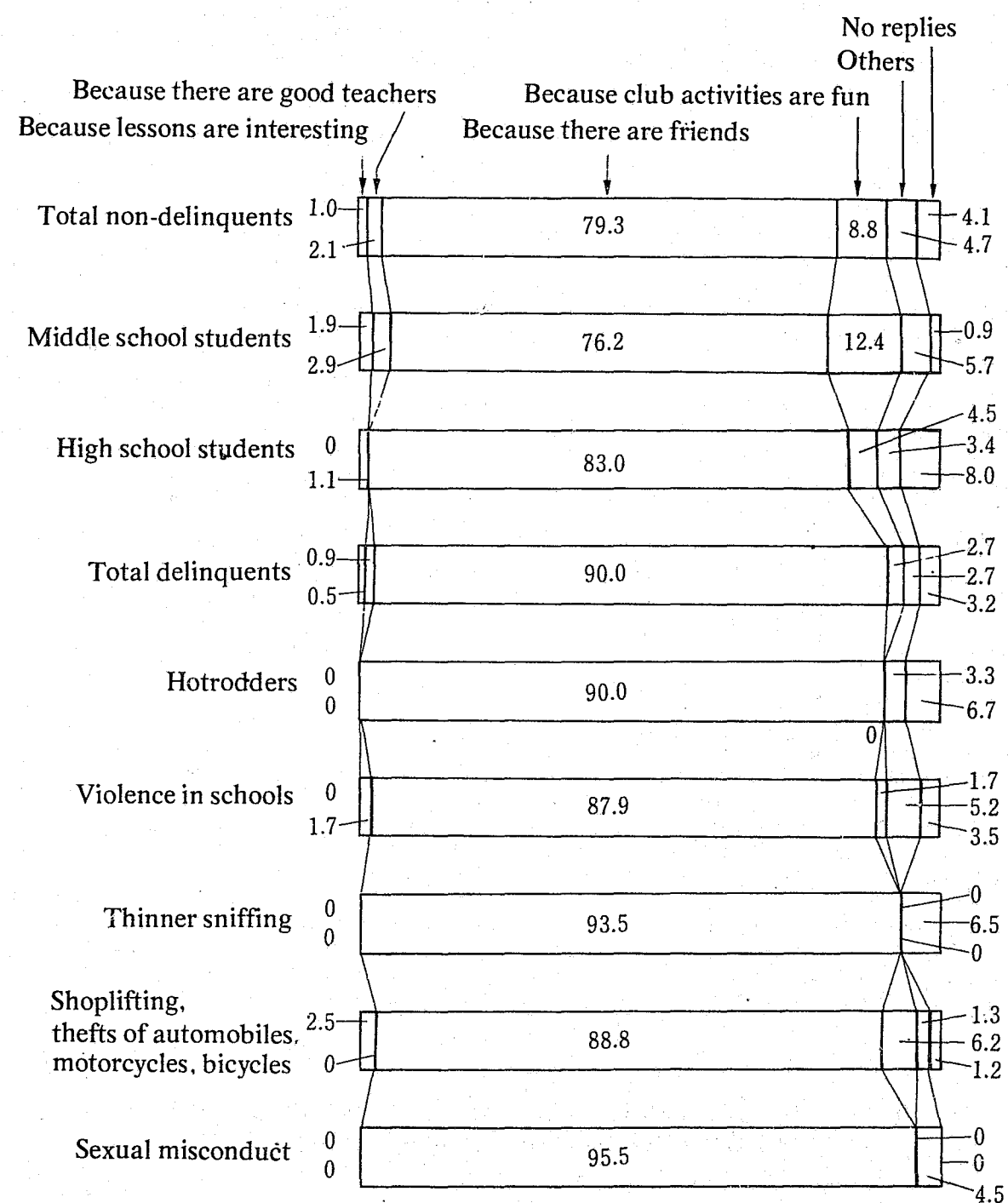
As juveniles reach middle school and high school age, they begin to think less of life with members of their families and to place greater emphasis on friendship than ever before. As a juvenile grows up, friendship is bound to have a vital bearing on the shaping of his personality. Compared with adult offenses, juvenile misdemeanors tend to be committed as a group. It is therefore very important to analyze a juvenile's friendships if we are to grasp the motive and cause of his misdemeanor. On the basis of another

Table 2-24 Rates of Juveniles Who Consider Themselves Likely to Commit Misdemeanors or Misconduct (1981)

Division	Males		Females	
	Non-delinquents	Delinquents	Non-delinquents	Delinquents
Speeding by automobile or motorcycle	47.6	60.2	26.8	40.2
Sniff thinner	8.5	25.2	7.0	23.2
Shoplift in supermarkets and stores	23.2	59.3	14.1	64.6
Use bicycle without owner's permission	25.6	59.3	8.5	35.4
Use someone else's good without his consent	47.6	62.6	35.2	59.8

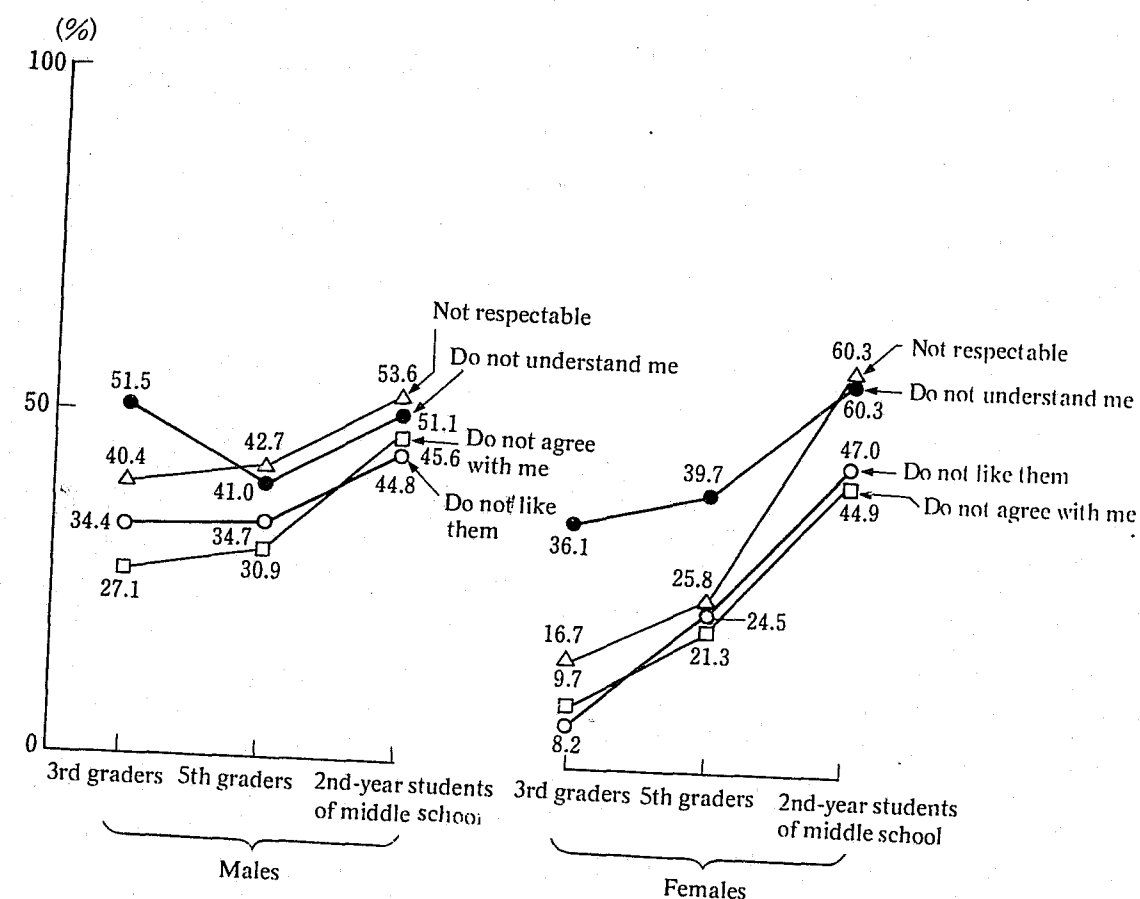
Note: Some respondents chose more than one item.

Graph 2-12 What Makes Juveniles' School Life Enjoyable (1980, 1981)



Note: Survey by the National Police Agency

Graph 2-13 Negative Assessments Made of Teachers (1980)



Note: Survey by the Tokyo Metropolitan Government

Table 2-25 Whom Juveniles Feel Happiest Being With (1981)

Division	Male or female		Males						Females						(%)
	Elementary school		Middle school		High school		Elementary school		Middle school		High school				
	Non-delin- quents	Delin- quents	Non-delin- quents	Delin- quents	Non-delin- quents	Delin- quents	Non-delin- quents	Delin- quents	Non-delin- quents	Delin- quents	Non-delin- quents	Delin- quents			
Parents	28.6	13.0	9.1	7.7	7.1	4.2	35.3	21.5	10.0	4.9	8.3	7.4			
Friends	52.4	78.3	75.8	84.6	78.6	85.4	52.9	64.3	76.7	82.9	75.0	81.5			
Teachers	4.8	0.0	0.0	0.0	0.0	0.0	5.9	0.0	0.0	0.0	0.0	0.0			
Others	4.8	0.0	6.1	1.3	3.6	4.2	0.0	7.1	3.3	2.4	4.2	0.0			
Being alone	0.0	0.0	0.0	0.0	3.6	0.0	0.0	0.0	0.0	4.9	4.2	0.0			
No replies	9.4	8.7	9.0	5.8	7.1	6.2	5.9	7.1	10.0	4.9	8.3	7.4			

Table 2-26 Number of Intimate Friends (1981) (%)

	Males		Females	
	Non-delinquents	Delinquents	Non-delinquents	Delinquents
0	3.7	2.5	1.4	1.2
1 person	1.2	1.6	1.4	2.5
2-5 persons	19.5	45.5	26.8	45.1
6-10 persons	26.8	26.0	32.4	32.9
More than 10 persons	47.6	24.4	38.0	18.3
No replies	1.2	0.0	0.0	0.0

Table 2-27 Types of Intimate Friends (1981) (%)

Division	Males		Females	
	Non-delinquents	Delinquents	Non-delinquents	Delinquents
Those who like reading	37.8	19.5	36.6	14.6
Those who like sports	62.2	43.1	43.7	24.4
Those who like shopping	19.5	10.6	63.4	57.3
Those who like night pleasures	19.5	30.9	8.5	26.8
Those who dress gaily	17.1	29.3	9.9	36.6
Those who discuss life together	19.5	14.6	59.2	36.6
Those who smoke	28.0	45.5	14.1	32.9
Those who like quarreling	17.1	26.0	4.2	12.2
Those who like automobiles or motorcycles	19.5	35.0	7.0	18.3

Note: Some respondents chose more than one item.

Table 2-28 What Effects Friends Have Had on Misdemeanors (1981) (%)

Division	Males Females	
With friends, not alone	5.20	61.0
Heard or saw friends do it well	54.5	69.5
Had to do it in the presence of friends for fear of being shunned	26.0	24.4
Did it to show off to friends	17.1	12.2
No hint from friends	24.4	13.4

Note: Some respondents chose more than one item.

(b) Entertainment facilities
(See Graph 2-14)

(c) Increase in crimes affecting juvenile welfare
Table 2-32 shows the change in the number of victims of prostitution and so-called slave trade over the past five years.

Table 2-29 How Misdemeanors Were Committed (1981) (%)

Division	Males	Females
Did it at my discretion	15.4	9.8
Did it at my discretion, without no particular purpose	19.5	17.1
Did it deliberately with friends	12.2	12.2
Did it with friends, without no particular purpose	52.0	59.8
No replies	0.9	1.1

Table 2-30 Why Juveniles Joined Misdemeanor Groups (1981) (%)

Division	Males		Females	
	Non-delinquents	Delinquents	Non-delinquents	Delinquents
For fear of losing friends	11.0	27.6	9.9	28.0
For fear of being shunned	25.6	35.8	22.5	37.8
As no one would notice	18.3	21.1	18.3	23.2
No replies	45.1	15.5	49.3	11.0

Table 2-31 Shops Selling Porno Magazines (1980, 1981)

Year	Division	Total number (shops)	Specialized shops	Shops selling porno magazines on the side		
				General bookstores	Adult toys shop	Others
1980		2,781	226	1,303	690	562
1981		4,090	896	1,692	900	602
Increase or decrease (number of shops)		1,309	670	389	210	40
Rate of increase or decrease (%)		47.1	296.5	29.9	30.4	7.1

Notes: 1. The specialized shop is a shop where porno magazines account for more than 80% of the total goods handled.
2. This table is based on two surveys, one as of the end of November 1980, and the other as of the end of December 1981.

(2) Juvenile delinquents and their later years.
To prevent juvenile delinquents from committing further misdemeanors, it is important to investigate and analyze their subsequent conduct and relations to gangsters.

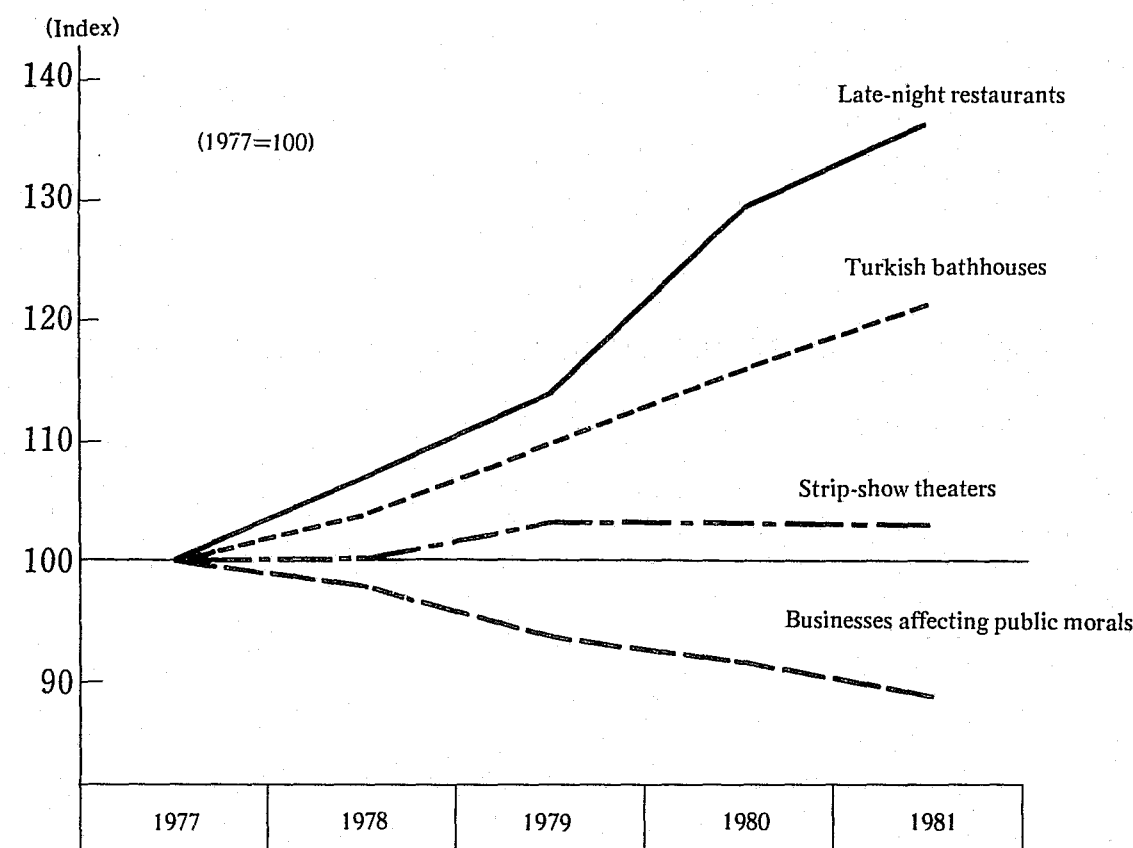
A. Juvenile Delinquency and Its Aftermath
(a) Rate of juvenile delinquents repeating misdemeanors before they reach age 20, and rate of those committing criminal acts between ages 20 and 24

Table 2-34 shows the results of a survey con-

Table 2-32 Change in the Number of Victims of Crimes Affecting Juvenile Welfare (1977-1981)

	Year	1977	1978	1979	1980	1981
Victims (persons)		16,484	16,875	15,676	16,115	18,108
Index		100	102	95	98	110

Graph 2-14 Change in the Number of Entertainment Facilities (1977-1981)



Division	Year	1977	1978	1979	1980	1981
Late-night restaurants		240,730	256,768	275,174	309,574	329,160
Turkish bathhouses		1,354	1,408	1,486	1,575	1,632
Strip-show theaters		305	304	313	314	313
Businesses affecting public morals (excluding Item 7 business)		121,004	118,076	114,206	111,031	107,828

Table 2-33 Victims of Crimes Affecting Juvenile Welfare (1981)

Male or female	Attending or not attending school	Total number (persons)	Preschool children	Students, school children					Employed	Not employed
				Total	Elementary school children	Middle school students	High school students	University students		
Total number (persons)		18,108	36	8,649	68	2,538	5,669	374	4,240	5,183
Males		5,515	20	2,546	26	549	1,874	97	1,840	1,109
Females		12,593	16	6,103	42	1,989	3,795	277	2,400	4,074

Table 2-34 Recurring Rates of Juvenile Delinquents and Rates of Them Becoming Offenders After Coming of Age (1981)

Division	Recurring rates of juvenile delinquents		Rate of juvenile delinquents becoming offenders
	Recurring rates of juvenile delinquents (%)	Recurring rates of juvenile delinquents (annual average)	
Early type	53.0	5.9	15.5
Intermediate type	41.7	7.0	12.4
Late type	24.0	8.0	11.5
Average	34.9	—	12.3

Note: This survey covers juveniles who were born in 1957 and who had lived in Tokyo until age 20 and had committed a misdemeanor, excluding involuntary manslaughter or injuries relating to traffic accidents.

Table 2-35 Number of Repeated Misdemeanors by Juveniles and Number of Offenses Committed by Them After Coming of Age (1981)

Division	Number of repeated misdemeanors	Number of offenses committed by juvenile delinquents after coming of age
Early type	0.29	0.26
Intermediate type	0.24	0.22
Late type	0.21	0.18

ducted by the National Research Institute of Police Science covering 2,691 juvenile delinquents. It indicates at what rate juvenile delinquents repeated misdemeanors before reaching age 20, and at what rate they committed criminal acts between ages 20 and 24.

(b) The number of misdemeanors repeated by juvenile delinquents and the number of criminal acts committed by them after coming of age

Table 2-35 shows how many misdemeanors the juvenile delinquents, covered in the above-mentioned survey, committed per person on an annual average before reaching age 20, and how many criminal acts they committed per person on an annual average between ages 20 and 24.

This survey shows how many misdemeanors the juveniles under review committed per person on an annual average before reaching age 20 (hereinafter called the "number of repeated misdemeanors")

The survey also shows how many criminal acts the juveniles under review committed per person on an annual average between ages 20 and 24

(hereinafter called the "number of offenses committed between ages 20 and 24"). This number is 0.26 for the early type of juvenile delinquent, 0.22 for the intermediate type, and 0.18 for the late type. In other words, the early type of juvenile delinquent committed one offense every 3.8 years, the intermediate type one every 4.5 years, and the late type one every 5.6 years after coming of age.

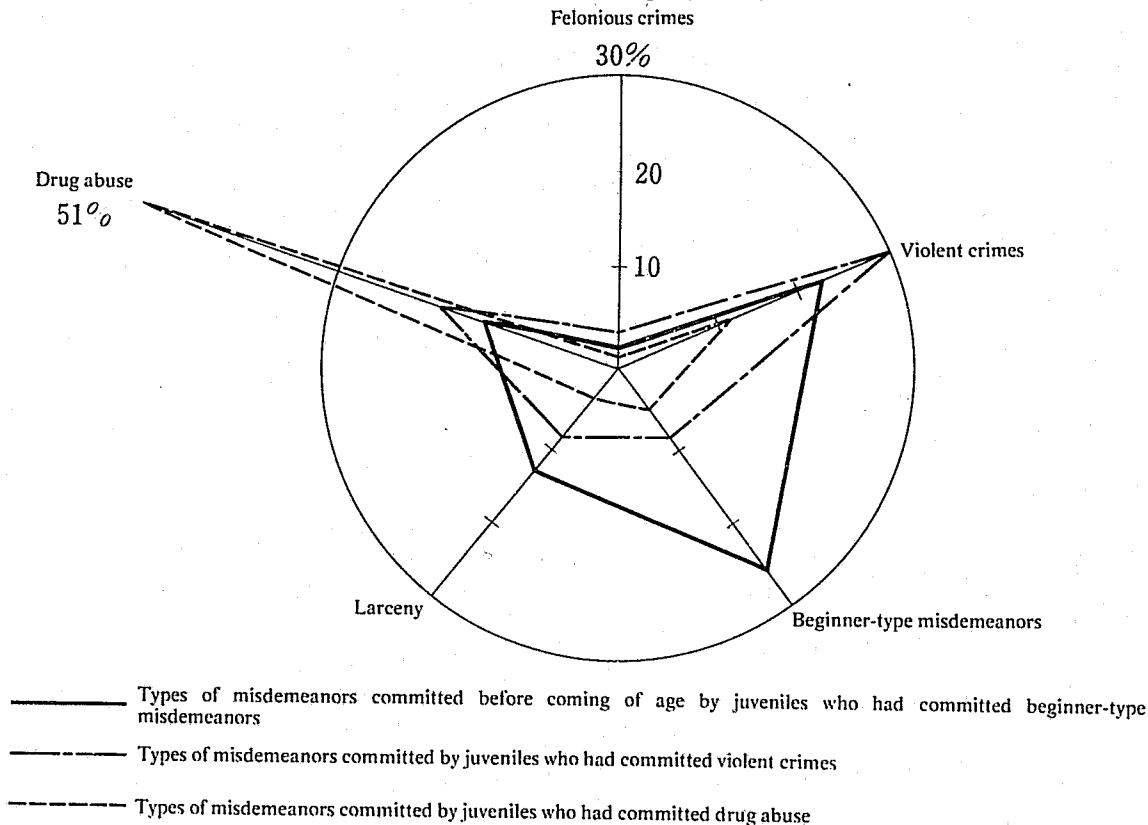
(c) Characteristics of early type

Since this type features a high rate of juvenile delinquents becoming offenders or committing offenses after coming of age, some of the juvenile delinquents who fail to reform themselves in the early stages tend to repeat misdemeanors before age 20 and commit offenses after coming of age.

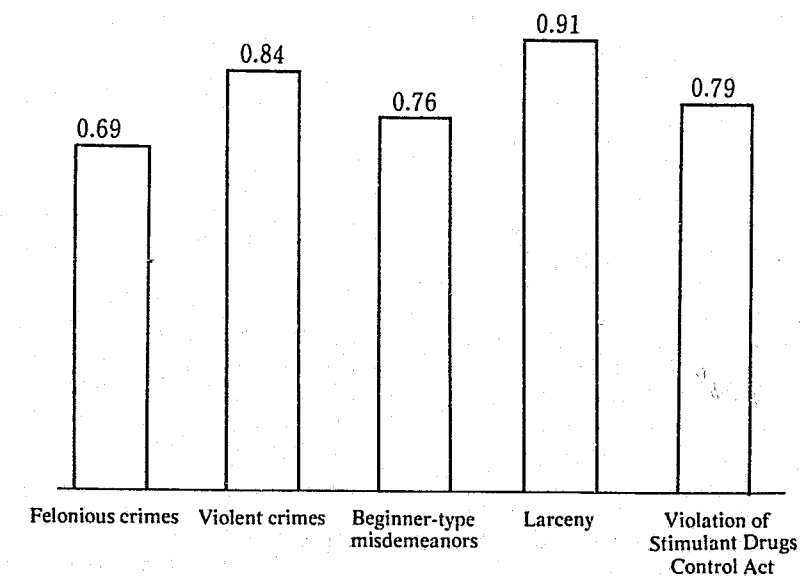
B. Rate of Juvenile Delinquents Repeating Misdemeanors

According to a survey conducted by the National Research Institute of Police Science in 1981 covering 1,937 juvenile delinquents (see Notes), the rate of juvenile delinquents repeating more than one misdemeanor in subsequent years (hereinafter called the "rate of juvenile delinquents re-

Graph 2-15 Types of Offenses Committed by Juvenile Delinquents Before Coming of Age (1981)



Graph 2-16 Number of Misdemeanors Committed Per Juvenile Delinquent Before Coming of Age (1981)



Note: "The number of misdemeanors committed by juvenile delinquents before coming of age" was obtained by dividing the total number of misdemeanors repeated by them before coming of age by the total number of persons who committed the respective types of misdemeanors.

Table 2-36 Juvenile Gangsters and Reserve Juvenile Gangsters Lectured by Police (1980)

Division	Lectured				
	Once	Twice	Three times	More than three times	Not lectured
Juvenile gangsters (%)	27.5	23.8	16.9	30.6	1.3
Reserve juvenile gangsters	19.6	19.6	16.7	42.0	2.2

Note: The lectures given at the time of this survey are not included.

Table 2-37 Types of Misdemeanor Groups Joined by Juvenile Gangsters and Reserve Juvenile Gangsters (1980)

Division	During middle school years		After graduating from middle school	
	Juvenile gangsters (%)	Reserve juvenile gangsters	Juvenile gangsters (%)	Reserve juvenile gangsters
Violent crime group	12.5	14.9	21.3	12.7
Larceny group	8.1	9.8	3.8	3.6
Hotrodders' group	10.0	9.8	31.9	43.1
Sexual misconduct group	0.6	0.7	0.0	2.2
Drug abuse group	5.6	6.5	7.5	8.0
Other group	0.0	1.1	1.9	2.9
Never joined any group	63.2	57.2	33.6	27.5

peating misdemeanors") is a high 13.8% on an annual average.

In 1981, a total of 1,198,398 juveniles were given lectures by the police for their misconduct.

Notes. The juveniles covered in this survey include middle school students in their first, second and third years (excluding those who have a record of misconduct or misdemeanors in the past) who were given lectures by the police for their misconduct throughout the country during the two-month period from September 15 to November 15, 1979. The records of their misconduct were surveyed for the following two years.

C. Beginner-Type Juvenile Delinquents in Later Years

As is known from Graph 2-15, juveniles who have committed beginner-type misdemeanors tend to repeat them or to commit a wide range of offenses, including larceny, violence, and drug abuse, and, as shown in Graph 2-16, they tend to commit a large number of offenses in their later years than other types of juvenile delinquents do. Thus, the number of beginner-type misdemeanors has sharply increased in recent years and has pro-

vided a sort of initiation to various misdemeanors. It is urgently necessary to prevent the occurrence of this type of misdemeanor.

D. Juvenile Delinquents and Gangsters

As of the end of December 1981, the number of gangsters listed by the National Police Agency totaled 103,263, of whom 1,625 were juveniles.

In 1980, the National Research Institute of Police Science conducted a survey covering 160 juveniles who were members of gangs (hereafter called "juvenile gangsters"), as well as 276 juveniles affiliated with misdemeanor groups whose leaders were gangsters or keeping company with gangsters (hereafter collectively called "reserve juvenile gangsters"). The results are as follows:

- (a) Records of lectures by the police (See Table 2-36)
- (b) Relations with misdemeanor groups Table 2-37 shows the records of juvenile and reserve juvenile gangsters joining misdemeanor groups.
- (c) Relations with gangsters
 - i) When the juveniles contacted gangsters A majority of them (31.3%) contacted gangsters

Table 2-38 Why Juveniles Joined Gangs (1980)

Division	Juvenile gangsters (%)
Attracted by heroic acts	56.3
To enjoy a gay life	26.9
To be treated as a man	16.9
To make a living for the present	16.9
Attracted by the world of "giri ninjo" (duty and humanity)	13.8
Attracted by the world where force rules	11.9
Because the job is easy	6.9
To make easy money	6.3
Helpful to the present job	3.1
Forced to join, with no particular purpose	3.1
No particular purpose	20.0
Others, unknown	3.8

Note: Some respondents chose more than one item.

Table 2-39 Why Juveniles Remain in Gangs (1980)

Division	Juvenile gangsters (%)
Attracted by heroic acts	60.0
To enjoy a gay life	28.1
Because the job is easy	12.5
Unable to do other jobs	11.9
Attracted by human relations	9.4
To rise to higher positions	6.3
Find life worth living	5.6
To obtain drugs	5.6
Helpful to the present job	3.8
For economical benefit	1.3
To help the socially weak	1.3
No particular reasons	6.9
Others	10.0

Note: Some respondents chose more than one item.

when unemployed, followed by during disappearances from home, absence from school, and absence from work in that order.

ii) Why the juveniles joined gangs
(See Tables 2-38, 2-39)

iii) How the juveniles regard their joining gangs

As much as 28.8% of the juvenile gangsters regarded their joining gangs as a mistake. Combined with those who considered it as unavoidable (16.3%), they were more than double those who assessed it positively (20.0%). (Table 2-40)

3. Current Situation of and Problems Behind Measures to Counter Juvenile Delinquency

In his administrative policy speech in 1981, the Prime Minister referred for the first time in 15 years to juvenile delinquency and the sound development of youths. In response to his appeal, this problem was discussed at a meeting in February of the government agencies concerned, including the Prime Minister's Office and the National Police Agency. The representatives of these agencies agreed to make further efforts to prevent the occurrence of juvenile delinquency.

The Council on Juvenile Problems, which had been asked by the Prime Minister to study juve-

Table 2-40 Whether to Remain in Gangs in the Future (1980)

Division	Juvenile gangsters (%)
No intention to leave	32.5
Intend to leave immediately taking advantage of this arrest	23.1
Intend to leave as soon as possible in the near future	10.0
Will leave as soon as a suitable job can be found	5.0
Will leave when a certain amount of money can be saved	1.9
Will leave if the boss says okay	1.3
Will not leave until the position gets higher	1.3
Intend to leave after getting married, or after a child is born, or after the child has grown up	0.6
Intend to leave when good prospects can be obtained for the present business	0.6
Intend to leave after reaching a certain age	0.6
Others	3.1
Do not know	20.1

nile problems from a long-term and comprehensive perspective, made an interim recommendation in June. At the National Police Agency, a Committee for Prevention of Juvenile Delinquency was created in October to strengthen the organic link among the departments concerned within the agency and to study and promote comprehensive measures for the prevention of juvenile delinquency.

(1) A counterplan responding to each type of juvenile delinquency

A. Violence in Schools

It is desirable that violence in schools should primarily be prevented through proper guidance by school teachers and officials. In recent years, however, there have occurred so many cases of violence beyond the control of school teachers and officials that the police find it necessary to deal with this problem at its discretion. Giving due consideration to the fact that school is a place for education, and maintaining close contact with the school authorities, the police have endeavored to take necessary action as the occasion demands.

B. Measures against Hotrodders

Measures against hotrodders are taken in two forms. One is to control speeding and try to disband hotrodders' groups. The other is to create environmental conditions that do not permit any speeding.

C. Violence in Homes

It is also desirable that violence in homes should primarily be prevented by the parents and

other members of the family. But, when asked for advice on violence by juveniles, the police have provided necessary guidance and have tried to seek an early solution to the problem in cooperation with juvenile counseling offices and medical institutions. In the event that a juvenile causes an injury to a member of his or her family, the police have taken necessary steps, giving due consideration to the background of the incident.

D. Measures against Beginner-Type Misdemeanors

The number of beginner-type misdemeanors has sharply increased in recent years, constituting the biggest cause of the increase in juvenile delinquency. Moreover, as analyzed in Section 2, this type of misdemeanor harbors the danger of causing juveniles to commit more serious offenses in their later years. To prevent the occurrence of this type of misdemeanor is to inhibit many other juvenile misdemeanors in their early stages. To prevent the occurrence of beginner-type misdemeanors, the police are trying not only to give lectures to juvenile delinquents but also prevent juveniles from committing misdemeanors by removing environmental conditions conducive to misdemeanors.

E. Measures against Drug Abuse

The police have made every effort to control the abuse of drugs, such as thinner and stimulants, by juveniles. To win wide support from the general public for this problem, various enlightenment campaigns have been conducted. A comprehensive measure has also been promoted with the cooperation of the industries concerned.

(2) The framework of countermeasures against juvenile delinquency

A. Cooperation with Related Institutions, Organizations, and Regional Communities

(a) Lecturers for juveniles

As of April 1981, the number of lecturers for juveniles totaled about 53,000. During July 1981 (the month designated to prevent juveniles from committing misdemeanors), a total of about 13,000 juveniles were given lectures throughout the country.

(b) Juvenile lecturing centers

Juvenile lecturing centers are found in many local governments. Based in such a center, police officers, school officials, and lecturers are engaged in various anti-misdemeanor activities, including guidance on the street, counseling services and the elimination of harmful environmental conditions. As of the end of December 1981, the number of juvenile lecturing centers totaled 607 throughout the country, employing a total of about 79,000 staff members.

(c) School-police liaison councils and workshop-police liaison councils

In recent years when juvenile misdemeanors have sharply increased, including violent acts in schools, it has become necessary for the police and schools to maintain close contact with each other. The school-police liaison council was set up in 1963 to inhibit misconduct by school children and students through cooperation between the police and schools. As of the end of April 1981, the number of these councils totaled about 2,100 throughout the country. About 40,000 elementary, middle, and high schools, or about 70% of the total, were affiliated with this system.

The workshop-police liaison council was set up to prevent working youths from committing misdemeanors and help them develop soundly through close cooperation between the police and workshops. As of the end of April 1981, the number of these councils totaled about 1,000. About 31,000 workshops were affiliated with this system.

(d) National anti-misdemeanor campaign

The "Month Designated to Protect Juveniles from Misdemeanors," was started in 1979 as a national campaign to inhibit juvenile misdemeanors. During the campaign month in 1981, a total of 500,000 people took part in various activities throughout the country, including prefectural meetings, social gatherings, and parades.

B. Measures Regarding Juveniles Themselves

(a) Guidance activities for juveniles

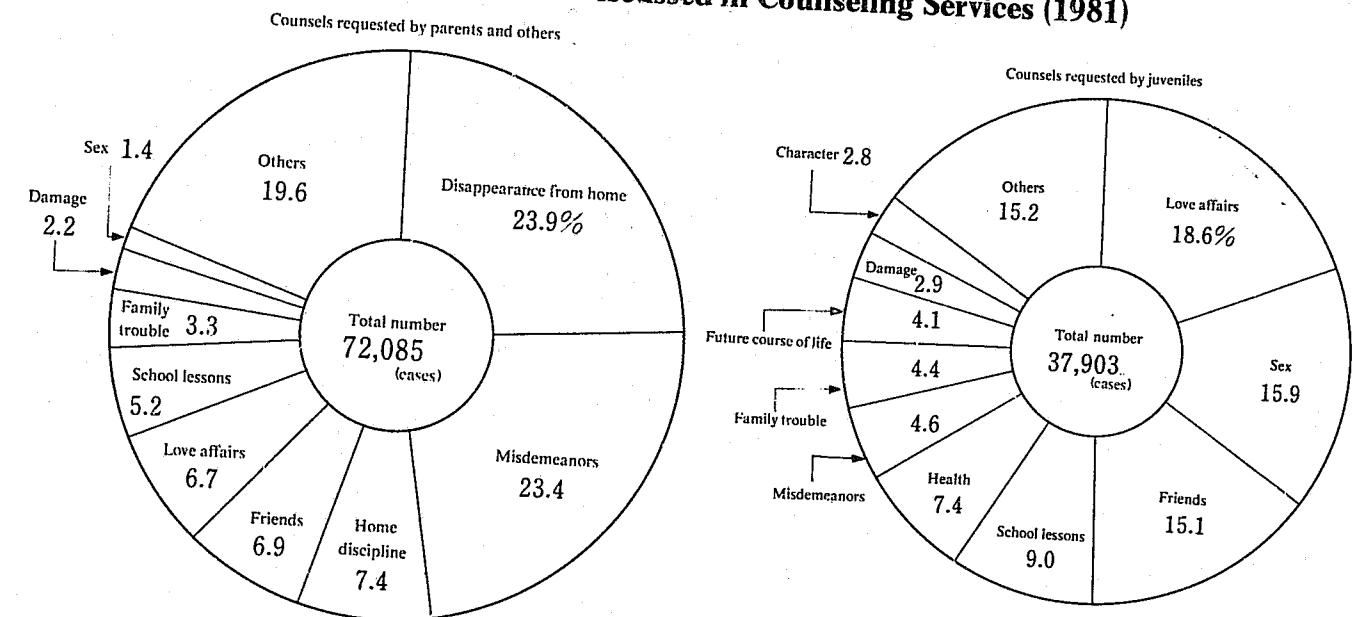
To detect juvenile delinquents as early as possible and prevent them from repeating misdemeanors, the police provide routine guidance for juveniles in shopping centers, parks, railway stations, and other public places. Particularly during the spring, summer, and year-end seasons when juvenile misdemeanors are apt to be committed, special month-long campaigns are conducted to strengthen guidance activities for juveniles in public places.

When a misdemeanor is detected, the police study its cause and background, as well as the offender's character, friends, and his parents' ability to control the child, keeping close contact with his school and family, and then refers the offender to the authorities concerned in accordance with the Juvenile Act and the Child Welfare Act, with an opinion on what should be done to most ef-

Table 2-41 Police Counseling Service for Juveniles (1981)

Division	Number of counsels				By sex	
	Composition ratio	Counsels by		Composition ratio	(number of cases)	
Attending or not attending school		telephone			Males	Females
Total number	109,988	100.0	64,348	100.0	47,914	62,072
Juveniles						
Total	37,903	34.5	34,555	53.7	15,125	22,773
Elementary school children	3,484	3.2	3,364	5.2	979	2,505
Middle school students	14,409	13.1	13,462	20.9	4,237	10,172
High school students	12,510	11.4	11,472	17.8	6,045	6,465
University students	1,132	1.0	1,057	1.6	660	472
"Kakushu gakko" students	930	0.8	819	1.3	479	451
Employed	3,078	2.8	2,518	3.9	1,662	1,416
Not employed	2,198	2.0	1,710	2.7	963	1,235
Unknown	162	0.1	153	0.2	100	62
Parents and others	72,085	65.5	29,793	46.3	32,791	39,294

Graph 2-17 Matters Discussed in Counseling Services (1981)



fectively prevent him from committing further misdemeanors. For a juvenile in a case of misconduct, the police give him or her a warning on the spot and, if necessary, inform his or her family or school of the misconduct and provide them with advice and guidance, for such juveniles are most likely to commit a misdemeanor in the future.

(b) Counseling services for juveniles

To prevent juveniles from committing a misdemeanor, running away from home or committing suicide, or to detect such acts in the early stages, the police provide counseling services for juveniles who cannot tell their parents or teachers about their problems, as well as for parents who are troubled by their children's misdemeanors or misconduct. In charge of these services are police officers for juveniles and specialists in child psychology. To enable more people to utilize this system, the prefectural police headquarters throughout the country provide counseling services by telephone.

(c) Activities to disband misdemeanor groups

One of the important tasks for the police to prevent juvenile misdemeanors is to urge juvenile delinquents to sever ties with delinquent friends or to try to disband misdemeanor groups. With the cooperation of their parents and teachers, the police have endeavored to encourage juvenile delinquents to leave misdemeanor groups or to disband them so as to prevent the recurrence of misdemeanors.

C. Measures to Protect Juveniles from Harmful Environmental Conditions

(a) Control of offenses affecting public morals
Offenses affecting public morals have an ad-

verse effect on the sound development of juveniles. The police have been trying to control these offenses in accordance with the Penal Code, the Act to Control Businesses Affecting Public Morals, the Entertainment Facilities Act, and the Anti-Prostitution Act. (See Page 66)

(b) Control of offenses detrimental to juveniles' welfare

The police have been trying to control various offenses likely to induce juvenile delinquency and detrimental to the sound development of juveniles and their welfare.

(c) Control of offenses under the Juveniles Protection Ordinance

This ordinance prohibits showing, displaying or selling to juveniles (under age 18) any books, shows, advertising, and the like ruled by the prefectural governor to be harmful to juveniles.

(d) Request for voluntary restraint by publishers

In November 1981, the National Police Agency held a meeting of publishers and explained the situation of juvenile misdemeanors to them. Citing some juvenile misdemeanors likely to have been induced by publications, the police asked the publishers to exercise voluntary restraint in their business activities. At the same time, the police sent some reference material to various women's and youth organizations, asking them to appeal for voluntary restraint by the industries concerned.

(e) Activities for environmental purification

To eliminate harmful environmental conditions, the police have since 1978 conducted various activities for what is called the environmental purification campaign throughout the country.

Graph 2-18 Arrests of Offenders for Violation of Laws Affecting Juvenile Welfare (1981)

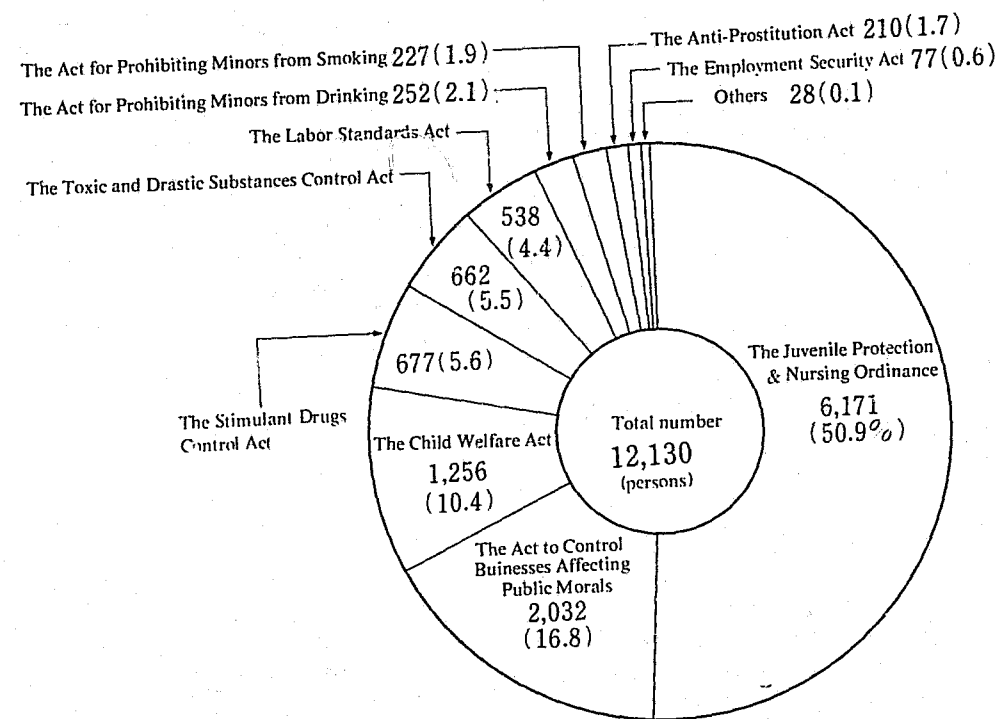


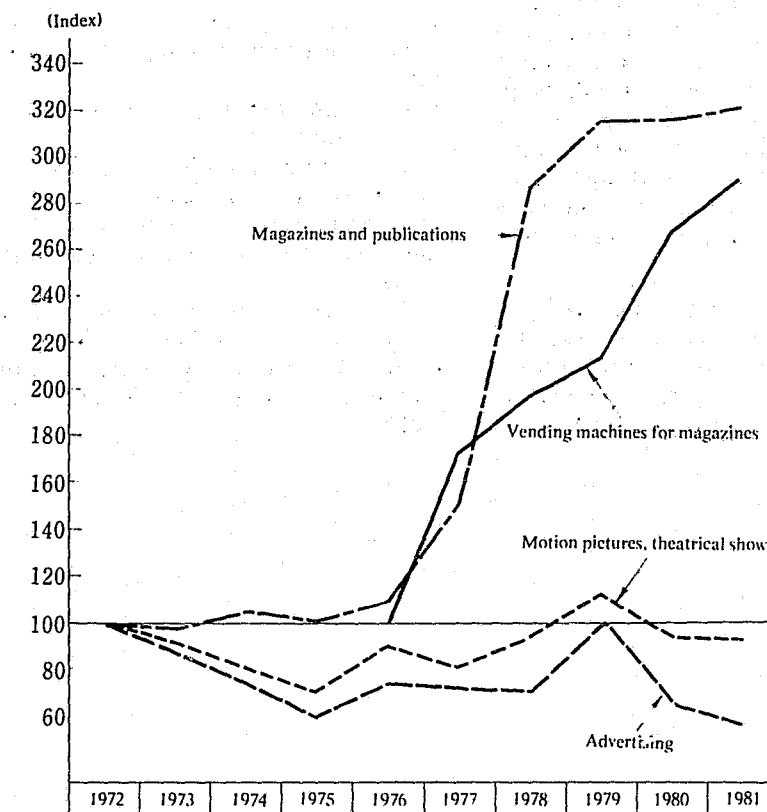
Table 2-42 Number of Gangsters Apprehended as Suspects of Vicious Crimes Affecting Juvenile Welfare (1981)

Division	Type	Total number	So-called slave trade	Intermediary exploitation to prostitute themselves	Acts forcing juveniles	Acts making juveniles have sex
Total number of suspects		1,106	76	243	210	586
Of those gangsters		245	29	47	37	132
Ratio of those to total (%)		22.2	43.3	19.3	17.6	22.5

Table 2-43 Vending Machines for Magazines Subject to Regulatory Action (1980, 1981)

	Total number (persons)	Juvenile Protection & Nursing Ordinance			Other laws and regulations		
		Total	Lectured or warned	Sent to prosecutor's office	Total	Lectured or warned	Sent to prosecutor's office
1980	1,313	871	772	99	442	442	0
1981	1,481	966	820	146	515	510	5
Increase or decrease (persons)	168	95	48	47	73	68	5
Rate of increase or decrease (%)	12.8	10.9	6.2	47.5	16.5	15.4	—

Graph 2-19 Number of Cases in Which Porno Magazines and Publications were Found Harmful for Juveniles under Juvenile Protection and Nursing Ordinance and Number of Vending Machines Selling Porno Magazines (1972-1981)



		Year									
Division		1972	1973	1974	1975	1976	1977	1978	1979	1980	1981
	Number of cases	10,874	10,233	9,070	7,485	9,410	9,021	10,164	11,835	10,312	10,000
Motion picture, theatrical show	Index	100	94	83	69	87	83	93	109	95	92
	Number of cases	8,590	8,434	8,837	8,609	9,492	15,656	24,442	27,090	27,108	27,361
Magazines and publications	Index	100	98	103	100	111	182	285	315	316	319
	Number of cases	755	865	563	442	564	553	516	715	470	410
Advertising	Index	100	88	75	59	75	73	68	99	62	54
	Number of units	—	—	—	—	7,361	12,493	14,505	15,524	19,469	21,342
Vending machines for magazines	Index	—	—	—	—	100	170	197	211	264	290

Table 2-44 Removal of Vending Machines for Magazines

Year	Division	Total number (units)	Removal for violation of laws and regulations	Removal under pressure by local residents	Others
1980		3,869	48	3,227	594
1981		4,517	88	3,482	947
Increase or decrease (units)		648	40	255	353
Rate of increase or decrease (%)		16.7	83.3	7.9	59.4

(3) Future Activities

(a) Cultivation of norm consciousness

In fiscal 1982, the police are planning to launch a national campaign to protect juveniles from misdemeanors by designating about 200 model districts throughout the country. This campaign is targeted for elementary school children in higher grades and middle school students in districts with relatively high crime rates. With the cooperation of parents, teachers, and local community leaders, this campaign is designed to teach juveniles what is right and what is wrong through various enlightenment activities, meetings, and classes.

(b) Severance of ties with misdemeanor groups

A juvenile police assistance system was started in fiscal 1982. A juvenile police assistant, chosen from among civilian volunteers experienced in juvenile problems and appointed by the chief of

the police headquarters, is to assist the police in encouraging juvenile delinquents to leave their groups and in preventing them from committing further misdemeanors. By further developing this system, the police must strengthen their activities for disbanding misdemeanor groups and for preventing juvenile delinquents from re-joining these groups.

(c) Comprehensive environmental purification campaign

The environmental purification campaign is being promoted in three ways: (1) control by laws and regulations, (2) voluntary restraint by the industries concerned, and (3) activities by local residents.

To solve the problems of juvenile misdemeanors, it is necessary for us to create a climate in which social order and morals are stressed and to establish a norm for the entire society.

Chapter III Police Activities Closely Tied to a Community

1. Street-corner Policing to Protect Local Residents

(1) Koban and Chuzai for which people rely on

More than 15,000 police boxes (koban) and residential police boxes (chuzai), which are unique in police force of the world, are placed across the country as the bases for patrol police activities. They are working in close contact with patrol cars and the communication command centers.

This police officer has been assigned to the Midoridai Housing Complex Residential Police Box of the Funabashi Police Station, Chiba Prefectural Police. This residential police box is located in the northeastern part of Chiba prefecture and it has about 11,000 residents in its jurisdiction, which is as large as 4.5 square kilometers and has many high-rise apartment houses in the area. Now, let's see his activities in December 1981 from his diary.

Monday, X day, December, fine weather.

(9 a.m.) While at deskwork at the police box, 5-year-old boy and 4-year-old girl came to turn in pencils and a rubber ball they picked up in the neighborhood. Lately, children have begun to show no hesitation in visiting the box.

(10 a.m.) My partner A showed up. This residential police box has been on a two-man duty system due to a fairly large number of residents and frequent occurrences of accidents and incidents. Criminal cases in this area are mostly bicycle and motorcycle thefts and they account for about 80% of the whole penal code offenses in this area. After making a brief business talk with me, A went out for patrolling. I went to the bicycle parking lot at the center of the housing complex and put the theft warning slips on about 200 bicycles and motorcycles.

(12 a.m.) While eating lunch at the box, a young mother reported her child was missing. After reporting it to the police station, searched for the child about 30 minutes in the neighborhood and finally found him toddling along the road about 500 meters away from his house. With my immediate call, mother came at a run and gave a sharp scolding to her boy. Telling her not to take her eyes off the child, I returned to the box.

(2 p.m.) Went out for a patrol. Though I patrolled the places most frequented by theft cases, what attracted my attention was children's roller skating

on the roads. Warned the children not to play on vehicle lanes. When I came to the park at the deep end of the housing complex, I noticed two boys, who looked like junior-high students, were in the back of a public lavatory. One was squatting and the other was looking around restlessly. They appeared to be taking off the parts of bicycles. At my addressing, they gave a surprised look at my sudden appearance and started running away. Chasing after them about 200 meters, and I made them halt. They confessed that they had stolen bicycles from the nearby bicycle parking lot and they were going to make a bicycle of their likings by using the parts taken away from the stolen ones. From their confession, many bicycles hidden in the nearby wood were found. Took them to the police station and turned them over to the officers in charge of juveniles. They seemed not to be seriously feeling guilty for what they have done. Their parents must be working outside and coming home late at night.

(5 p.m.) A bicycle theft was reported by a neighborhood housewife. While shopping, she said, her bicycle, which she uses for going to work, was stolen. Reported the case immediately to the police station by a portable radio set and made an arrangement for searching. To my regret, a thorough searching of the neighborhood resulted in no finding.

(10 p.m.) While relaxing with my family, received a phone call from a snack bar, reporting that "we are in trouble with a drunk who had fallen asleep at the bar." Although these kinds of cases during the off-duty hours are to be taken care of by a patrol car, I put on a uniform and went out, because this snack bar is in my beat. Entering the bar, which is at the first floor of the apartment building, I found a middle-aged man lying at full length on the floor. Shook him up, but he didn't wake up. After a while, he came around to himself somehow and tried to rise himself in vain, murmuring some meaningless words. The patrol car arrived before long.

Tuesday, cloudy.

(9 a.m.) The telephone rang while doing deskwork at the box. It said "My rice paddy is going to be filled up, come quick, please." Rushed to the place and found out three men were in dispute facing each other with a bulldozer between. Intervened to listen to their claims. The dispute was cleared up, because the subcontractor was leveling the wrong paddy. The place was different

from what he was asked by an estate dealer. The subcontractor apologized for his mistake and promised to restore the paddy as it was. This is one of the cases often seen lately as land development proceeds at a high tempo around here.

(11 a.m.) Coming back from a patrol, found a wife's memo on the desk. It reads that a housewife of the complex gave a call reporting that she was in trouble to park her car, because her parking place was preoccupied by a strange car. After finding the person who parked the car without her permission, made him move his car.

(2 p.m.) Left the box for a patrol and house visit. Need to spare more time for house calls since this box has a comparatively larger number of households than other boxes. Learned from the people of the apartment I visited today that they had complaints about the noise disturbances from the neighboring doors, and they were wanting to have crime-prevention lights installed in the housing area. Good opinions and advice for the control of hot-rod groups were also expressed by them.

(8 p.m.) A phone call from a housewife in the complex asking whether there was any traffic trouble, because her husband didn't come home at his usual time. When I told her that no trouble had been reported so far, she slammed the receiver, hysterically saying "Where in the world has he gone?"

(9 p.m.) While at deskwork, a ring from a resident. He complained about a noisy car parking on the road with its engine on. Rushed to the scene and found out the car, whose body was lowered like the ones used by hot-rodgers, making large engine noises. Also found were five young boys and girls in the car filled with cigarette smoke. Noticing me, they tried to start off. For some reason or other, the car took time to move off. I held them and the patrol car arrived soon after. The smell of the paint thinner filled the inside of the car. We took them to the police station and turned them over to the juvenile section.

In my ten-year service at the residential police boxes at various places, the nature of duty at this box in the housing complex is quite different from those in agricultural or fishing villages. In this housing complex, various kinds of incidents and accidents keep me busy every day.

When I first was assigned to this box, I worried a little whether inhabitants of the housing complex would get along with the police box. Now glad to notice that people are getting more friendly and cooperative day by day. My efforts will be continued.

A. Community-minded police patrols and house calls

The public opinion poll on police activities shows that people have the strong demands to police to strengthen such activities as frequent pa-

trollings, preventive arrests of thefts or burglars, which are closely related with the life of ordinary citizens. Based on these demands, establishment of new police boxes, allocation of mini-patrol cars to residential police boxes and rationalization of deskwork at the boxes are being stressed in our police efforts to expedite the handling of incidents or accidents and to spare as much time as possible for patrolling. While on foot patrol, activities are coordinated with the police station and patrol cars through the portable radio set. When a house is found inadequate in locking the doors, a "Patrol Card" is sent out to call for more attentiveness for crime prevention. In the same way, such matters as dangerous playing by children are warned to the residents by a "Information Card."

a) 65% of criminal offenses are cleared by patrol police.

Around-the-clock outdoor duty of patrol police officers resulted in the arrest of 270,000 persons or about 65% of the total arrests in 1981. Also about 55% of special laws' violations such as the violations of the Stimulant Drug Control Law or Traffic Control Law were arrested by patrol police officers and usually about 88% of drunken persons and runaways are taken care of by patrol police officers. About 47% of penal code offenses cleared by patrol officers are detected through their questioning while on patrol duty. Even many burglars, stimulant drug offenders, or criminals of important cases are arrested through their questioning.

b) House calls to deepen their contact with the residents.

A patrol officer visits every home, office and workplace in his area. During these "house calls", he provides citizens with necessary information to protect them from crimes, traffic accidents and other dangers. While on a visit, he listens to the residents' opinions or wishes to police so that they can be reflected in police activities in the future.

B. Protection and services given to the aged persons and children

Patrol police provide various protection and services to the old and children, because they are more likely to become victims of various incidents and accidents than other people. For the old persons living alone, patrol police visit their homes to give various advice on their safe living and to provide counselling services, and for children, they give them traffic guidance and protection particularly on their way to and from schools. They also deepen their contact with children by coaching various sports including Judo and Kendo.

C. Mini-public Relation Bulletins

About 13,000 police boxes and residential police boxes among about 15,000 of them are issuing

パトロールカード

私はこの付近を掌持する警察官です。

月 日 午前 時 分 ころ、お宅の付近をパトロールしましたので、ご連絡いたします。

☐ 防犯によく注意されています。今後も気を付けてください。

☐ 次の点にご注意ください。

1 出入口(表、裏、勝手)の鍵が不完全です。

2 窓が開いたままです。

3 表に(自転車、バイク)が放置されたままです。

4 自転車の防犯登録をしてください。

5 その他

〒 番 出 所 駐 在 所 TEL. けいさつ (内線)

警察からのお知らせ

○ 最近この付近では、が多く発生しています。ご注意ください。

警察からのお願い

○ 一般家庭では、必要以外の現金を保管しないようにしましょう。

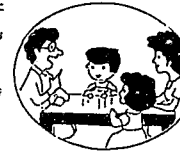
○ 長期旅行するときは、現金に換金し、新聞・牛乳などの目立つものは保管してもらいましょう。

○ 交通安全の主張は、お母さんあなたです。ご家族で交通安全防止について話し合いましょう。

○ 子供を遊ばせたり、甘やかしますと非行の原因となります。しつけは厳しく、犯罪の機会をつくりましょう。

○ 困っていることや相談したいことがありましたら、お気軽に連絡してください。

○ 事件や事故はすぐ110番してください。



their bulletins. They contain various topics which are closely related to their areas such as crimes and accidents in the area and proposed crime preventive measures, and introduction of local history, and the opinions and suggestions of the residents, etc.

Patrol Card (front)

I am a police officer in charge of this area. The following was noticed while patrolling

at around _____ hours _____ p.m. on _____ day _____ a.m.

- Your attention for crime prevention is commendable. Please continue.
- Please pay attention to the following.
 - Your door locking is inadequate at the (front, back, sides, kitchen,)
 - The window(s) is (are) open.
 - Your (bicycle, motorbike,) is left outside.
 - Make a crime prevention register for your bicycle.
 - Others. ()

(name of) Police box, (name of police officer)

(name of) Police station, Tel. _____ Extension _____

Patrol Card (back)

Information from police.

Recently, (name of offenses or accidents) often occur around here. Please be attentive.

Request from police.

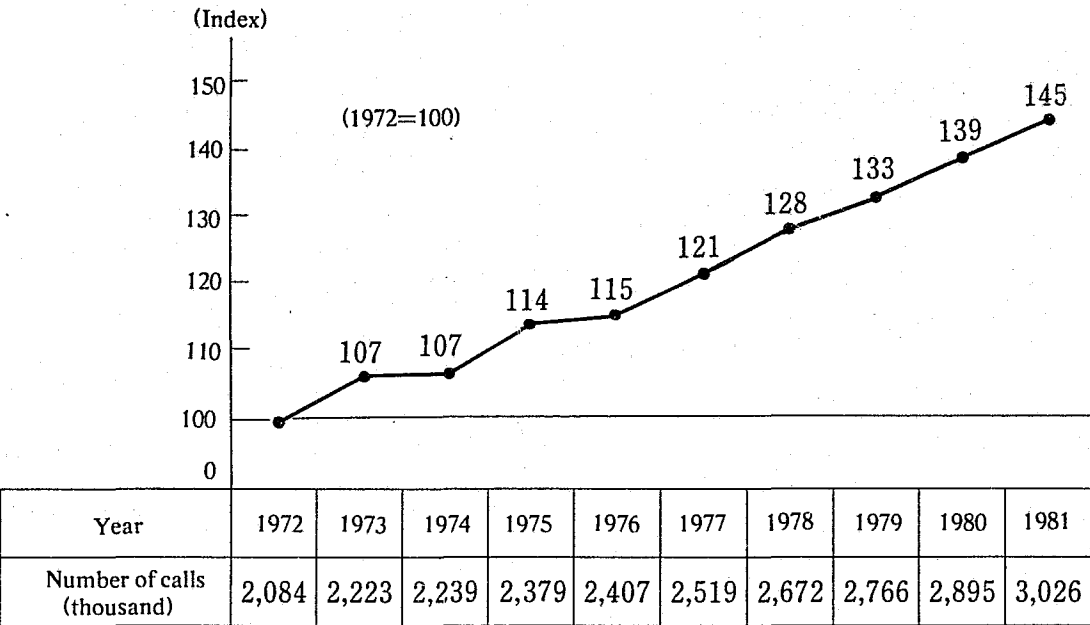
- * Don't keep an unnecessary amount of money at home.
- * When away from home for some days, ask your neighbors to keep newspapers, milk bottles, etc. for you.
- * It is mother who plays an important role to prevent a traffic accident. Let your family talk about it at home.
- * Do not leave your children to themselves or coddle them, or they will go into delinquency. Home discipline and dialogue at home are of vital importance in bringing up children.
- * Please feel free to call us at any time when you are in trouble or when you need our advice.
- * Dial "110" immediately when you notice an incident or accident.

(2) Activities of a Communication Command Center and patrol cars

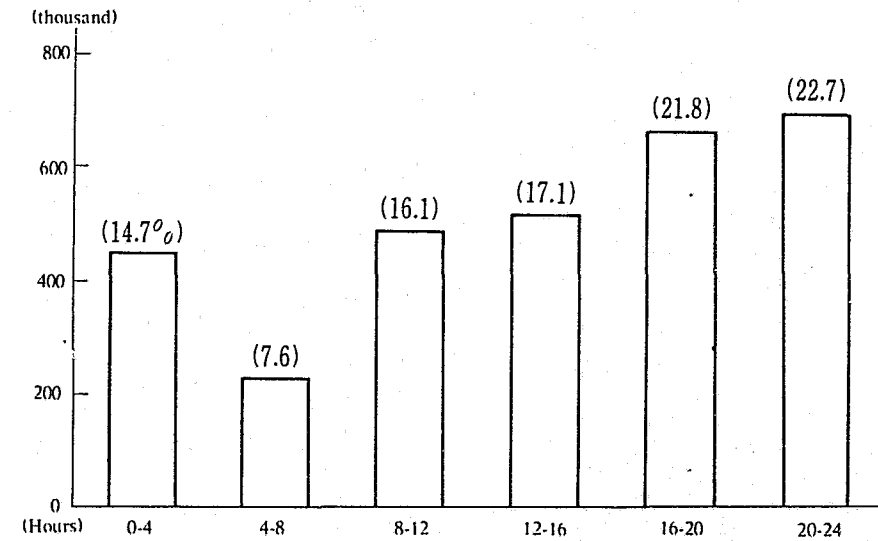
A. Communication Command Center, a center for initial police activities

The Communication Command Center has been established in every prefectural police headquarter.

Graph 3-1 Yearly Changes of "Dial 110" Calls During the Years of 1972-1981



Graph 3-2 Number of "Dial 110" Calls by Hour-zones in 1981



Note: Figures in () show the percentage in the total calls.

ers throughout the country to function as the center to receive emergency calls and to give directives to patrol cars. It plays an important role as the key of initial police activities.

B. Ever-increasing "Dial 110" calls
a) A call per 10.4 seconds by one in every 39 persons.

In 1981, police throughout the country received about 3.03 million "Dial 110" calls, an increase of

about 130,000 calls or 4.5% over the previous year.
b) The calls are at peak at night. (See Graph 3-2)
c) Traffic-related calls outnumber others. (See Graph 3-3)

C. Activities of patrol cars
About 2,600 patrol cars are assigned to the prefectural police headquarters and police stations

Graph 3-3 Classification of "Dial 110" Calls by Contents

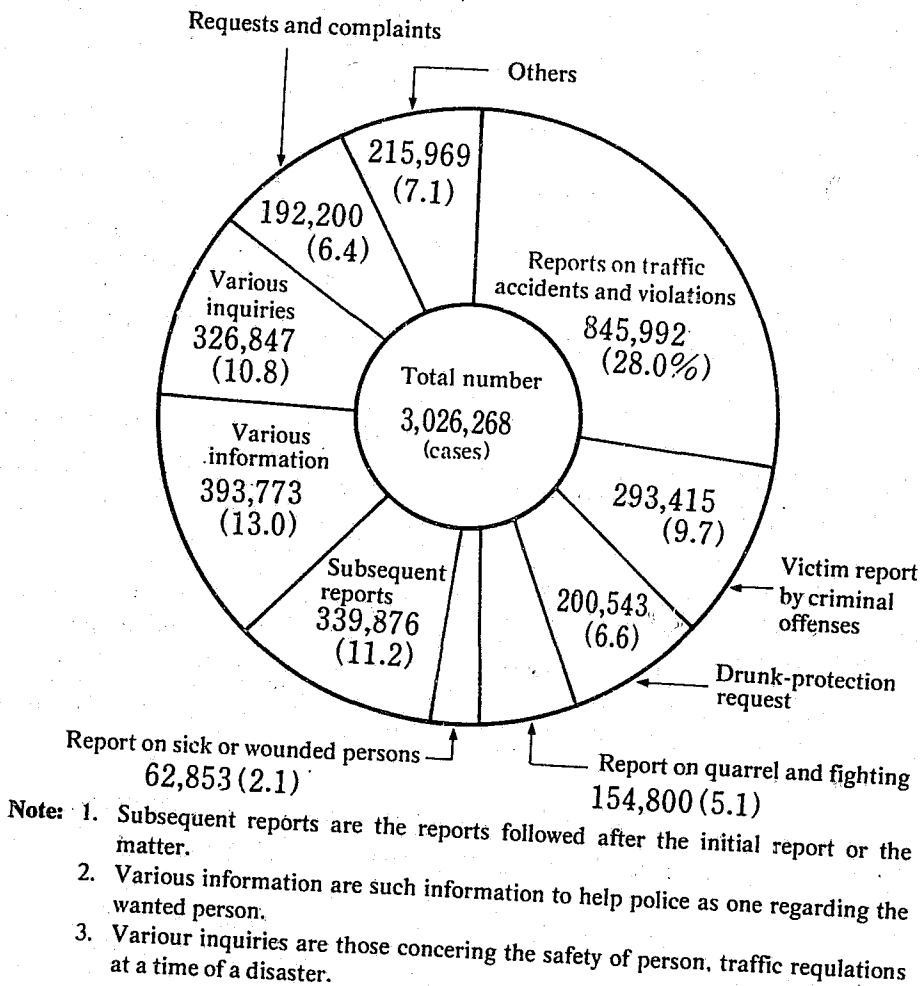


Table 3-1 Response Time in the Dial-110 Call Converging Areas and Crime Clearance Rate (1981)

Response time	Within 3 minutes	Between 3 to 5 minutes	Between 5 to 10 minutes
Number of Patrol Car arrival cases	26,013	35,935	61,566
Number of cases cleared	8,758	9,049	11,362
Clearance rate (%)	33.7	25.2	18.5

across the country. They are usually on patrol duty of their assigned areas. When alerted by the Communication Command Center or police station, they rush to a scene of crime or accident to arrest an offender or to deal with an accident. When necessary, they visit a residential area to talk with the residents or to make necessary contact with them. They often function as a "mobile police box".

Table 3-1 shows the response time in the "Dial-110 call converging area" and crime clearance rate.

Note 1. "Dial-110 call converging area" is the area, within which a dialing of 110 at any place is automatically connected to the Communication Command Center of the prefectural police headquarters. In the areas under the jurisdiction of 890

police stations or 73% of police stations throughout the country, "Dial 110" calls are automatically connected to the Communication Command Center.

"Dial 110" calls in other areas are connected to the police station of that area.

Note 2. A response time is the time elapsed from the reception of a Dial 110 call to the arrival of a patrol car to the destination.

2. Police Service Close to Local People

(1) Dialogue with local people

A. Voices of residents are reflected in police activities.

A prefectural police headquarters or police station delivers the pamphlets on police activities to the residents, or give briefings at various meetings to let the residents clearly understand the intention and activities of police. Moreover, through the window of a "Residents' Corner" and such public meetings as "Meeting to talk with the

Chief of Prefectural Police" and "Meeting of Citizens and Police for talks" and through public opinion surveys, police try to know the voices and demands of the residents. And what police learned are reflected on their future activities.

B. Police bands bridge the residents and police. There are 48 police bands across the country, one in each prefectural police and Imperial Guard Police, with total members of 1,750 persons. The majority of them have a color guard troop organized by police women and traffic guardians.

(2) Counselling on domestic troubles
(See Tables 3-2, 3-3)

(3) Handling of lost and found articles

Police boxes are mainly in charge of lost and found articles. About 60% of the money and 10% of the articles found through their handling are returned to original owners.

(4) Protection of the drunk, lost children, mentally-deranged and so on

Table 3-4 shows the number of persons protected by police in these five years, based on the Police Law, the Law for the Prevention of Nui-

Table 3-2 Yearly Changes of the Number of Trouble Counsellings During the Years of 1977 to 1981

Year	1977	1978	1979	1980	1981
Number of cases	173,115	174,371	179,433	187,979	209,854
Index	100	101	104	109	121

Table 3-3 Contents of Trouble Counsellings in 1981

Contents	Number of cases	Composition ratio (%)
Total number of counsellings	209,854	100.0
Home problems		
Personal matters	34,037	16.2
Marriage and divorce	7,825	3.7
Living troubles	7,692	3.7
Others	20,269	9.7
Civil problems		
Loan and debt matters	16,555	7.9
Real estate matters	10,967	5.2
Business troubles	17,554	8.4
Others	2,338	1.1
Crime prevention matters		
Prevention of crimes and dangers	25,377	12.1
Others	45,514	21.7
Others	21,726	10.3

Graph 3-4 Handling of Lost and Found Reports During the Years 1977-1981

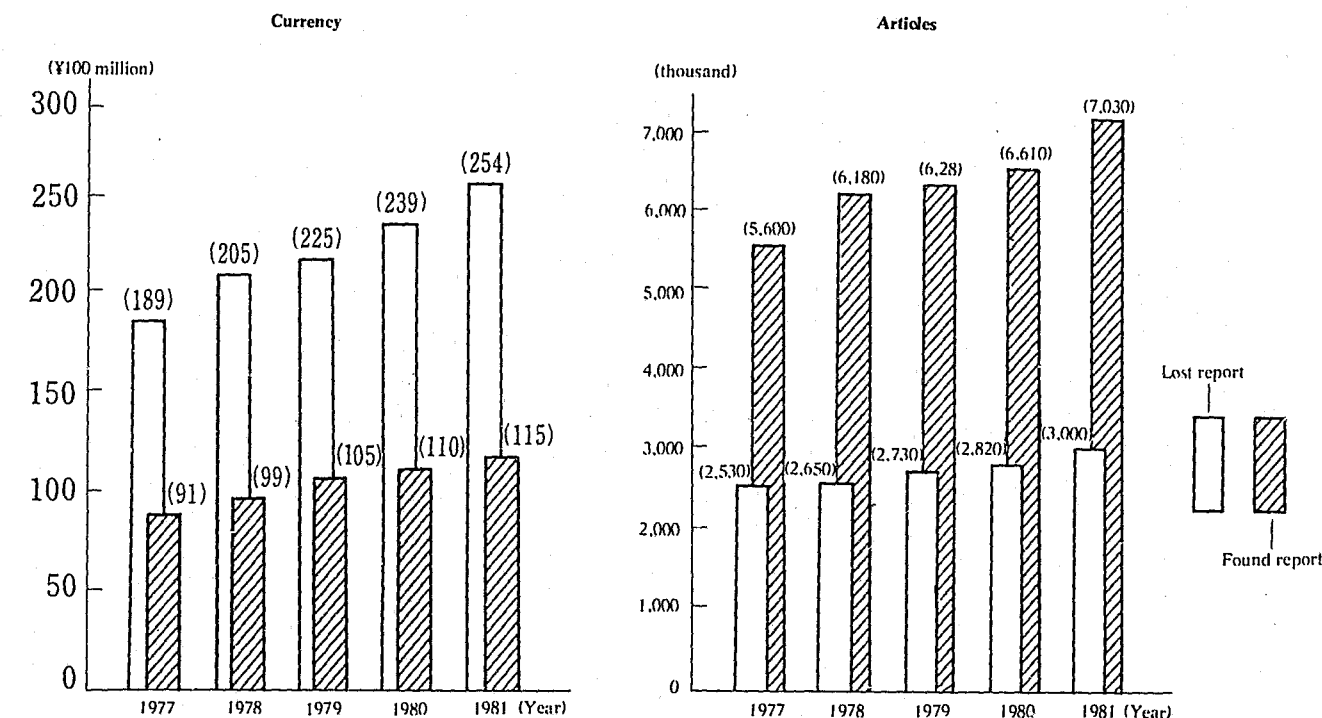


Table 3-4 Yearly Changes of the Persons Protected by Police (1977-1981)

Year	1977	1978	1979	1980	1981
Total number of persons	301,991	283,484	268,118	256,199	248,217
Drunks	140,433	131,164	123,100	116,830	114,160
Lost children	94,834	87,061	80,673	77,270	71,464
Mentally-illed persons	22,380	21,685	21,322	20,777	20,427
Sick persons	5,279	4,865	4,730	4,659	4,616
Wounded persons	2,193	1,970	1,981	1,813	1,619
Runaways from asylums	917	751	748	826	710
Others	35,955	35,988	35,564	34,024	35,221

Table 3-5 Yearly Changes of Searching Requests of Runaways (1977-1981)

	1977	1978	1979	1980	1981
Number of requests	95,457	101,047	100,051	101,318	104,624
Sex	Male	45,089	47,280	47,450	48,398
	Female	50,368	53,767	52,601	52,920
					53,953

Table 3-6 Causes and Motives of Runaways in 1981

Causes and motives	Total number	Family relations		Love problems		School matters		Occupational matters		Illness		Crimes		Laziness, loose habit		Others		Unknown	
	Teen-agers	Teen-agers	Teen-agers	Teen-agers	Teen-agers	Teen-agers	Teen-agers	Teen-agers	Teen-agers	Teen-agers	Teen-agers	Teen-agers	Teen-agers	Teen-agers	Teen-agers	Teen-agers	Teen-agers	Teen-agers	Teen-agers
Total number (persons)	104,624	22,648	20,836	7,560	12,078	6,478	1,257	3,327	25,826	4,614									
	46,657	9,264	8,161	7,290	2,067	646	743	2,505	14,418	1,563									
Composition ratio (%)	100	21.7	19.9	7.2	11.5	6.2	1.2	3.2	24.7	4.4									
	44.6	8.9	7.8	7.0	2.0	0.6	0.7	2.4	13.7	1.5									
Males	50,994	8,462	6,337	4,033	9,525	3,903	960	1,825	13,242	2,707									
	19,257	4,055	1,570	3,823	1,155	359	550	1,627	5,491	627									
Composition ratio (%)	48.4	8.1	6.1	3.8	9.1	3.7	0.9	1.6	12.6	2.5									
	17.7	3.8	1.4	3.6	1.1	0.3	0.4	1.5	5.1	0.5									
Females	53,630	14,186	14,499	3,527	2,553	2,575	297	1,502	12,584	1,907									
	27,400	5,209	6,591	3,467	912	287	193	878	8,927	936									
Composition ratio (%)	51.6	13.6	13.8	3.4	2.4	2.5	0.3	1.6	12.1	1.9									
	26.9	5.1	6.4	3.4	0.9	0.3	0.3	0.9	8.6	1.0									

Table 3-7 Period Taken to Discover Runaways in 1982

	Period	Total number	-7 days	-14 days	-one month	-3 months	-6 months	-one year	-2 years	Over 2 years
Runaways discovered		106,711	64,107	12,124	9,433	9,087	4,612	3,320	2,153	1,875
Composition ratio (%)		100.0	60.1	11.4	8.8	8.5	4.3	3.1	2.0	1.8

Note: Period is the time taken to discover a runaway after receiving a searching request and in absence of such request from the day of runaway to the day of discovery.

sance Behaviors by Drunken Persons, and the Mental Sanitation Law.

B. The top cause of suicides is sickness and poverty.
(See Table 3-10)

(5) Searching requests for runaways and searching activities

- A. Teenagers outnumber other runaways.
(See Table 3-5)
- B. Most runaways are caused by family problems and love problems.
(See Table 3-6)
- C. Discovering runaways
(See Tables 3-7, 3-8)

(6) The facts about suicide

- A. Many suicides are seen in aged persons.
(See Table 3-9)

Note. The rate of suicides is the number of suicides per 100,000 persons of the same age

3. Promotion of Comprehensive Measures to Prevent Crimes

(1) Local measures to prevent crimes

A. Building up a safe city.
Police have been studying the state of urban crime, causes of crimes, and crime prevention measures from the scientific viewpoints, including civic engineering, to build up a safe city. In March 1981, "Basic Study Report on the Crime Prevention Standards in a City" was published, based on the study of 552 cities and about 7,000 residents. This report is suggesting the building-up of a safe city where citizens will have a sense of their own city and where crimes easily

Table 3-8 Methods of Discovery in 1981

Methods	Total number	Came home voluntarily	Police questioning	Witness information	Staking-out at likely-visiting places	Request of protection by a runaway	Others
Total number (persons)	106,711	60,324	20,894	5,735	3,394	842	15,522
Composition ratio (%)	100.0	56.5	19.6	5.4	3.2	0.8	14.5

Table 3-9 State of Suicides by Sex and Age in 1981

Age Classification	Total number		Males		Females	
	Number of persons	Percentage	Number of persons	Percentage	Number of persons	Percentage
Total number	20,434	17.3	12,942	22.2	7,492	12.5
Juveniles						
Total	620	3.5	442	4.9	178	2.1
0— 9	0	—	0	—	0	—
10—14	88	0.9	64	1.3	24	0.5
15—19	532	6.5	378	9.1	154	3.9
Adults						
Total	19,715	29.3	12,416	31.3	7,299	17.2
20—29	2,777	16.9	1,917	23.2	860	10.6
30—39	3,653	18.2	2,501	24.8	1,152	11.5
40—49	3,996	23.9	2,892	34.7	1,104	13.2
50—59	3,304	24.8	2,198	34.4	1,106	15.9
60—64	1,176	25.9	672	34.3	504	19.5
65—	4,809	43.7	2,236	48.3	2,573	40.3
Unknown	99	—	84	—	15	—

Table 3-10 Causes and Motives of Suicides in 1981

Cause and motives	Total number	Family problems	Sickness and poverty	Economical living problems	Problems at work-place	Love problems	School matters	Mental illness, alcohol addiction	Others	Unknown
Total persons	20,434	2,181	8,919	2,019	905	888	231	3,369	1,163	759
Composition ratio (%)	100.0	10.7	43.8	9.9	4.4	4.3	1.1	16.5	5.6	3.7
Males	12,942	1,213	4,918	1,800	834	493	178	2,057	817	632
Composition ratio (%)	100.0	9.4	38.0	13.9	6.4	3.8	1.4	15.9	6.3	4.9
Females	7,492	968	4,001	219	71	395	53	1,312	346	127
Composition ratio (%)	100.0	12.9	53.4	2.9	0.9	5.3	0.7	17.6	4.6	1.7

catch the public eyes and the safety of the city can be maintained at a high standard.

Based on this report, Aichi prefectural police designated, in October 1981, 6 streets of about 2 kilometer long in Moriama ward in Nagoya city as a "Crime Prevention Model Street".

Along these streets, crime prevention contact posts have been placed at intervals of about 70 meters. These posts are used by the residents to exchange crime information and to regulate their voluntary patrolling. Moreover, posted at the key places of the roads are the sign boards of "Crime Prevention Model Street", emergency bells, telephone boxes, crime prevention lights, etc. to give citizens a sense of security and to let everyone feel safe and at ease in walking the streets at any time of the day.

B. Civil crime prevention activities have taken root in a local district.

Crime Prevention Associations have been organized throughout the country in the proportion of one to every police station. They play a central role for the operation of crime prevention activities in that particular area concerned, by pro-

moting various crime prevention activities by the residents and raising a sense of crime prevention among the residents. Crime prevention contact posts which function as a substantial core of activities number about 689,000 across the country as of December 1981. Through these posts, an incident or accident is reported to the police station, crime prevention information is transmitted from the police station to the residents and opinions and demands of the residents are relayed to the police station. Police not only provide the crime prevention associations and crime prevention contact posts necessary information and materials for crime prevention, but also hold study meetings for the persons in charge of such organizations.

C. Theft prevention priority area

Police have been designating the areas where burglary offenses occur most frequently throughout the country as a "Theft prevention priority area" since April 1977. In 1981, we had a total of 503 theft prevention priority areas, composed of 85 of NPA designation and 418 prefectural police designation. In these areas, "the Activity Pro-

Table 3-11 State of Crime Prevention Bodies at Work-places (as of Dec. 1981)

Business	At prefectural level	At city, village level
Total number	408	1,721
Pawn shops and secondhand stores	56	128
Real estate dealers	2	27
Financial institutions	65	51
Entertainment facilities	94	478
Hotel business	26	155
Public sanitation	9	30
Shopping stores	2	109
Transportation business	26	65
Auto, etc.	35	92
Sales of dangerous articles	38	466
Others	55	120

motion Consultation" is organized by the residents, civil crime prevention bodies, and representatives of other bodies concerned to discuss the theft prevention measures. Patrolling and crime prevention diagnosis are voluntarily conducted in these areas. Police intensify their activities and promote crime prevention measures hand in hand with local people.

(2) Measures to prevent crimes at work site

A. Promotion of activities by crime prevention bodies in business communities

Police have been giving advice and directions to the businesses, which are prone to crimes, or which are likely to be utilized for crime, and which are requested to offer organizational cooperation to police for crime prevention and criminal investigation, to form the crime prevention organizations in their business communities.

B. Promotion of crime prevention measures at financial institutions

Robbery cases against financial institutions have been conspicuously increasing recently, and they are becoming more and more vicious and skillful through the use of weapons, stolen vehicles and others. Police have had so far about 5,000 counselling meetings with financial institutions and performed about 7,000 simulated practical exercises with them to raise among them a sense of crime prevention, to improve their administrative systems, to strengthen their crime prevention systems and to prevent robbery offenses against them.

C. Role of security guard firms and their problems

As of the end of 1981, security guard firms numbered 3,210 with 124,286 guards, an increase of about fourfold in firms and threefold in employees

Table 3-12 Crime Prevention Devices Installed at Financial Institutions (as of Oct. 1981)

Classifications	Total number	Bank	Mutual bank	Credit bank	Credit union	Agricultural cooperatives	Fishery cooperatives	Post office	Others
Number of offices									
Crime prevention devices	63,987	9,189	3,918	5,852	2,567	16,843	2,186	22,498	934
Alarming devices	27,279	9,026	3,823	5,420	1,959	3,688	219	2,468	676
Surveillance TV	7,233	5,044	622	1,059	117	297	4	29	61
Surveillance camera	22,439	8,442	3,518	5,038	1,571	2,878	55	486	451
Counter screens	18,687	2,258	407	695	160	1,207	284	13,572	104

Table 3-13 Yearly Changes of Security Firms and Guardsmen During 1977-1981

Year	1977	1978	1979	1980	1981
Number of firms	2,075	2,314	2,622	2,907	3,210
(Index)	(100)	(112)	(126)	(140)	(155)
Number of guards	86,022	95,903	104,765	113,527	124,286
(Index)	(100)	(111)	(122)	(132)	(144)

Table 3-14 Number of Cooperations Given by Security Guards During 1977-1981

Year	1977	1978	1979	1980	1981
Number of Cooperations	10,860	14,752	15,780	16,448	20,426
(Index)	(100)	(136)	(145)	(151)	(188)

since the Security Guard Business Law was enacted in November 1972. Their businesses have a wide coverage ranging from the guarding of atomic-power related facilities, airports, financial institutions, transportation of nuclear materials and money in cash, to the guarding of buildings and factories. And recently, mechanized guarding has been on a rapid increase in accordance with the development of crime and disaster prevention systems utilizing various alarm systems and computers.

(3) Rearranging and improving some types of programs to prevent crimes

A. Promotion of the certification system for superior crime prevention devices

In April 1980, the Director of the National Police Agency established the national standards for the crime prevention devices and certificates are issued to those good-quality devices which meet the standards.

B. Bicycle registration system

Prefectural police have been promoting the bicycle registration system to prevent bicycle thefts and to expedite the recovery of stolen bicycles. As of the end of 1981, 29.19 million bicycles, about 61% of the total in use, have been registered.

(4) Nationwide crime prevention campaigns

In the nationwide crime prevention campaign in October 1981, "Prevention of Burglary" was given first priority throughout the country.

4. Current Situation of Benefits for Crime Victims

(1) Current management of crime victim benefits program

This system went into effect on January 1, 1981 so that the government can give compensation to the bereaved family of the murdered victims or seriously injured victims as a result of crime.

A. State of application and approval

Table 3-15 State of Application and Approval (1981)

	Number of criminal cases	Number of persons applied
Application	90	152
Approval	50	94
Decision of provisional compensation	3	3

B. Amount of compensation

Total amount of compensation determined was about 208.3 million yen, or an average about 3.4 million yen per victim. When the amount of compensation can not be decided soon, because a criminal has not been identified, the compensation given on a provisional basis was about 6.4 million yen in total.

C. Days needed for getting approval

It took about 90 days on an average to get an approval for compensation.

D. Reduction of compensation

After approvals were made on compensations, entire or partial reduction of compensation was made in 16 cases.

(2) Assistance service of the Crime Victim Relief Fund, Inc.

A. Establishment

The Crime Victim Relief Fund was established on May 21, 1981 to promote comprehensive relief measures for crime victims and in line with the resolutions made by the House of Representatives and the House of Councillors when the Crime Prevention Law passed the Diet.

5. Activities of Water Area Police

To deal with police matters on the water, there are 8 water police stations and 3 harbor police stations and they are equipped with a total of 198 police boats for patrolling the waters and for controlling crimes in harbors, isolated islands, rivers, lakes, and so on.

Note. "Maritime Law Violations" means violations of such law as the Harbor Regulation Law, Harbor Pilot Law, Ship Officers Law and "Person protected" means persons who were rescued and protected from drowning, disasters and others.

Table 3-16 Reduction of Compensation in 1981

Rate of reduction	Causes of reduction	Number of cases
3/3	It was acknowledged that the victim induced the criminal into crime by excessive violence, intimidation and by serious insults.	1
2/3	It was acknowledged that the victim provoked the criminal into the crime by violence, intimidation and insults.	4
1/3	a. The victim made careless or inappropriate behaviors to cause the crime	6
	b. There was an intimate relation between the victim and the criminal, by co-habiting, or working at the same place.	2
	c. The causes in the above a and b were both recognized.	2
	d. The victim and the criminal were in the fourth degree of relationship by blood.	1
	Total number of cases	16

Table 3-17 Status of Arrest and Protection by Water Police Activities During 1977-1981

	Year				
	1977	1978	1979	1980	1981
Persons arrested for violation of penal code					
Total (persons)					
Penal code	1,629	2,550	2,591	2,016	1,616
Immigration Control Order and Alian Registration Law	489	286	341	287	187
Foreign trade law	179	116	62	68	52
Laws Concerning fisheries	326	480	361	814	911
Maritime Laws	147	296	170	157	68
Others	396	1,218	1,443	609	272
Protection and others	92	154	214	81	126
Persons protected					
Unnatural death bodies	441	369	349	292	340
Number of rescued wrecked ships	544	520	444	441	448
Number of guidance and warnings	284	227	216	197	136
	5,573	5,195	5,304	6,469	7,928

Chapter IV Crime Situation and Investigating Activities

1. Occurrence and Clearance of Crime

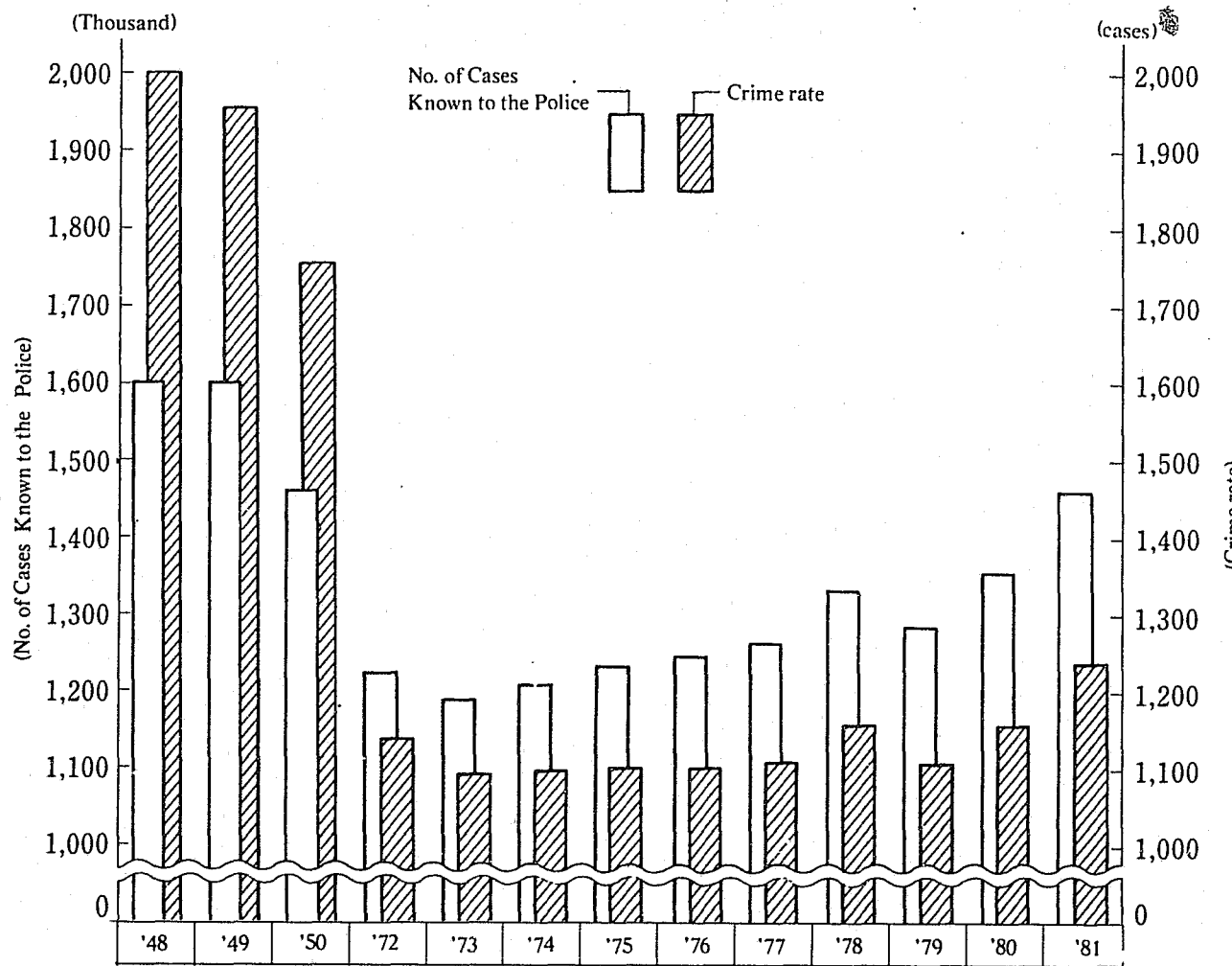
(1) The Third Biggest Year in the Number of Crime Occurrence After the War

A. Penal code-related crimes

The number of Penal Code-related crimes known to the police in 1981 was 1,463,228, which was an increase of 105,767 cases (or 7.8 percent) from the previous year. The trend of the number of such crimes and the crime rate (see Note 1) is

shown on Graph 4-1 below. As for the number of crimes known to the police, while it was at its peak in the period of 1948 through 50, that of 1981 went over that of 1950, ranking the third in the post-World War II period. As for the crime rate, however, that of 1981 was approximately 70 percent of that of 1950. Table 4-1 shows the comparison of 1981 with 1950 with respect to the number of crimes known to the police in each category of crimes, illustrating a considerable decrease in the categories of Felonious Crimes (Kyoaku Han), Violent Crimes (Sobo Han) and Intellectual Crimes (Chino Han), and a remarkable

Graph 4-1 Charges of the Total Number of Penal Code-related Crimes Known to the Police (1948-50, 1972-81)



increase in the category of Larceny Crimes (Setto Han).

Note 1: Total number of Penal Code-related cases known to the police per 100,000 population.

B. Trend of crime occurrence in each category
The Table 4-2 below shows the categorical breakdown concerning the number of cases known to the police.

(2) Increase in the Number of Both Cleared Cases and Offenders Charged

A. Clearance situation of penal code-related crimes

A total number of 87,513 cases were cleared up in 1981 with resulting apprehension of 418,162 persons, with the increase of 59,342 cases (or 7.3 percent) and 26,049 persons (or 6.6 percent) from the previous year, respectively. The clearance rate in 1981 was 59.5 percent, with the decrease by 0.3 in the number of percentage from that of the previous year. The trend of clearance situation in the past ten years is shown on Graph 4-2 below.

B. Trend of clearance situation in each category
The Table 4-3 below shows the categorical breakdown concerning the number of cases cleared up and persons apprehended, and the clearance rate.

C. Breakdown by age
Out of 418,162 persons apprehended, 44.3 percent belong to the age group of 14 years or older and under 19, and 17.2 percent to that of 20 years old or older and under 29. Table 4-4 shows the recent trend of distribution by age.

(3) Comparison with Other Countries

The Graph 4-3 shows the comparison with major foreign countries with respect to the crime rate of homicide and robbery in 1981. The crime rate in Japan is the lowest in both crimes: as for homicide, the crime rate in Japan (1.4 cases) is about 1/7 seventh of that of the U.S.A., and as for robbery 1/128 thereof and 1/60 of that of England. When compared with respect to the clearance rate; as for homicide, the rate is highest in Japan (97.2 percent), followed by West Germany (95.6 percent), France (79.4 percent) and the U.S.A. (72.3 percent); also as for robbery, the rate is

Table 4-1 Comparison of Number of Cases Known to the Police in Each Category

Category	1981		1950		Increase or decrease (cases)	Rate of increase or decrease (%)
		Composition ratio (%)		Composition ratio (%)		
Total	1,463,228	100.0	1,461,044	100.0	2,184	1.5
Felonious crimes	8,711	0.6	16,176	1.1	- 7,465	-46.1
Violent crimes	53,460	3.7	101,612	7.0	- 48,152	-47.4
Larceny crimes	1,257,354	85.9	982,341	67.2	275,013	28.0
Intellectual crimes	80,085	5.5	270,979	18.6	-190,894	-70.4
Moral crimes	7,236	0.5	11,864	0.8	- 4,628	-39.0
Others	56,382	3.8	78,072	5.3	- 21,690	-27.8

Table 4-2

Category	Number of cases known to the police	Compared with previous year
Felonious crimes	8,711	195 cases (2.3%) up
Violent crimes	53,460	1,153 cases (2.2%) up
Larceny crimes	1,257,354	91,754 cases (7.9%) up
Intellectual crimes	80,085	6,511 cases (8.8%) up
Moral crimes	7,236	139 cases (2.0%) up

Graph 4-2 Penal Code-related Crimes Cleared by the Police, Total Number of Persons Apprehended and Clearance Rate

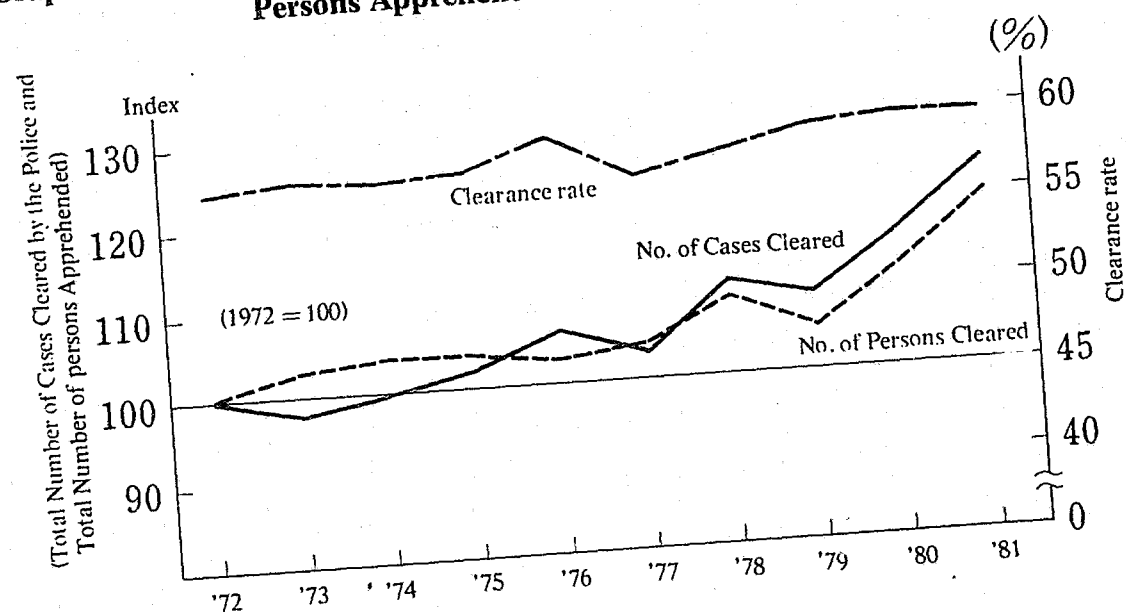


Table 4-3

		Compared with previous year
Felonious crimes		
Cases cleared up	7,786	389 cases (5.3%) up
Persons apprehended	7,516	277 persons (3.8%) up
Clearance rate	89.4%	2.5 up
Violent crimes		
Cases cleared up	49,220	1,004 cases (2.1%) up
Persons apprehended	69,711	1,191 persons (1.7%) up
Clearance rate	92.1%	same
Larceny crimes		
Cases cleared up	688,085	46,703 cases (7.3%) up
Persons apprehended	266,928	18,539 persons (7.5%) up
Clearance rate	54.7%	0.3 down

highest in Japan (79.4 percent), followed by West Germany (53.0 percent), England (28.8 percent), France (26.4 percent) and the U.S.A. (23.8 percent).

2. Characteristic Trend of Crimes

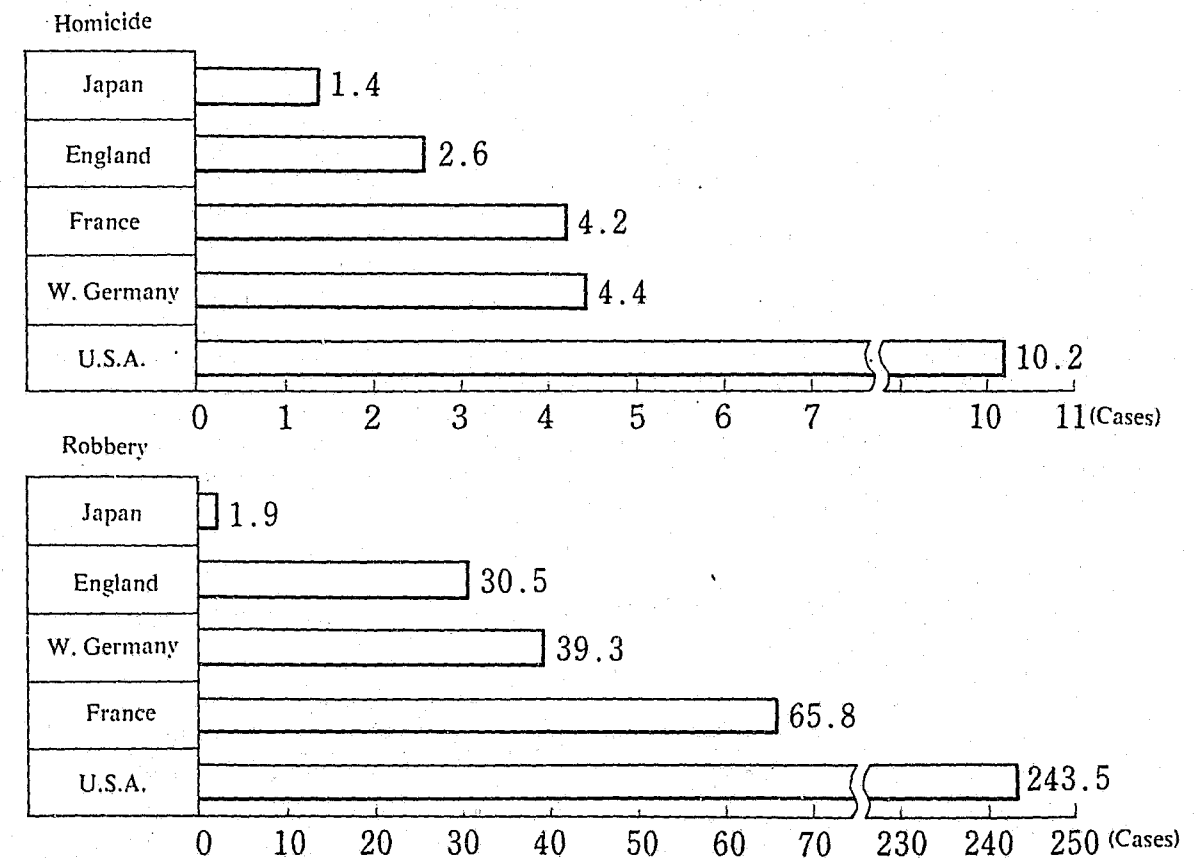
(1) Many Occurrences of New-Type Crimes

A. Robbery targeting financial institutions
The number of robberies targeting financial institutions has been on the increase since 1977, and in 1981, a total of 172 such robberies were com-

Table 4-4 Changes in Breakdown by Age of Persons Apprehended (from 1972 to 1981)

(from 1972 to 1981)						
Age	14-19	20-29	30-39	40-49	50-59	Over 60 years old
Year						
1972	29.0%		35.3%		19.5%	10.0%
1976	32.3%		28.0		19.4	12.3
1980	42.5		19.2		17.5	12.0
1981	44.3		17.2		16.9	12.1

Graph 4-3 International Comparison on Crime Rate in Homicide and Murder



mitted, with the increase of 22 cases from the previous year. The total amount of robbed money in 1981 is 222 million yen, and the average amount per case (including attempted robbery) is 1.29 million yen.

As for modus operandi, firearms such as hunting guns were used in 13 cases, and bank clerks, customers and other persons were placed under restraint in 49 cases, with an increase in either case over the number of the previous year. This indicates that the way such crimes are committed has been getting more heinous.

As for characteristics of offenders, 56 persons apprehended (or 54.4 percent) were out of job and persons in their 30's account for 41.7 percent (or 43 persons), followed by those in the 20's (24.3 percent, 25 persons).

As for motives, repayment of loans borrowed from money lenders for workers constitutes 57.3 percent (or 59 cases).

B. Torima Jiken

Torima Jiken means an incident of killing of or inflicting bodily injury on passers-by, or destroying things, on the street or in other public places, with dangerous weapons etc., wantonly and without definite motive therefor.

The number of occurrences of such incidents and clearance thereof is shown on the Table 4-5 below.

As for characteristics of offenders, out of offenders apprehended for such crimes 29.5 percent (23 persons) were mentally ill or suspected of mental illness.

As for characteristics of victims, females and juveniles are vulnerable to such crimes; out of 331 victims, 252 persons (96.1 percent) were females and 85 persons (25.7 percent) were at or under the age of fifteen.

Such incidents occur most frequently in big cities.

C. Computer crimes

Innovations in computer technology have been remarkable in recent years and utilization of computers has been getting prevalent in various fields very rapidly. Given such circumstances, many computer crimes including those of taking advan-

tage of a "cash dispenser" type of system (hereinafter referred to as "CD crime") were committed in 1981.

(a) CD crime

A total of 288 cases occurred in 1981, with the increase of 76 cases from the previous year (see Note 2). The most common modus operandi is the use of stolen cash withdrawal cards (240 cases, 83.3 percent), followed by the use of forged cards. The number of CD crimes occurred and clearance thereof in 1975 through 1981 is shown on the Graph 4-4 below. And the Graph 4-5 shows the sources from which offenders got the secret code number for the card. It is to be noted that victims could have prevented the damage if they had taken careful control of their secret code numbers.

Note 2: The case in which the same offender used the same card more than twice at the same place within a day is counted as one crime.

(b) Crimes other than CD crime

A total of 24 crimes other than CD crime were committed in the years of 1971 through 1981. As for modus operandi, feeding false information into computer accounts for 17 cases, obtaining by illegal means the information fed into computer accounts for 3 cases, destroying computer 1 case, and unauthorized operation of computer 3 cases.

In 1981, 10 such crimes were committed, and salient features thereof are sophisticated and well-planned schemes carried out and a great amount of damages sustained.

(c) International crimes

a. Increase of crimes by visiting foreigners

The Graph 4-6 shows the trend in the number of foreigners apprehended in Japan for Penal Code-related crimes. There were 963 foreigners apprehended in 1981, with the increase of 181 persons. Heinous crimes committed by habitual foreign criminals are salient.

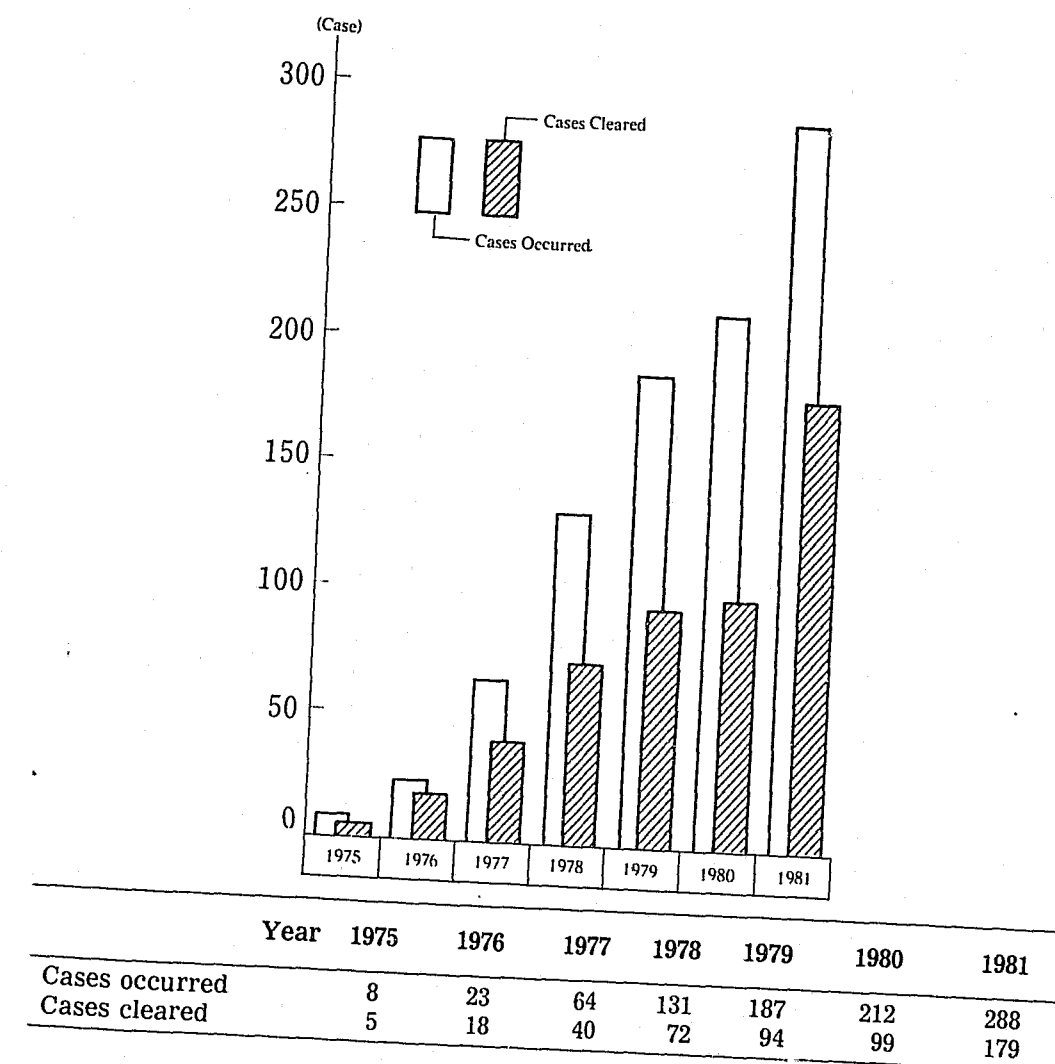
b. Overseas crimes committed by Japanese nationals

The nature of such crimes has been getting heinous. In 1981, there happened a certain number of such cases as murder committed by Japanese student studying abroad. In another case a victim was taken to the Philippines and subsequently

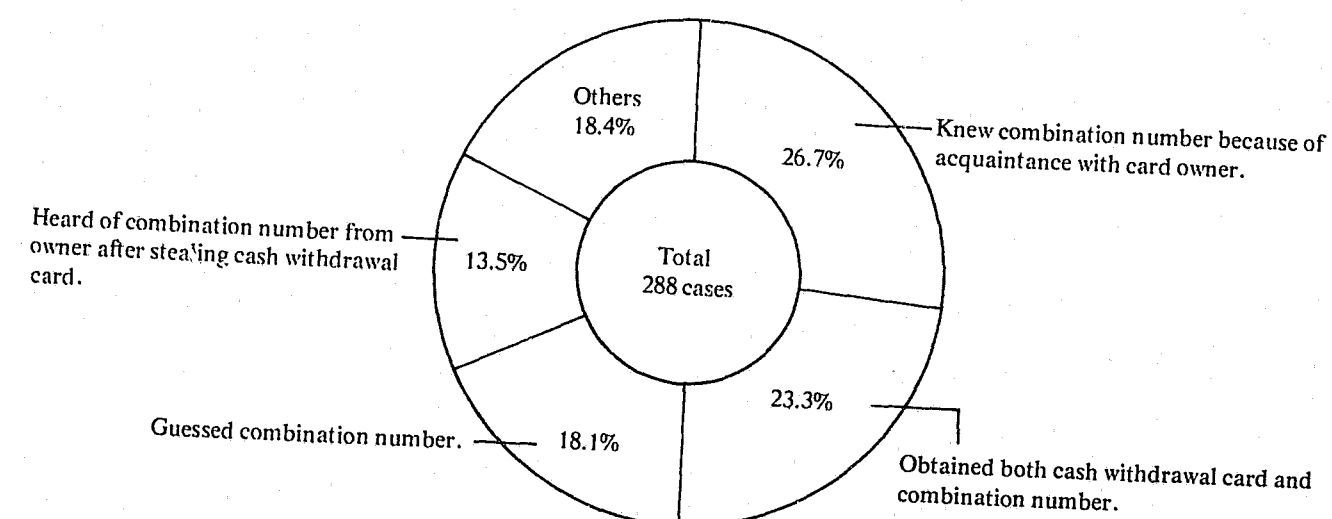
Table 4-5 Occurrence and Clearance of "Torima Jiken" (1981)

Crime category	Total	Homicide	Bodily injury, violence	Destruction of things
Occurrence (cases)	254	7	137	110
Cases cleared	107	6	78	23
Clearance rate (%)	42.1	85.7	56.9	20.9

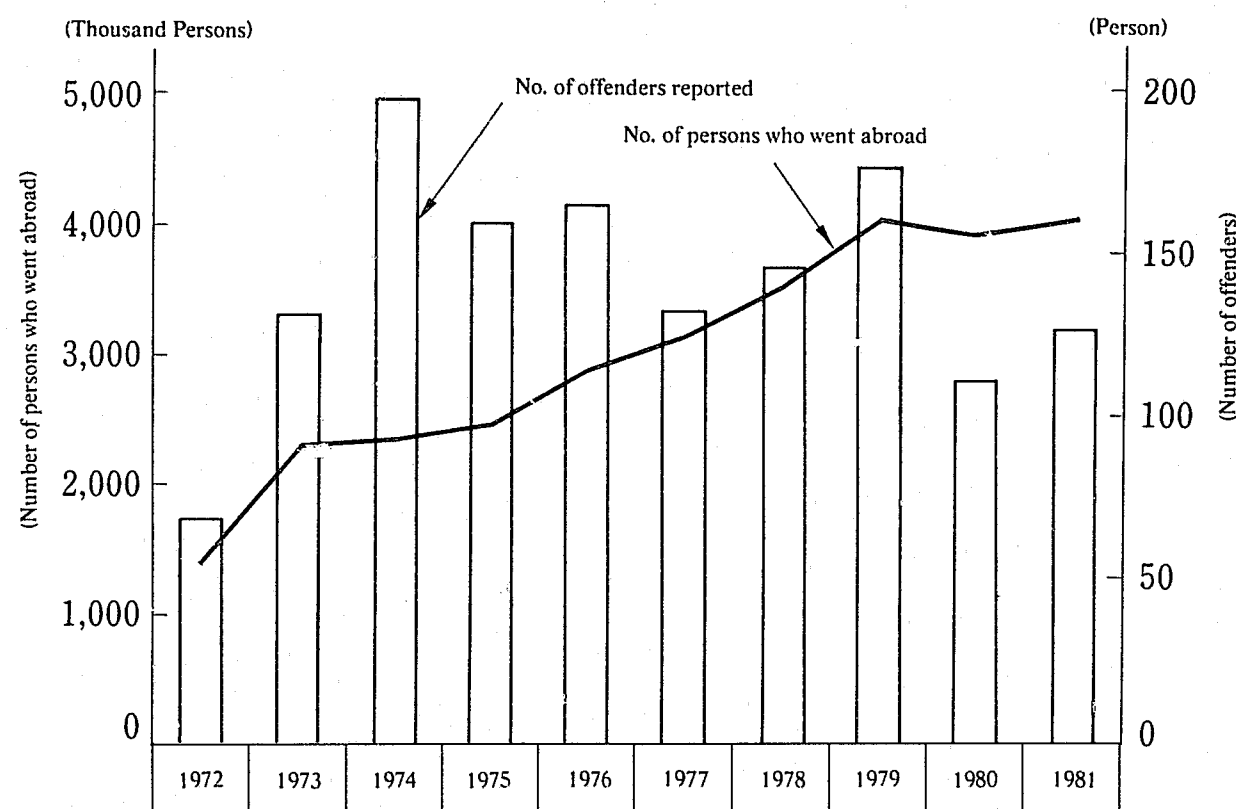
Graph 4-4 Transitional Changes in Occurrence and Clearance of CD Crime



Graph 4-5 Sources of Information on Combination Number of Cash Withdrawal Card



Graph 4-6 Transitional Changes of Overseas Crimes Committed by Japanese Nationals



Year	1972	1973	1974	1975	1976	1977	1978	1979	1980	1981
Number of persons went abroad (1,000 persons)	1,392	2,289	2,336	2,466	2,853	3,151	3,525	4,038	3,909	4,006
Number of offenders reported (persons)	69	132	198	160	165	133	146	177	111	127
Number of countries	25	31	39	35	38	32	28	30	34	29

murdered for the purpose of obtaining insurance money which was cleared up with cooperation of the Philippine police.

The trend of the number of Japanese nationals apprehended abroad which was reported to the National Police Agency through such channels as I.C.P.O.-Interpol is shown on the Graph 4-6, indicating 127 such persons in 1981 with the increase of 16 persons from the previous year.

(c) Flight of suspects of serious crimes to foreign countries

In 1981, characteristic of such cases was the commission with prior preparation of passport and airline ticket with an intent to flee abroad immediately thereafter.

(2) Increased Ingenuity and Flagrantness in the Serious Crimes

A. Abduction for ransom

In 1981, there occurred 6 cases of abduction for ransom, in one of which the victim was killed. Ingenuity was indicated in that abductors, in many instances, changed the place for receiving ransom or that their activities covered a wide area.

B. Seizure of hostages

In 1981, 24 cases occurred in which offenders remained indoors with hostages seized. Out of 26 such offenders, 14 offenders (or 53.8 percent) were drug addicts or persecution maniacs etc.

C. Murder for obtaining insurance money

In 1981, 4 cases of murder committed for the purpose of obtaining insurance money were cleared by the police, of which flagrant nature

was characteristic — for example, murder of a double fixed up or murder by hired killer. It is, however, in only one case that the offended could actually succeed in defrauding an insurance company of insurance money.

D. Other characteristic heinous cases

Murders, robberies and rapes, etc. committed with the use of such medical substances as chloroform and potassium cyanide account for 190 cases, with the increase of 111 cases (or 140.5 percent) from the previous year. 71 cases were so-called "Elevator Crimes" — robberies and rapes etc. committed within an elevator in apartments etc. Also, there were 55 cases of concealment of the body of a murdered person by means of burying underground or abandoning into waters, with the increase of 15 cases (37.5 percent) from the previous year, indicating the aggravated nature of murder cases.

(3) Diversification and Sophistication of Intellectual Crimes

A. Bribery cases

In 1981, there were 112 cases of bribery with resulting apprehension of 739 persons, with the increase of 10 cases and 38 persons from the previous year. Many of them were corruptions connected with public construction programs. In 61 cases request for bribery was initiated by public officials, with the increase of 21 cases from the previous year. Out of 235 persons apprehended for receiving bribery, 188 (80.0 percent) were local public service employees including heads of local governments and representatives in local assemblies.

B. Other intellectual crimes

Characteristic of intellectual crimes other than bribery were frauds by the use of on-line system of financial institutions, frauds connected with various financial assistance programs for unemployment, housing and small business, and counterfeiting and altering bank notes.

3. Promotion of the Countermeasures Against Crime Syndicates

(1) The Present Situation and Trend of Crime Syndicates

The number of racketeer groups and members thereof has been decreasing since 1963. As of end of 1981, there are 2,452 groups and 103,263 mem-

bers thereof, with the decrease of 35 groups (or 1.4 percent) and 692 members (or 0.7 percent) from the previous year, respectively. Among these racketeer groups, noteworthy is a particular group which is known as "Daikibo Koiki Boryokudan" (large-scale inter-area racketeer group) designated by the National Police Agency. The actual state of strength of such 7 groups as a whole was, as of end of 1981, 1,052 affiliated groups and 32,960 members with the increase of 47 groups (or 4.7 percent) and 617 members (or 1.9 percent), respectively from the previous year, and, in terms of composition rate occupied by these 7 groups, with the increase of 2.5 percent in the number of affiliated groups and the increase of 0.8 percent in their members.

As the aftermath of the death of the kingpin of Yamaguchi-gumi, the largest racketeer group in Japan, internal struggles over the designation of his successor and confrontation incidents with opposing groups are the matters of apprehension and concern.

(2) The Present Situation of Crimes by Crime Syndicates

The Graph 4-7 shows the breakdown of crimes committed by members of racketeer groups.

It is to be noted that the number of crimes committed for the purpose of obtaining operation funds, such as trafficking of stimulant drugs and gambling, has increased.

While trafficking of stimulant drugs, gambling and bookmaking have been and still are major financial sources for operational funds, the recent salient trend is the increase of involvement in extortions in connection with bankruptcy and frauds by taking advantage of insurance system.

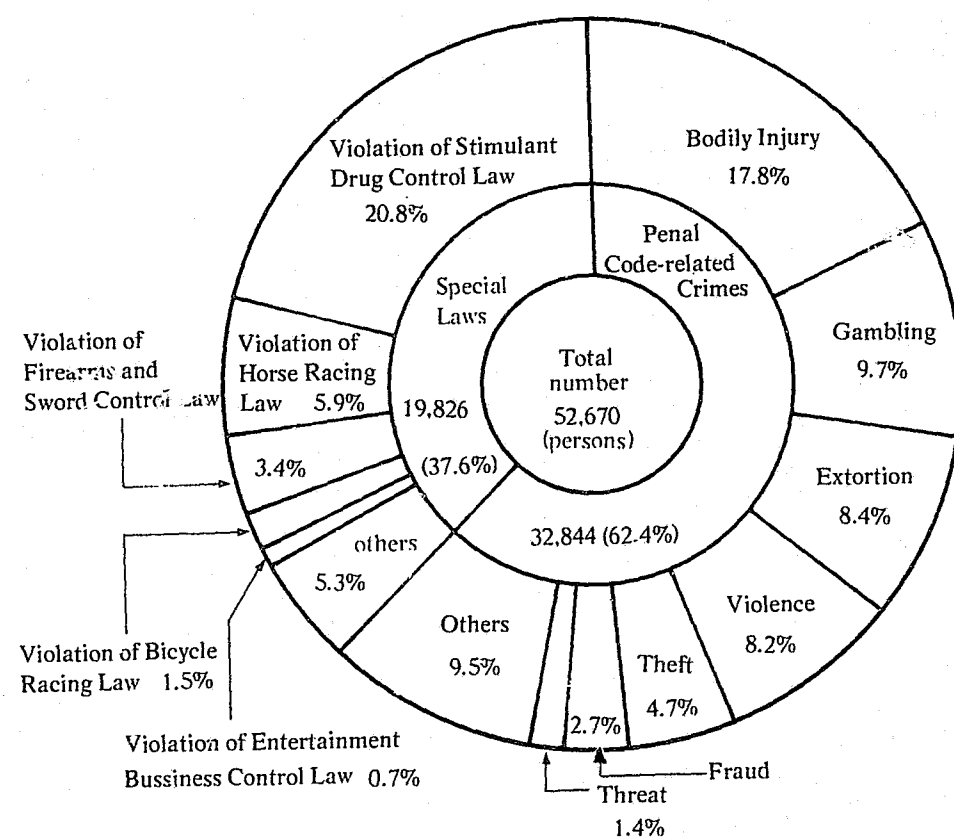
The number of incidents of gunfire has shown an increase since 1980. In 1981, 116 incidents occurred, with the increase of 22 cases (or 23.4 percent) from the previous year, in which 15 persons were killed and 30 persons injured.

(3) Promotion of the Countermeasures Against Crime Syndicates

A. Nationwide intensive and concerted investigations have been unflinchingly carried out to break up and eradicate large-scale inter-area racketeer groups.

Comprehensive measures have been taken to cope with racketeer activities to interfere in economic transactions of ordinary citizens as a party thereto or as a third party with threat of violence. Efforts have been made to facilitate the protection of citizens by establishing the center within the National Police Agency for coping with this specific matter and assigning special staffs at the level of prefectural police in order to promote close cooperation with relevant agencies and or-

Graph 4-7 Composition Rate of Crimes by Gangsters Apprehended (1981)



organizations such as Japanese Bar Association, and to facilitate citizens consultation with the police.

In 1981, there were 9,665 cases of such nature reported to the police, with the increase of 792 cases (or 8.9 percent) from the previous year, out of which 2,551 cases (or 26.4 percent) related to the debtors-and-creditors transactions, 1,150 cases (or 11.9 percent) related to out-of-court settlements on automobile accidents.

- B. Sokaiya is a person who holds small number of shares of stock in a number of companies and attempts to extort money from them by such means as threatening to cause trouble at stockholders' meeting. As of end of 1981, there were 1,656 racketeer group members acting as Sokaiya, which constitute 26.2 percent of all Sokaiyas. The number has grown to 2.7 times as many as that of 1976. As a legislative measure to eradicate Sokaiyas, the Commercial Code was partially amended in 1981 (effective from October 1, 1982) so as to punish whoever provides or receives economic advantages or benefits in connection with the exercise of rights as a stockholder (Article 497 of the Commercial Code).

In 1981, a total of 499 Sokaiyas were apprehended for extortions etc. As of end of 1981, there exist 80 volunteer organizations for self-protection for the purpose of excluding Sokaiyas, to which 2,778 companies belong, with such resulting effects as refusal of contributions to Sokaiyas.

- C. Promotion of international cooperation
Of late, due to increasing international exchanges, racketeer groups have become active in their overseas activities. Cases of smuggling of guns and stimulant drugs have been on the increase.

To cope with this situation and to facilitate Japan-U.S. investigative cooperation, the 2nd Japan-U.S. Conference on Anti-Gangster Measures was held in November, 1981. Besides, efforts have also been made to promote investigative cooperation with Southeast Asian countries.

- D. Promotion of racketeer group exclusion activities

Japanese police are promoting various activities aimed at exclusion of racketeer groups in close contact with other governmental agencies and private organizations, with such a view that

understanding of and cooperation and support from citizens in addition to investigative activities by the police are imperative to eradicate racketeer groups.

4. Promotion of Investigative Activities Responding to Changing Crime Situations

The changes have been witnessed in crime situations, such as emergence of new type crimes due to a great social change. And criminal investigations to ferret out crimes has been getting more difficult. Such being the case, the Guidelines on Comprehensive Measures for Strengthening Criminal Investigation Activities of the Police was adopted from a long-range standpoint.

(1) Promotion of Investigation of Major Intellectual Crimes

Given heightened expectation of citizens for fairness, it is of increasing importance to investigate corruption and corporate offenses. Based upon this recognition, serious efforts are being made to intensify the investigative scheme and organizational information gathering activities for ferreting out important intellectual crimes.

(2) Promotion of wide-area-covered Investigation

Criminal activities tend to range over a wide area, reflecting the increasing mobility. This creates increased necessity for effective scheme for wide-ranging investigation. Effective investigations are carried out by inter-prefectural police cooperation under the guidance and adjustment by the National Police Agency and its Regional Bureaus, or by establishing a joint task force in the case of heinous crimes committed over a wide area.

(3) Promotion of Investigation of Special Types of Crimes

In cases of abduction for ransom and seizure of hostages, highly developed investigative techniques and equipments are demanded of the police not only to apprehend offenders, but also to secure safety of victims. Also, in cases of large-scale incidents such as airplane crash, railroad accident, gas explosion and fire of buildings, which are very likely to cause a great number of casualties, prompt and appropriate rescue operations and initial investigative actions for secur-

ing evidence and questioning of witnesses and relevant persons are to be performed. Highly specialized expertise and techniques are necessary to probe into the cause of such incidents and to decide on the issue of criminal responsibility therefor. To meet these demands, following measures have been promoted: Study of effective investigative techniques, improvement of expertise and techniques through education and training, development and introduction of effective investigative equipments such as handy transmitter, and strengthening the cooperation and consultation with relevant agencies and organizations.

(4) Promotion of International Investigation

A. Thoroughgoing domestic investigation

In order to cope with the situation of international criminal activities, it is necessary to intensively look for clues for criminal activities conducted abroad by Japanese nationals and gather information on cases in which suspect has fled abroad. Such being the case, the police conduct daily investigative activities with the above-mentioned considerations in mind, and closely watch behaviors of racketeer groups going abroad.

B. Promotion of international investigative cooperation

It is necessary to dispatch police officers abroad and secure cooperation from foreign law enforcement agencies to solve international crimes. In order to establish a good relationship with foreign law enforcement agencies, the following efforts are made: Positive response to the request by foreign agencies for investigative cooperation, holding various international conferences such as "Seminar on International Criminal Investigation" and "Japan-U.S. Conference on Anti-Gangster Measures," and technical cooperation in the field of criminal identification etc.

C. Utilization of I.C.P.O.-Interpol

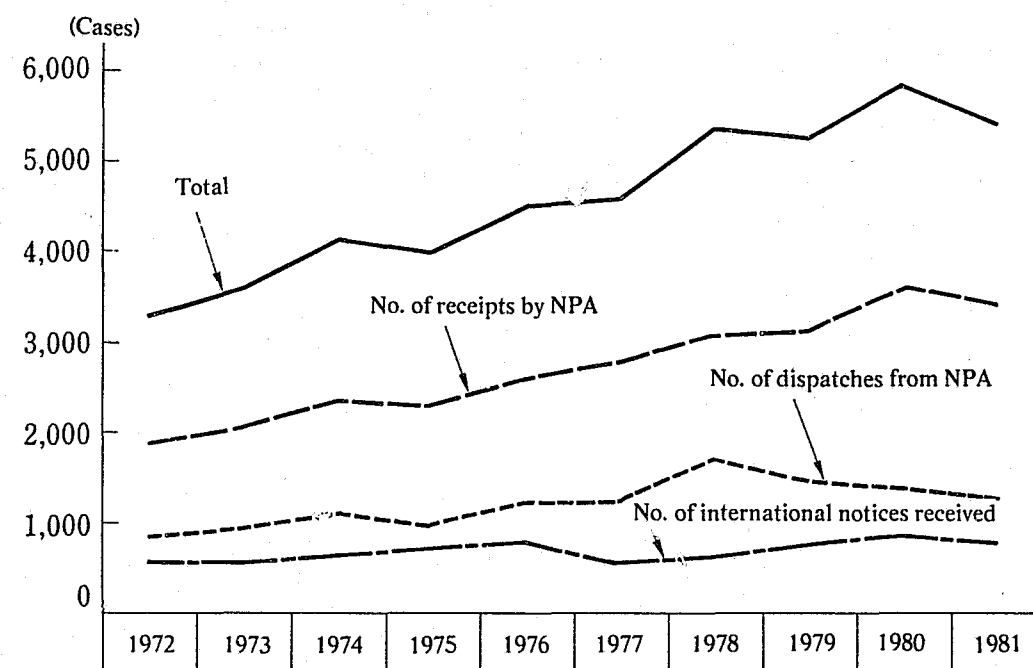
Japanese Police has been playing an active role in various activities of I.C.P.O.-Interpol.

In 1981, we sent our representatives to the Executive Committee in May and to the 50th General Assembly in November).

As indicated in Graph 4-9, we have actively and incrementally engaged in the exchange of information and data on international crimes, and cooperated in many other activities with member countries.

* Since having joined the I.C.P.O.-Interpol in 1952, the National Police Agency which functions as the National Central Bureau of Interpol has strengthened international investigative cooperations. Since 1975, the NPA has been sending a police officer to the Cen-

Graph 4-8 Number of Dispatches and Receipts of Information on International Crimes



Year	1972	1973	1974	1975	1976	1977	1978	1979	1980	1981
Total (case)	3,284	3,585	4,088	3,973	4,480	4,565	5,308	5,247	5,764	5,328
Number of dispatches from NPA	840	927	1,083	958	1,194	1,226	1,676	1,447	1,357	1,212
Number of receipts by NPA	1,868	2,074	2,371	2,292	2,545	2,754	3,035	3,071	3,569	3,352
Number of international notice received	576	584	634	723	741	585	597	729	838	764

tral Secretarial in Paris/France as a staff member of that office.

D. Legislative efforts on international criminal investigation assistance

The International Criminal Investigation Assistance Law was enacted in May, 1980, and has been effective from October 1, 1980. Although this is definitely a step forward for facilitating international cooperation in criminal investigation, there still remains a need for further considerations of legislative measures concerning the utilization of international arrest notice by I.C.P.O. from the standpoint of reciprocity.

(5) Appropriate Response to New-Type Crimes

Serious efforts have been made to work out appropriate measures to cope with such emerging new-type crimes as robberies targeting at financial institutions, *Torima Jiken* and computer crimes.

(6) Promotion of Scientific Identification

A. Introduction of Automatic Fingerprint Identification System (AFIS)

The National Police Agency has conducted a research and feasibility study on the AFIS since 1974 and will introduce this new system from 1982. This system is the practical application of pattern recognition by computer, and makes it possible to automatically and promptly recognize, memorize and collate vast volume of fingerprint materials. This manifestly contributes to streamline identification works, most of which have been done manually. It is expected that clearance rate will increase considerably upon the introduction of this new system.

B. Intensification of modus operandi reference system

It is of increasing importance to classify characteristic modus operandi in order to detect suspects, wide-ranging and thoroughgoing collection of information and data on modus operandi and effective

utilization thereof by computer are being promoted.

C. Strengthening identification operation at the scene of crime

Since thoroughgoing identification activities at the scene of crime is of crucial importance, efforts are made to fulfill this objective by establishing mobile identification units with experts and vehicles equipped with the latest devices.

D. Strengthening of verification and inspection operation

Considering the increasing volume, complexity and diversity of verification and inspection works on blood, hair, voice, hand-writing, stimulant drugs and so forth, the improvement of verification and inspection technology is of our great concern. Efforts are being made to put into greater use of such equipments for gas chromatography and X-ray microanalysis to get accurate analysis of materials in extremely small quantities.

E. Use of police dogs (Keisatsuken)

In 1981, police dogs were called out in 4,096 cases. They are playing a remarkable part in pursuit of offenders, search for articles left behind, buried bodies, missing persons and stimulant drugs.

(7) Fostering Excellent Investigators and Their Command Ability

Given the facts that circumstances surrounding investigative activities have been getting less favorable and remarkable changes are perceived in the nature of crimes, it is demanded of investigators to acquire wide-ranging expertise and ability to make excellent judgments. It is also imperative to substantiate and intensify various educational and training programs so as to foster highly competent investigators and to improve command ability, because many experienced investigators are reaching their retirement age.

Chapter V Maintaining Safe Living Conditions and a Clean Environment

1. Controlling Stimulant Cases and Narcotic Cases

(1) Consistent Increase of Stimulant Abuse

Graph 5-1 shows the number of apprehensions for Stimulant (methamphetamine) offences over the past ten years. With the exception of a slight decrease in 1974, the figure has increased consistently. In 1981 the number of cases detected and people apprehended rose by 9.1 percent and 10.6 percent respectively over the previous year.

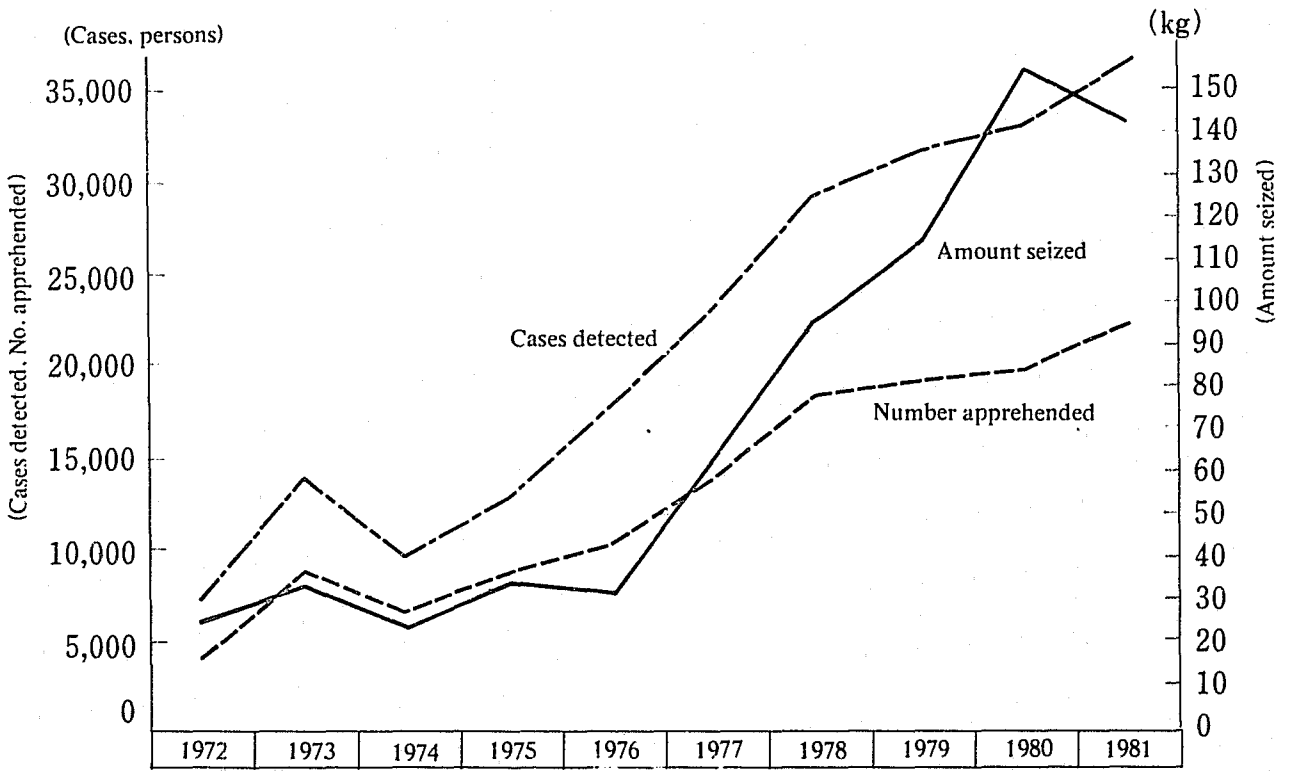
A. Smuggling getting large scaled and more sophisticated

Up until about 1969, supplies of stimulant centered on those produced illicitly in Japan, but from about 1970 smuggling by the South Korean route increased.

Amount of seized stimulant was 140.6 kg in 1981, about 74.4 percent of it was smuggled from South Korea and about 25.6 percent was smuggled from Taiwan. Recently the amount smuggled from Taiwan is increasing.

When it is shipped to Japan the price per one gram is around two thousand yen and during the

Graph 5-1 Apprehension for Methamphetamine Offences (1972-1981)



Year	1972	1973	1974	1975	1976	1977	1978	1979	1980	1981
Number of cases detected	7,650	14,121	9,625	13,417	17,732	23,765	29,860	31,637	33,354	36,397
Number of persons apprehended	4,709	8,301	5,919	8,218	10,678	14,447	17,740	18,297	19,921	22,024
Amount seized (kg)	29.4	34.0	23.2	34.4	31.7	65.0	99.6	119.3	152.3	140.6

trafficking process the final price increases to more than a hundred times of the smuggling price. The amount seized seems to occupy just a few percentages of the total amount actually smuggled into Japan.

B. Gangsters organization

Due to the stringent controls of the police aimed at destroying the source of gangster organizations, in search of new sources of funds the gangs have strengthened their tendency to try anything which will earn them money. Trafficking in stimulant not only can return enormous profits for small transactions, but demands organization, so is a good source of income for these gangs which have crime as a kind of occupation, and which possess communal-type organizations. The estimated total annual income of gangster organizations recently is approximately one trillion yen of which stimulant is thought to account for approximately 460 billion (46 percent) yen.

With apprehending the final users as the first step in control of drug offences, emphasis is being placed on the gangsters who control the trafficking network. As a result, approximately half of those apprehended for methamphetamine offences are gangsters.

Graph 5-2 shows the number of apprehensions for methamphetamine offences committed by gangsters over the past five years. In 1981 the number of cases detected and people apprehended

rose 7.1 percent and 9.3 percent respectively over the previous year.

C. Spread of methamphetamine abuse

(a) From cities to the country

When methamphetamine abuse began in about 1970, it was only seen around urban areas such as in Osaka and Tokyo, but now it has spread to all over Japan as shown in Graph 5-3.

(b) Abuse by juveniles

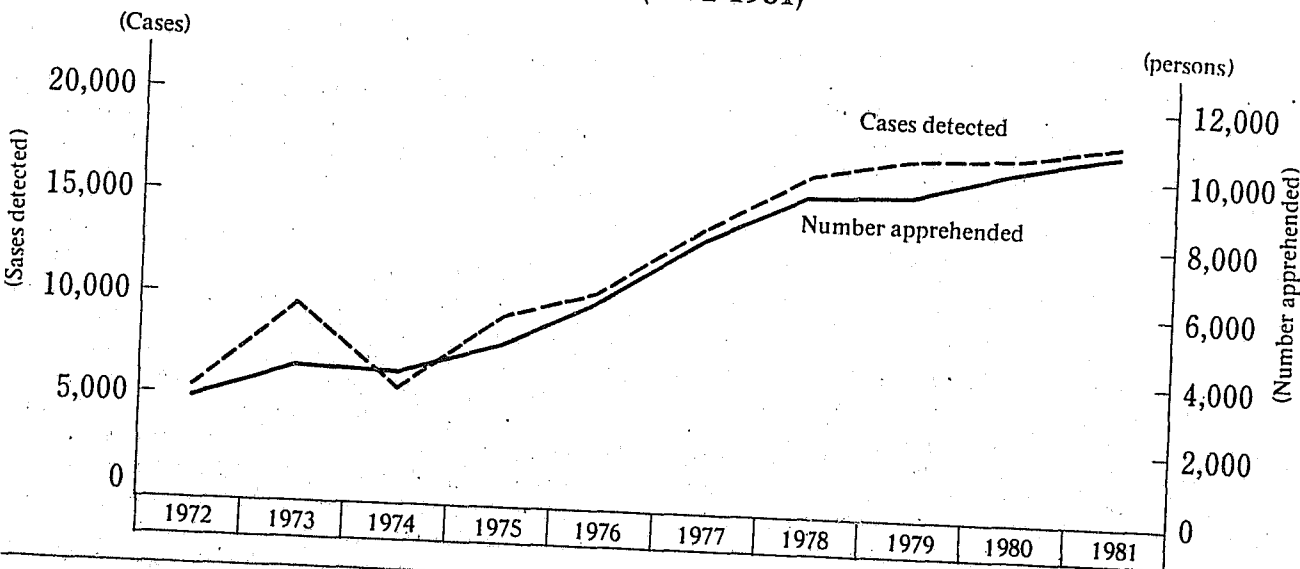
Looking at recent apprehensions and cautioning for juvenile offences, methamphetamine abuse is rapidly increasing. In 1974 the figure stood at 1,280 (persons), but within five years increased more than tenfold, and in 1981 rose to 2,575 (26.8 percent increase over the previous year), representing 11.7 percent of all methamphetamine offenders as shown in Graph 5-4.

(2) Accidents and Crimes Related to Methamphetamine Abuse

With the increase in the number of people abusing methamphetamine there are many cases of heinous crimes, homicides and traffic accidents caused by the pharmacological affects of methamphetamine, and it is becoming a social problem.

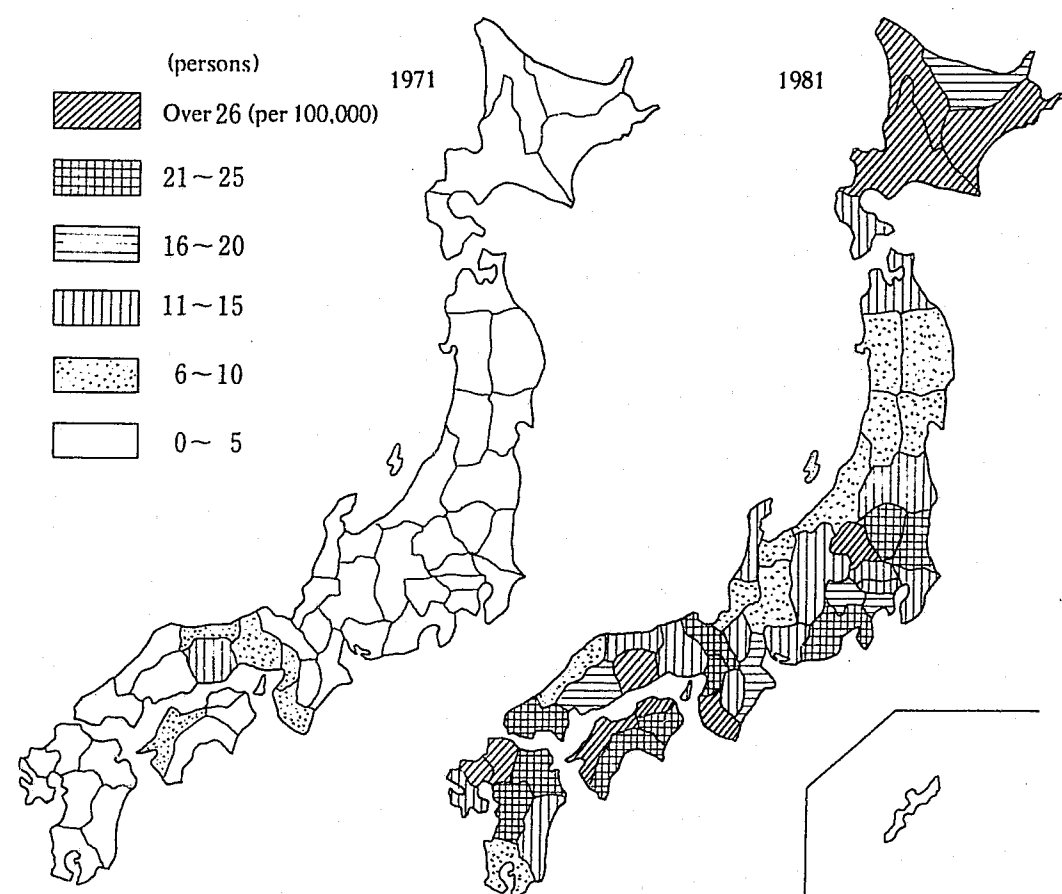
At the same time, use of methamphetamine leads to the worrying situation that once abuse

Graph 5-2 Apprehensions of Gangsters for Stimulant (Methamphetamine) Offences (1972-1981)



Year	1972	1973	1974	1975	1976	1977	1978	1979	1980	1981
Number of cases detected	5,136	9,296	6,336	8,562	10,858	13,755	16,315	16,811	17,333	18,567
Number of persons apprehended	3,012	5,092	3,715	4,908	6,268	8,036	9,234	9,407	10,007	10,935

Graph 5-3 Apprehensions for Methamphetamine Offences (1971, 1981)



has begun a strong desire arises to use them again. As a result, as soon as one obtains money it is used to purchase methamphetamine, even if it means destroying one's family. When these funds are used up, one commits such heinous crimes as larceny and robbery.

(3) Tightening of the Measures Against Stimulants

A. Perfecting administrative countermeasures
Facing the spread of methamphetamine abuse, in 1981 central government set up a new collective countermeasures against drug abuse and gave instructions to related administrations such as Ministry of Health and Welfare, Ministry of Labor, Ministry of Transportation, Ministry of Education, etc. to perfect their respective countermeasures against drug abuse.

B. Strengthening of controls

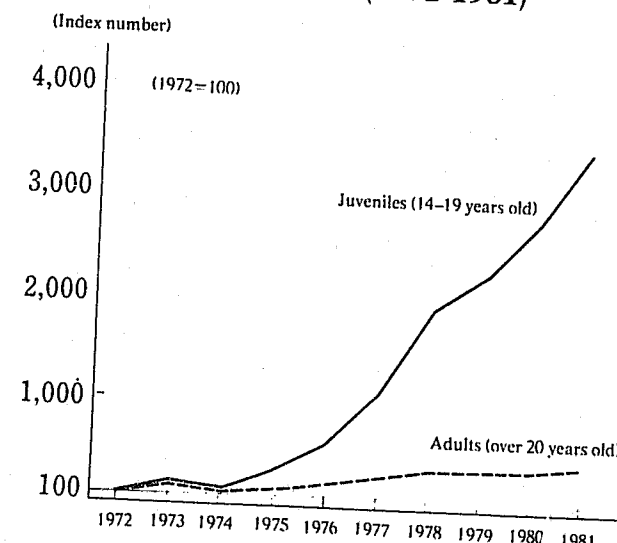
In formulating countermeasures to deal with drugs, it is essential to cut off the supply at its

source and eliminate the demand.

Most of the addictive drugs which are abused at present in Japan, such as methamphetamine, are smuggled in from overseas. In order to stop the flow of drugs at the water-front, police have been making effort to carry out effective controls pressing on the core of smuggling and trafficking routes in cooperation with the domestic and overseas authorities concerned. In 1981, for the purpose of improving cooperation among the urban and rural prefectural police to promote investigations, such as perfecting wide-ranging cooperative activities, National Police Agency provided to prefectural police headquarters with the instruction on inter-prefectural cooperation in drug offense investigation and in prefectural police headquarters a liaison officer for the cooperation in drug offense investigation was newly appointed.

Even in the case of occasional users, the police are taking strict measures, and those who are recognized to be addicts are being reported to health centers according to the provisions of the Mental Health Law.

Graph 5-4 Increase in Number of People Apprehended (1972-1981)



For this purpose the police have carried out active educational activities with the cooperation of the mass media. This has involved information activities through newspapers and television, and distribution of many posters, leaflets and mini newsletters. The police have also held drug abuse prevention meetings in each district, and set up a 'Stimulant Drug Telephone Consultation Service' at the police headquarters.

D. Problems which are left to future countermeasures

Since methamphetamine addiction has the special characteristic that it involves mental disorders, there is difficulty in treatment that differs from addiction to heroin and other drugs. However, measures must be taken with relation to the present situation in which methamphetamine abusers are left alone socially without receiving appropriate treatment and after-care, and then repeat drug abuse and commit many heinous crimes due to pharmacological effects.

As shown in Table 5-1 those having committed previous offences occupy a high proportion and are increasing in number and ratio.

(4) Control of Narcotic Offenders

Graph 5-5 shows the changes in number of people apprehended in the past ten years for cannabis and narcotic offenses. The amount of each type of narcotic, cannabis and so on seized in the past five years are shown in Table 5-2.

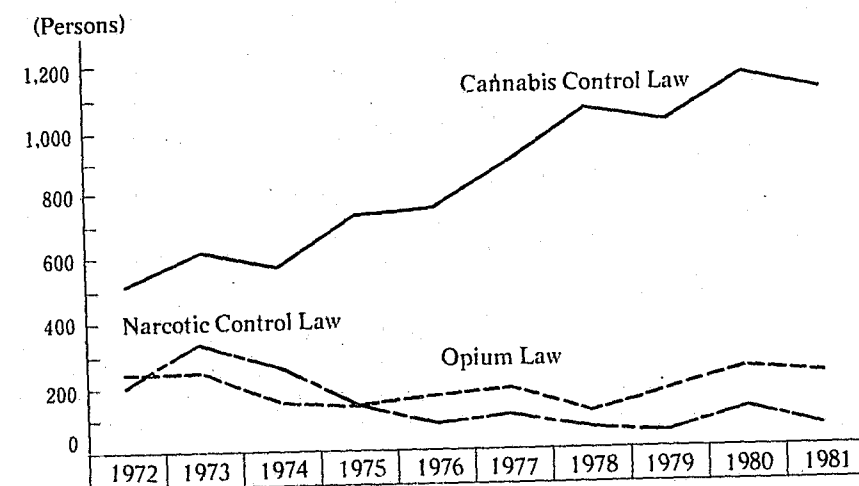
Table 5-1 Further Violations of Stimulant Control Law (1977-1981)

Classification	Total number apprehended (persons)	Repeated offenders	Ratio of repeated offence (%)
1977	14,447	3,828	26.5
1978	17,740	4,921	27.7
1979	18,297	6,777	37.0
1980	19,921	7,913	39.7
1981	22,024	9,125	41.4

Table 5-2 Amount of Cannabis, Narcotic, etc. Seized Classified by Type

Type	1977	1978	1979	1980	1981
Dried Cannabis (g)	112,656	61,421	100,623	57,114	54,900
Cannabis resin (g)	1,471	3,867	2,657	3,912	6,298
Cannabis sativa (plants)	14,542	10,840	10,435	11,828	2,047
Heroin (g)	4,039	884	2	489	2,104
Morphine (g)	51	6	54	1	0
LSD (pills)	412	230	244	4,973	382
Opium (g)	495	64	38	354	0

Graph 5-5 Changes in Number of People Apprehended for Cannabis and Narcotic Offences (1972-1981)



Classification	Year	1972	1973	1974	1975	1976	1977	1978	1979	1980	1981
Total number (persons)		955	1,208	1,025	1,019	979	1,163	1,247	1,276	1,535	1,413
Narcotic Control Law		204	325	276	150	84	98	61	49	113	59
Opium Law		233	266	161	136	160	173	116	186	249	232
Cannabis Control Law		518	617	588	733	735	892	1,070	1,041	1,173	1,122

A. Cannabis smoking among young people

Smoking of cannabis in Japan began during the early sixties when the teenagers began imitating foreigners smoking cannabis. Abuse spread among people in music circles who believed the popular view that it improves one's musical sense. Abuse then gradually spread due to such factors as the overseas travel boom and worldwide trend towards cannabis abuse. At present cannabis is being abused in the form of 'Pot Parties' centering in particular on young people. In 1981, a total of 1,122 people were apprehended for cannabis offenses, of whom 52.6 percent were under 25 years of age.

In the past most cannabis was smuggled in from overseas, but recently there has also been an increase in domestically-produced cannabis. Most cannabis smuggled in from overseas was produced in Southeast Asia.

B. Heroin abuse

The number of apprehensions for narcotic offenses remains at the same level or is tending to fall, and in particular there is little abuse of heroin domestically. Japan is looked at as a clean country as long as heroin abuse is concerned, Japan is used as a transit point by international drug traffickers.

2. Control on Guns

(1) Licensed Guns and Its Control at Present

A. Licensed rifles, shotguns and airguns

In Japan only those persons who are licensed by the Metropolitan or Prefectural Public Safety Commissions are allowed to possess such guns as rifles, shotguns and airguns for certain legitimate purposes as hunting.

Recently, the total number of licensed guns are decreasing as shown in Table 5-4. This is because new restrictions were imposed on the licensee by the amendment of the Gun and Sword Control Law in 1980 (A licensee robbed a bank and killed several persons with a licensed gun in 1979), and police have strengthened such activities as to find out improper licensees and licensees who possess guns for the purpose of hunting without going hunting for over three years or who possess very old guns, and to persuade them to cease possession of those guns.

B. Theft of licensed guns

Licensees are obligated to store guns under lock and key, the standard of which is set up by the Gun and Sword Control Law. Reported number of

Table 5-3 The Number of Licensed Guns (1977-1981)

Classification	1977	1978	1979	1980	1981
Total	843,022	852,775	823,841	781,286	772,324
Hunting guns	733,737	745,951	725,748	696,234	652,099
Rifles	25,063	26,887	27,577	27,995	27,400
Shot-guns	708,664	719,064	698,171	668,239	624,699
Airguns	109,295	106,824	98,093	85,052	70,225

Table 5-4 Accidents with Licensed Guns (1977-1981)

Classification	1977	1978	1979	1980	1981
Total (cases)	222	203	181	224	161
Hunting cites	159	116	95	136	103
Shooting cites	0	4	0	1	1
Others	63	83	86	87	57
Death (persons)	64 (43)	73 (61)	70 (64)	90 (68)	69 (44)
Injury (persons)	170	138	111	152	101

Note: Figures in parentheses indicate the number of suicide

theft of licensed guns was decreasing recently but in 1981 it increased by 4 to 48. Twenty cases occurred when the guns were not under lock and key. In the other 28 cases, the lockers were not properly locked or were not made in compliance with the standard established by the law.

C. Accidents with licensed guns

In 1981, 69 persons were killed accidentally (including 44 suicides) and 101 persons were injured with licensed guns.

Table 5-4 shows the number from 1977 to 1981.

D. Obligatory schooling

Not only applicants for the license but also the licensees (every three years) are obligated to attend special schools organized by the prefectural police and to learn about prevention of accidents with guns. In 1981 around 150,000 people joined schools as a whole.

E. Pistols

Persons except authorized officers are strictly prohibited from possession of pistols in Japan. By making great effort to detect unlawful possession, police seized 960 pistols including handmade pistols in 1981. Amount of seized pistols from 1977 to 1981 are shown in Table 5-5.

The amount of handmade pistols increased several years ago, but recently it is decreasing due to the amendment of the provisions related to materials of handmade pistols.

Table 5-5 Number of Pistols Seized (1977-1981)

Classification	1977	1978	1979	1980	1981
Total	1,355	989	981	942	960
Real guns	536	398	498	523	549
Handmade guns	819	591	483	419	411

Real pistols are all smuggled from overseas, e.g. U.S., the Philippines and Thailand. Police are strengthening their activities to locate and seize the pistols at parts of entry before they are marketed. But in 1981 only 52 pistols were seized at ports.

(2) The Situation of Crimes with Guns

A total of 71 persons were murdered with guns in 1981. Crimes related to pistols, rifles, shotguns and airguns are shown in Table 5-6.

(3) Control on Gunpowder

No person can buy, receive, possess, use, sell or give gunpowder including bullets for guns without permission of the authorities concerned.

In 1981, the permissions concerned with bullets were given in 122,597 cases, representing an in-

Table 5-6 Violent Crimes with Guns (1977-1981)

Classification	1977	1978	1979	1980	1981
Total number of cases	352 (267)	233 (179)	171 (123)	199 (142)	198 (148)
Type of guns					
Pistols	207 (199)	135 (127)	107 (101)	127 (111)	131 (122)
Hunting guns, airguns	131 (59)	85 (44)	52 (12)	62 (25)	55 (19)
Others	14 (9)	13 (8)	12 (10)	10 (6)	12 (7)
Type of crimes					
Homicide	110 (80)	68 (58)	62 (47)	77 (56)	71 (54)
Robbery	22 (18)	18 (7)	9 (3)	21 (8)	18 (7)
Unlawful assembly with dangerous weapons	36 (36)	19 (19)	16 (16)	26 (25)	18 (17)
Bodily injury	36 (27)	28 (18)	15 (11)	18 (14)	12 (8)
Assault	46 (30)	20 (15)	18 (12)	18 (15)	22 (18)
Extortion	17 (16)	21 (20)	12 (11)	4 (3)	7 (7)
Others	85 (60)	59 (42)	39 (23)	35 (21)	50 (37)

Note: Figures in parentheses indicates the number of cases committed by gangsters.

crease of 9,598 (8.5 percent) over the previous year. Detected number of unlawful possessions and dispositions of bullets was 1,632 including 868 cases (53.2 percent) of unlawful possessions, representing a decrease of 207 (11.3 percent) than the previous year.

The number of theft of gunpowder such as sticks of dynamite occurred in 1981 was 33, representing a decrease of 2 less than the previous year. The number of cases in which the stolen gunpowder was actually used for heinous purposes was 8 in 1981 representing an increase of 3 over the previous year. During 1981, the police have gone to gun dealers approximately 160,000 times where they have conducted an administrative search of the business for possession of gunpowder.

3. Measures to Protect the Deteriorating Public Morals

(1) Control of Business Affecting Public Morals

Businesses which are engaged in serving alcohol to customers, such as bars and cabarets including restaurants, are under the supervision of the respective Prefectural Public Safety Commission. The number of the businesses which are, licensed (107,827 in 1981) have been slightly decreasing in the past five years. Those businesses are under certain regulations to maintain good morals. In 1981 police apprehended 4,989 business

owners for unlawfully soliciting customers for obscene services, for violation of the business hours regulation, for the employments of girls under 18 years of age, etc. During 1981, the Prefectural Public Safety Commission gave 3,169 administrative dispositions to business owners including 25 revocations of business license.

In order to avoid these regulations, some of business owners purported their business to be a tea-house, a cafeteria or a snack bar. However, the business served alcohol at midnight. A total of 7,968 of those businesses owners were apprehended in 1981 and 5,863 of them were given administrative dispositions by the respective Prefectural Public Safety Commission.

(2) Control of Obscenity and Prostitution

In 1981, a total of 2,482 persons were apprehended for publicly committing an obscene act, or for distributing or selling an obscene book, picture, or other things. It represents an increase of 322 (14.9 percent) over the previous year.

As pornography is getting worse recently, police seized around 372,000 distributors of pornography representing an increase of about five times over the previous year.

At the beginning of 1981, so-called "No-panties-teahouse" appeared in some big towns and immediately spread to other cities. Waitresses there put on short skirts without wearing underwear. By the end of 1981 police apprehended 296 persons including waitresses and the owners.

Striptease shows have also been getting worse recently, live fornication shows have become popular. 93 striptease houses were raided in 1981, 44 of the 217 dancers arrested were from overseas.

In 1981, 4,339 prostitution cases were detected and 2,242 persons were apprehended for the violation of the Anti-Prostitution Law.

More and more juveniles have come to be involved in these cases as victims recently and gangsters exploit them as a source of income.

The most common place for prostitution is so-called "Toruko Buro." There were 1,632 Toruko Buros at the end of 1981, representing an increase of 57 (3.6 percent) over the previous year. Police raided 107 Toruko Buros in 1981.

(3) Offenses relating to Races under Public Management

There were 34,669 mahjongg houses, 9,807 "Pachinko" houses and 2,685 other gaming houses in 1981 all of which were licensed by respective Prefectural Public Safety Commission and under police supervision. Recently, customers of so-called "game center" in which the customer plays slotmachines and roulettes have become involved in large scale gambling. In 1981, 490 "center" and 2,513 persons were apprehended. During this period, 1,263 machines and 140 million yen were seized from the violators.

Bookmaking on horse-races, bicycle-races, boat-races and motorcycle-races are illegal but quite popular. Most of them are run by gangsters. 1,964 cases were detected and 7,635 persons were arrested in 1981, 53.7 percent of the whole arrestees and 78.4 percent of the organizers arrested were the members of organized crime. 37 cases of "fixed" races were detected and 41 persons were apprehended.

4. Control of Economic Offenses

(1) Fraudulent Trade of Real Estate

Most of the inhabitants in large cities in Japan, living in narrow rental rooms, have strong desires and necessities to buy or build their own houses.

However, the price of houses in urban areas from which they can commute to their offices is so high that the potential home buyer must save his money (salary) for approximately 15 years before he can save enough to purchase the house.

Under these conditions, there are a lot of occurrences of such cases as criminals who induce people to enter into transactions of houses with them by fraud swindle money. In 1981 police detected 2,590 cases and apprehended 2,406 persons. About 50 percent of the cases were in violation of the Building Lands and Houses Transaction Control Law. One of the most popular ways of fraud is to sell houses or lands without informing the buyers of defects in houses or lands.

(2) Sophisticated and Vicious Loan Sharking

It is unlawful to lend a person money at an interest over legally permitted rates. Under the condition of economic recession, there appeared the cases in which interest is at 10 percent per ten days or at 10 percent per four or five days. In addition, if the customer can't return the money when it is due, the money-lender visits his at his home and office, again and again, stay till late at night, shout around, or take out some valuables as payment in kind. In 1981 police detected 1,217 cases for loan sharking including violent cases referred above.

(3) Deteriorating International Economic Offenses

The number of cases and persons apprehended by the police in these five years for the violation of the Foreign Exchange and Foreign Trade Control Law and the Customs Law are shown in Table 5-7.

Under the unfavorable exporting circumstances, such as protective systems, import deposits, and steps to curb "nonessential" imports taken in several countries, some Japanese exporters, attempting to evade various control measures in those countries, conspire with their foreign counterparts to violate those countries' regulations on imports

Table 5-7 Apprehensions for the Violation of the Foreign Exchange and Foreign Trade Control Law and the Customs Law (1977-1981)

Laws	1977		1978		1979		1980		1981	
	Cases	Persons	Cases	Persons	Cases	Persons	Cases	Persons	Cases	Persons
Total	1,323	641	1,209	520	1,041	552	1,093	416	862	248
The Foreign Exchange and Foreign Trade Control Law	786	304	568	234	509	241	533	211	365	126
The Customs Law	537	337	641	286	532	311	560	205	497	122

by falsely declaring their shipping goods at much lower prices, and concomitantly and necessarily cause the violation of the Japanese regulations related.

Police have taken a serious view of those offences and unlawful payments of kickback, and have centered its efforts on the detection, but the number of cases cleared by police for the violation of the Foreign Exchange and Foreign Trade Control Law has decreased in 1981. It is partly because the law was amended at the end of 1980 and restrictions on the international trade were relaxed or eliminated. The law was amended because there were strong requests from some countries to complete the so-called free trade policies.

(4) Other Economic Offenses

Endless chain scheme died down since it was made illegal in 1978. But it appeared again in Kyushu island in 1980 and spread over the mainland. In 1981 police detected 4 schemes and arrested 28 persons, the total members of which were around 23 thousand and the total amount of their investment was about 9 billion yen.

5. Pollution Crime Control

(1) Control of Environmental Offenses

Graph 5-6 shows police apprehensions for pollution offenses from 1972 to 1981. These offenses are mainly unlawful dumping of industrial wastes such as rotten wood and metals (72.1 percent) and filthy mud (24.4 percent) in other people's forests (31.9 percent), farms (29.5 percent) or reclaimed land from the sea (25.4 percent), and unlawful discharging of industrial waste waters into rivers or the sea.

(2) Complaints Increasing

In addition to the above, noise problems caused by such people as hot-rodders or the rightists shouting around with loudspeakers from cars are quite conspicuous but the controls on noise are not successful in general.

6. Control of Public Health and Hygiene Offenses

In 1981, police apprehended violators in 231 cases, representing an increase of 92 cases over

the previous year for unlawful medical practices, and 714 cases, representing an increase of 182 cases over the previous year for unlawful sales of medicine or placebo, and for the violation of the Food Sanitation Law.

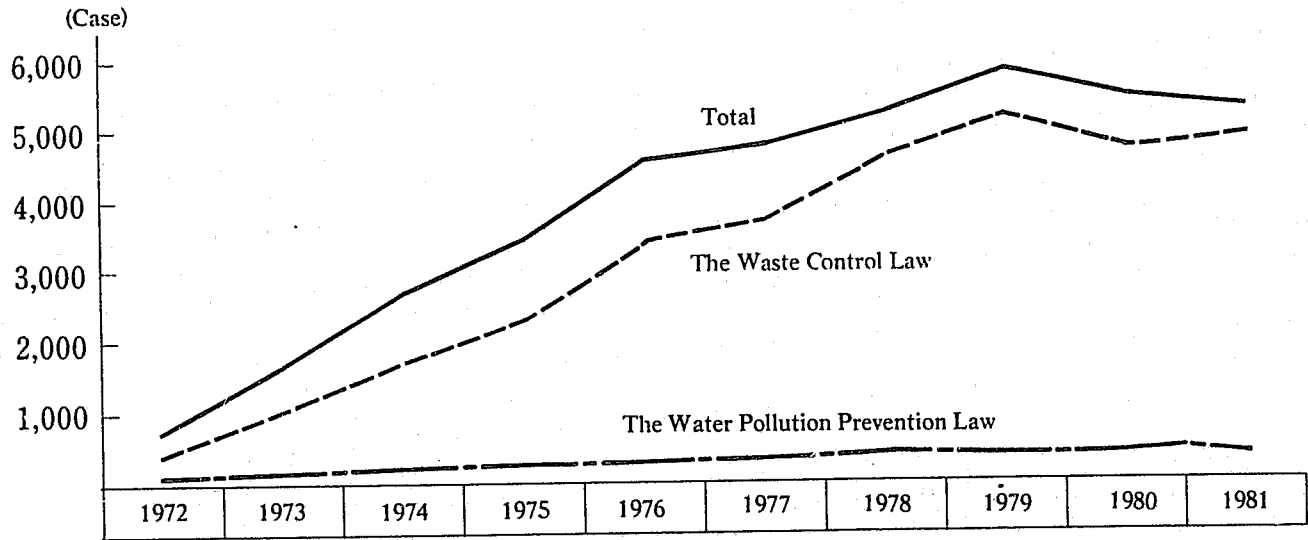
7. Control of Dangerous Materials

Transporters of subject material are obligated to inform the Prefectural Public Safety Commis-

sion of the Transportation of nuclear materials and radioactive substances. In 1981 the Commissions received 318 reports. No accidents were reported for this period.

High pressure gas and other inflammable substances must be stored or treated by observing necessary rules for the prevention of danger and injury. In 1981, 1,367 accidents occurred and 510 people were killed. Police apprehended violators who were involved in 1,651 cases for violation of the laws concerned with the control of high pressure gas and other inflammable substances.

Graph 5-6 Apprehensions for Pollution (cases) (1972-1981)



Classification	1972	1973	1974	1975	1976	1977	1978	1979	1980	1981
Total	791	1,727	2,856	3,572	4,697	4,827	5,383	5,855	5,456	5,374
The Waste Control Law	420	1,056	1,819	2,417	3,549	3,877	4,596	5,103	4,542	4,702
The Water Pollution Prevention Law	44	134	252	291	272	317	340	312	400	315
Others	327	537	785	864	876	633	447	440	514	357

Chapter VI Traffic Safety and Police Activities

1. Traffic Situation

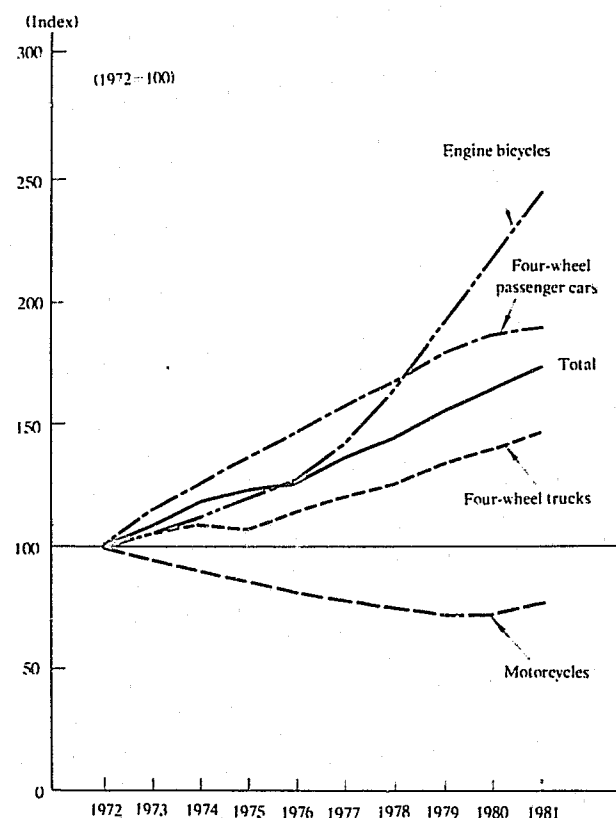
(1) Present situation of road traffic

Transport in Japan continues to shift from railways to automobiles as a result of the increasing number of automobiles, particularly of passenger cars, and the development of highway networks, including high-speed motorways.

A. The number of automobiles and the length of roads

As shown in Graph 6-1, the number of automobiles in Japan is increasing. The rate of ownership has reached one in every 2.9 persons.

Graph 6-1 Change in the Number of Owned Automobiles (1972-1981)



Note: Source by Ministry of Transport

Graph 6-2 shows the change in the length of paved roads over the past 10 years.

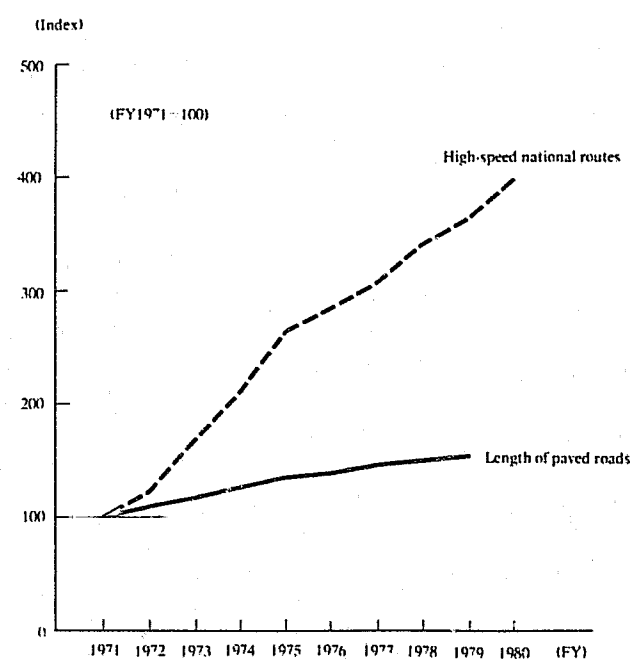
B. Increased automobile transport

Graph 6-3 shows the change in cargo transport by trucks over the past 10 years. The volume of transport showed a decrease after the oil crisis in 1973, but began to turn upward after fiscal 1976. As shown in Graph 6-4, passenger transport by automobile showed a rising trend even after the oil crisis.

C. The increased number of driver's license holders

As shown in Graph 6-5, the number of driver's li-

Graph 6-2 Change in the Length of Paved Roads (Fiscal 1971-1980)

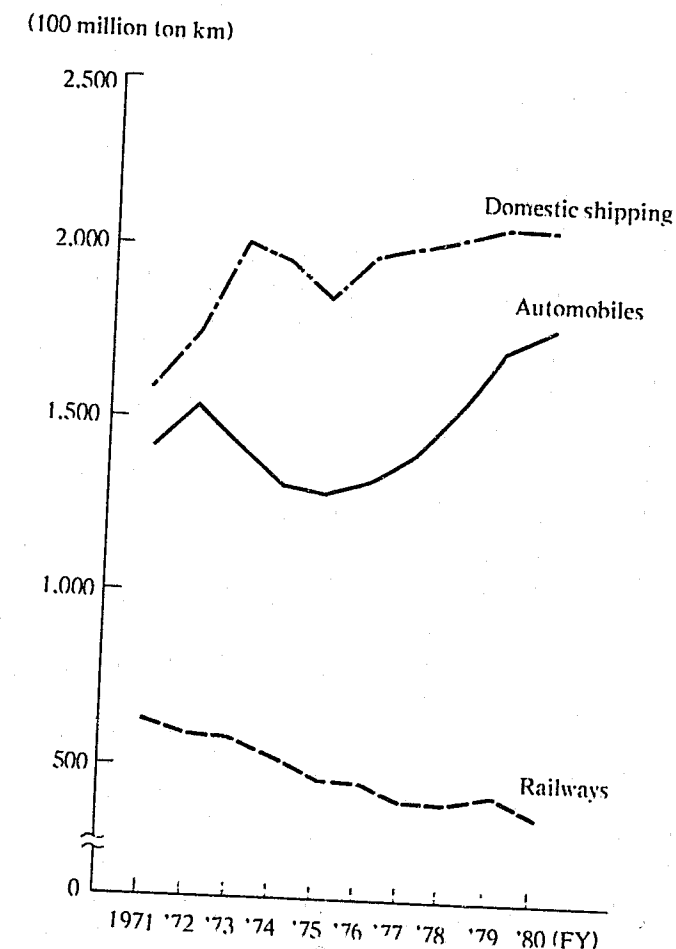


Notes: 1) Source by Ministry of Construction
2) Figures for fiscal 1980 are estimates.

cense holders continues to increase. The increased number of women license holders is particularly conspicuous. The increased number of license holders during the past five years was about 5,570,000 for women, as against 4,260,000 for men. The rate of increase during this period was 67.9% for women, as against 15.8% for men.

The number of license holders accounts for 50.7% of the population over age 16, eligible for holding a license. Those between ages 25 and 29 account for 90.8% of the above-mentioned population for men and 55.5% for women.

Graph 6-3 Change in the Volume of Cargo Transport by Mode of Transport (Fiscal 1971-1980)



Notes: 1) Source by Ministry of Transport
2) Ton km is a unit that denotes the volume of transport. One ton km is given when one ton of cargo is carried over a distance of one kilometer.

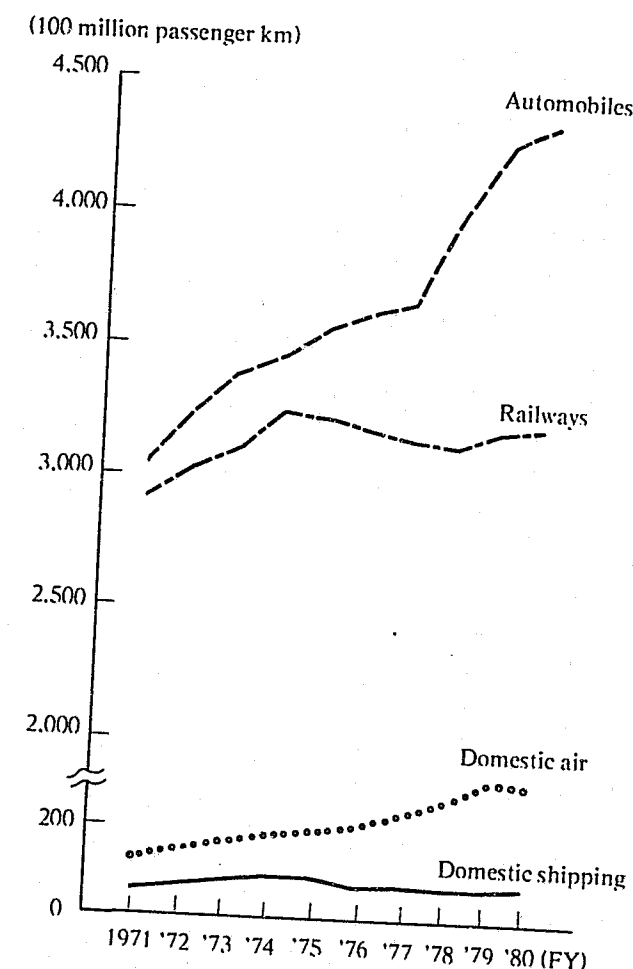
(2) Recent situation of traffic accidents

A. General situation

As in the previous year, 1981 saw a high incidence of motorcycle accidents involving young people. There were also numerous traffic accidents in 1981, including collisions at intersections, head-on collisions on highways, and accidents involving pedestrians crossing the streets, which could have been averted if basic traffic rules had been observed.

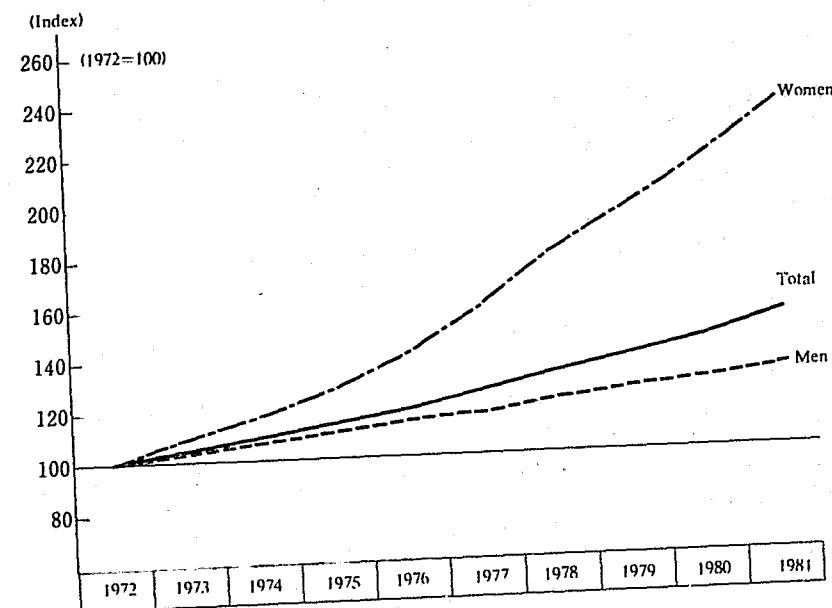
The number of accidents resulting in injury or

Graph 6-4 Change in the Volume of Passenger Transport by Mode of Transport (Fiscal 1971-1980)



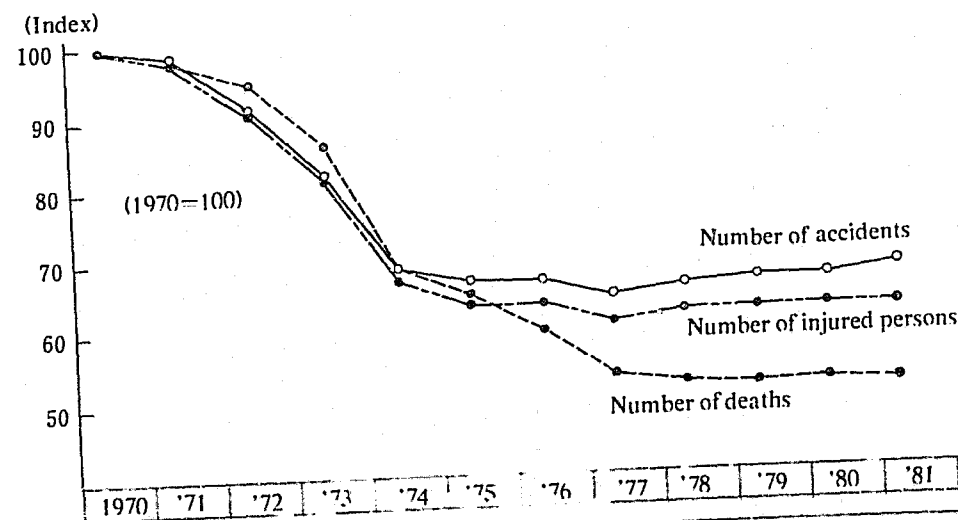
Notes: 1) Source by Ministry of Transport
2) Passenger km is a unit that denotes the volume of passenger transport. One passenger km is given when one person is carried over a distance of one kilometer.

Graph 6-5 Change in the Number of Driver's License Holders (1972-1981)



Year	1972	1973	1974	1975	1976	1977	1978	1979	1980	1981
Total (1,000 persons)	29,475	30,779	32,144	33,483	35,149	37,023	39,174	41,043	43,000	44,973
Men	23,675	24,477	25,339	26,106	26,957	27,770	28,730	29,548	30,408	31,213
Women	5,800	6,302	6,805	7,376	8,192	9,253	10,444	11,495	12,592	13,760

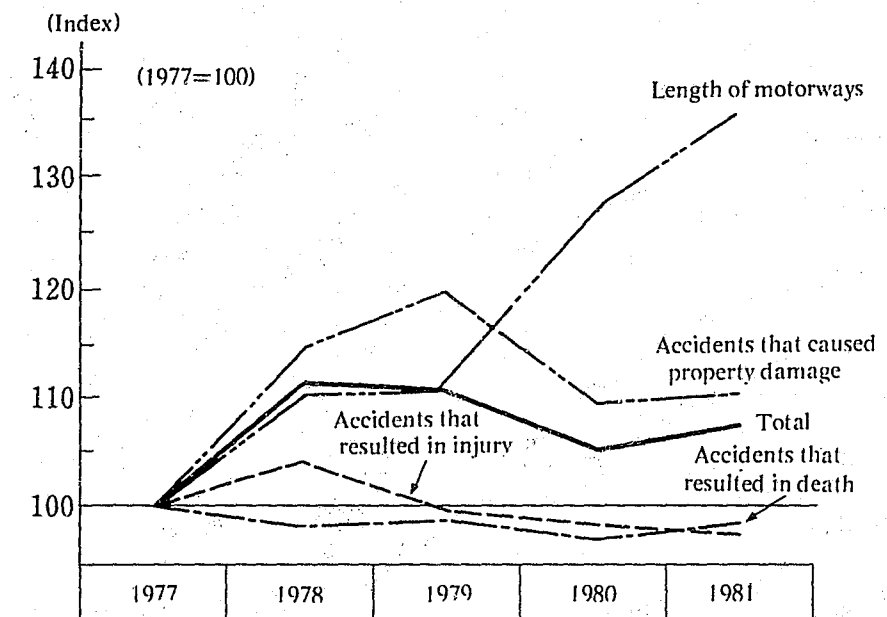
Graph 6-6 Change in the Number of Traffic Accidents (1970-1981)



Year	1970	1971	1972	1973	1974	1975	1976	1977	1978	1979	1980	1981
Number of accidents	718,080	700,290	659,283	536,713	490,452	472,938	471,041	460,649	464,037	471,573	476,677	485,578
Index	100	98	92	82	68	66	66	64	65	66	66	68
Number of injured persons	16,765	16,278	15,918	14,574	11,432	10,792	9,734	8,945	8,783	8,466	8,760	8,719
Index	100	97	95	87	68	64	58	53	52	50	52	52
Number of death	981,096	949,689	889,198	789,948	651,420	622,467	613,957	593,211	594,116	596,282	598,719	607,346
Index	100	97	91	81	66	63	63	60	61	61	61	62

Note: Figures for and after 1972 include Okinawa Pref.

Graph 6-7 Change in the Number of Accidents on High-Speed Motorways (1977-1981)



Year	1977	1978	1979	1980	1981
Total (cases)	11,337	12,791	12,985	11,869	12,186
Accidents that resulted in death	143	136	137	107	135
Accidents that resulted in injury	2,375	2,475	2,316	2,045	2,138
Accidents that caused property damage	8,819	10,180	10,532	9,717	9,913
Length of motorways (km)	2,195	2,414	2,524	2,792	2,937

death on high-speed motorways per 100 million km of run was about one-tenth the number of those on general roads. The rate of deaths (see Notes) on high-speed motorways was about 3.5 times higher than that on general roads.

Notes. The rate of deaths denotes the ratio of deaths to all traffic accidents resulting in injury or death.

B. Analysis of accidents resulting in death

The number of deaths in motorcycle accidents still continues to rise and has reached about 20% of all deaths in traffic accidents.

Table 6-2 shows the types of traffic accidents which resulted in deaths over the past five years. Of particular note is the increase in collisions at intersections. Of the man vs. vehicle accidents, those involving pedestrians crossing the streets still show a high percentage. Of the accidents involving no people, running off the roads and crashing into roadside structures account for more than 80%. About 50% of the former and 30% of the latter occurred at curve points.

a) Motorcycle accidents

As shown in Graph 6-8, an overwhelming major-

ity of persons who died in motorcycle accidents in 1981 were those aged 16 to 19. In 1,274 accidents caused primarily by motorcycles and resulted in death, there were 413 violations of the speed limits (32.4%), 123 drunken driving cases (9.6%), 77 cases of disregarding stop signs (6%), and 55 cases of ignoring traffic signals (4.3%). Compared with automobile accidents, there were more violations of the speed limits (1.5 times), disregarding of stop signs (twice), and ignoring of signals (1.5 times) in motorcycle accidents. There were also 116 unlicensed driving cases, 1.9 times higher than those of automobiles. Table 6-3 shows accidents caused primarily by motorcycles and resulted in death by the user's occupation and purpose of use.

b) Collisions at intersections

As shown in Table 6-2, the ratio of collisions at intersections to all vehicle vs. vehicle accidents resulting in death is rising. There were 938 such cases in 1981. Table 6-4 shows collisions at intersections by type of violation of traffic rules and by type of road. Many collisions at intersections occur between 8 a.m. and 9 a.m. and 4 p.m. and 5 p.m., which are time periods with heavier traffic.

Table 6-1 Change in the Number of Deaths in Traffic Accidents by Situation

Situation	Year	1977	1978	1979	1980	1981
Total (persons)		8,945 (100.0)	8,783 (100.0)	8,466 (100.0)	8,760 (100.0)	8,719 (100.0)
In automobiles		3,371 (37.7)	3,242 (36.9)	2,998 (35.4)	3,216 (36.7)	3,251 (37.3)
On motorcycles		1,467 (16.4)	1,502 (17.1)	1,538 (18.2)	1,693 (19.3)	1,762 (20.2)
On bicycles		1,083 (12.1)	1,113 (12.7)	1,005 (11.9)	1,051 (12.0)	990 (11.4)
Pedestrians		2,961 (33.1)	2,871 (32.7)	2,888 (34.1)	2,767 (31.6)	2,679 (30.7)
Others		63 (0.7)	55 (0.6)	37 (0.4)	33 (0.4)	37 (0.4)

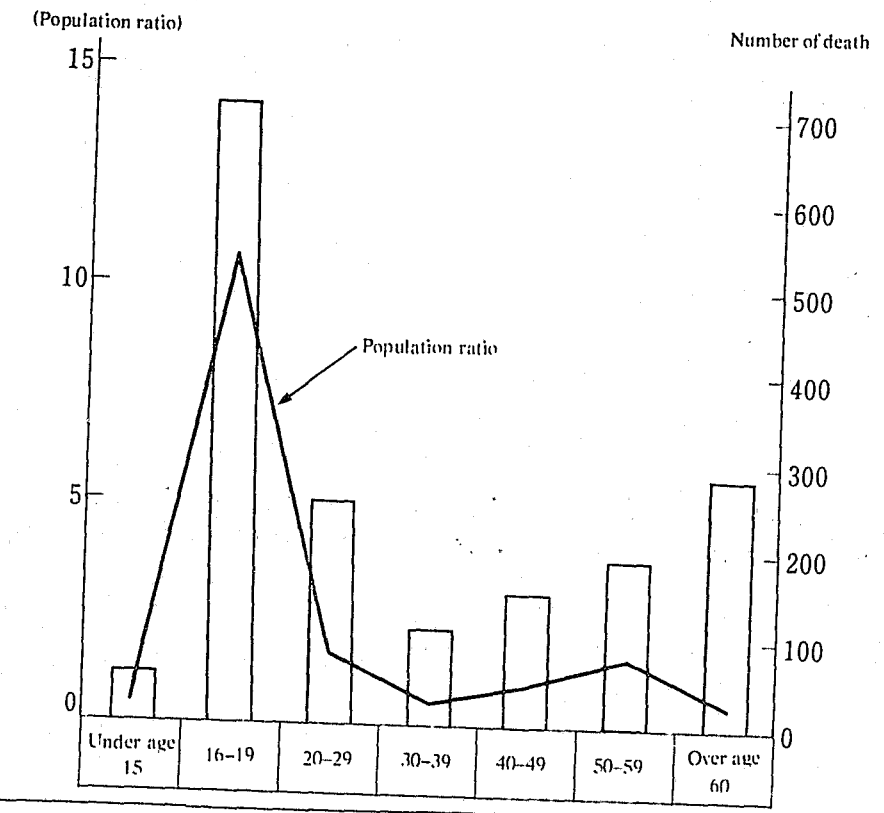
- Notes: 1) The above automobiles denote vehicles defined as "automobiles" in the Road Traffic Act, excluding motorcycles.
2) The above motorcycles denote motorcycles and engine bicycles, defined as "motorcycles" and "engine bicycles" in the Road Traffic Act.
3) The above "Others" are persons killed by light vehicles (excluding bicycles).
4) Figures in parentheses denote composition ratios in the respective situations.

Table 6-2 Change in the Number of Death-Causing Traffic Accidents by Type of Accident (1977-1981)

Type of accident	1977	1978	1979	1980	1981
Total (cases)	8,487 (100.0)	8,311 (100.0)	8,048 (100.0)	8,329 (100.0)	8,278 (100.0)
Vehicle vs. vehicle					
Total	3,367 (39.7)	3,442 (41.4)	3,279 (40.7)	3,412 (41.0)	3,430 (41.4)
Collisions at intersections	729 (8.6)	717 (8.6)	738 (9.1)	897 (10.8)	938 (11.3)
Head-on collisions	1,106 (13.0)	1,139 (13.7)	1,066 (13.3)	1,056 (12.7)	1,093 (13.2)
Others	1,532 (18.1)	1,586 (19.1)	1,475 (18.3)	1,459 (17.5)	1,399 (16.9)
Man vs. vehicle					
Total	2,817 (33.1)	2,741 (33.0)	2,745 (34.1)	2,641 (31.7)	2,559 (30.9)
Pedestrians crossing streets	1,804 (22.2)	1,817 (23.2)	1,861 (23.1)	1,767 (21.2)	1,733 (20.9)
Others	1,013 (10.9)	924 (9.8)	884 (11.0)	874 (10.5)	826 (10.0)
Vehicle alone					
Total	2,033 (24.0)	1,884 (22.7)	1,834 (22.8)	2,066 (24.8)	2,086 (25.2)
Running off roads	677 (8.0)	599 (7.2)	583 (7.3)	634 (7.6)	655 (7.9)
Crashing into structures	1,087 (12.8)	1,046 (12.6)	1,017 (12.6)	1,154 (13.9)	1,158 (14.0)
Others	269 (3.2)	239 (2.9)	234 (2.9)	278 (3.3)	273 (3.3)
Railway crossings	270 (3.2)	244 (2.9)	190 (2.4)	210 (2.5)	203 (2.5)

Note: Figures in parentheses denote composition ratios in the respective types of accidents.

Graph 6-8 Deaths of Motorcyclists by Age in Relation to Population Ratio (1981)



	Under 15	16-19	20-29	30-39	40-49	50-59	Over 60
Number of death (persons)	51	721	253	109	150	191	60
Population ratio	0.2	10.8	1.5	0.5	0.9	1.4	0.3

Note: The above population denotes a figure estimated by the Prime Minister's Office as of October 1, 1981.

Table 6-3 Deaths in Motorcycle-Caused Accidents by Situation, Rider's Occupation, and Purpose of Use (1981)

Purpose of use	Total (cases)	Occupation	Business	Getting to work	Attending school	Leisure	Others (shopping, etc.)	Un-known
Total (cases)	1,274	2	58	161	49	408	595	1
High schools students	303	0	1	5	30	145	121	1
College students	86	0	2	2	11	21	24	0
Others	911	2	55	154	8	242	450	0

c) Accidents at curve points

At curve points, vehicles tend to run off the roads or collide head-on as a result of speeding and other reckless driving manners. Many of these accidents occur between 10 p.m. and 1 a.m.

d) Accidents of pedestrians crossing the roads (See Table 6-6)

e) Accidents of old people and children
The deaths in traffic accidents in 1981 by age show that those of old people continued to occur

Table 6-4 Types of Violations by Drivers Primarily Responsible for Death-Caused Collisions at Intersections (1981)

Violations by drivers responsible for accidents	Road condition	Intersection		
	Total (cases)	No signals installed	Signals installed	Single road
Total (cases)	936	637	249	52
Disregarding signals	179	1	178	0
Disregarding maximum speed limits	121	84	18	19
Disregarding precedence rules	49	41	7	1
Disregarding safety-passage rules at intersections	97	83	13	1
Disregarding go-slow signs	97	96	1	0
Disregarding stop signs	227	222	4	1
Drunken driving	30	18	12	0
Disregarding safe-driving rules				
Inattentive driving	36	28	3	5
Disregarding safe-speed rules	13	11	0	2
Others	66	43	8	15
Others	23	10	5	8

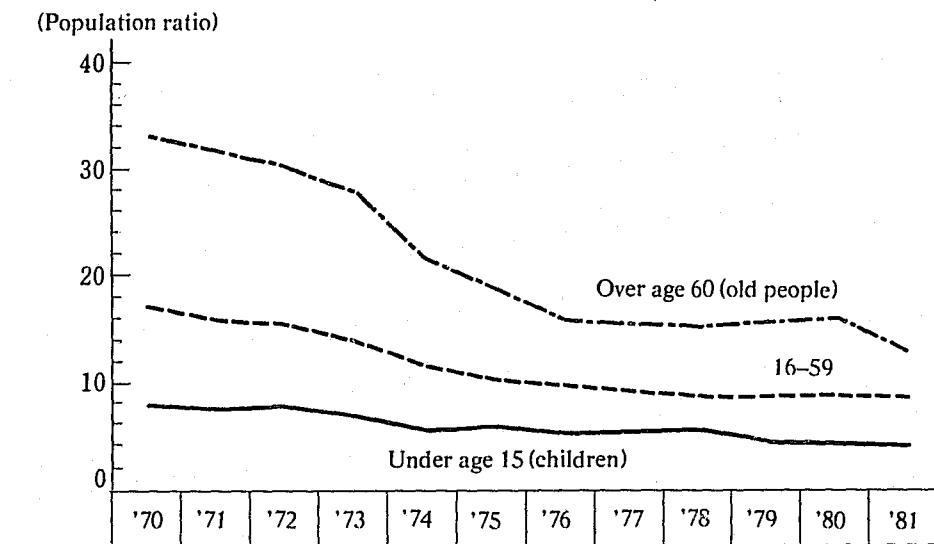
Table 6-5 Types of Violations by Drivers Primarily Responsible for Death-Caused Curve-Point Accidents (1981)

Violations by drivers responsible for accidents	Total (cases)	Disregarding maximum speed limits	Drunken driving	Over-wrought driving	Disregarding Safe-driving rules			
					Inattentive driving	Disregarding safe-speed rules	Others	Others
Type of accident								
Total (cases)	1,408	553	219	103	130	80	137	186
Man vs. vehicle								
Total	131	26	13	5	39	10	18	20
During crossing	52	11	3	0	14	4	9	11
Others	79	15	10	5	25	6	9	9
Vehicle vs. vehicle								
Total	518	158	44	61	44	32	33	146
Head-on collisions	434	137	39	55	35	27	17	124
Others	84	21	5	6	9	5	16	22
Vehicle alone								
Total	759	369	162	37	47	38	86	20
Crashing into structures	374	209	79	24	21	13	21	7
Running off roads	321	123	76	13	22	21	56	10
Others	64	37	7	0	4	4	9	3

Table 6-6 Types of Violations by Drivers or Pedestrians Primarily Responsible for Death-Caused Accidents During Crossing (1981)

Type of accident	Total (cases)	Crossing places other than pedestrian crossings			
		Crossing pedestrian crossings	Crossing near pedestrian crossing	Crossing near pedestrian crossing bridges	Others
Type of violation by those responsible for accidents					
Total (cases)	1,733	324	251	31	1,121
Drivers					
Total	1,483	263	202	33	985
Disregarding signals	20	18	2	0	0
Disregarding maximum speed limits	271	22	36	11	202
Disregarding safe-driving rules at intersections	51	9	9	1	32
Obstruction of pedestrians	216	163	12	2	39
Drunken driving	46	8	10	2	26
Disregarding safe-driving rules					
Inattentive driving	465	18	76	12	359
Disregarding safe-speed rules	84	0	12	1	71
Others	264	19	35	4	206
Others	66	6	10	0	50
Pedestrians					
Total	250	61	49	4	136
Disregarding signals	86	60	21	1	4
Crossing immediately before or after vehicle	76	0	14	2	60
Rushing out	55	0	7	0	48
Others	33	1	7	1	24

Graph 6-9 Change in the Number of Deaths in Traffic Accidents by Age and Population Ratio Per 100,000 Persons (1977-1981)



Age	Year	1970	1971	1972	1973	1974	1975	1976	1977	1978	1979	1980	1981
Under age 15 (children)		2,094	2,024	2,097	1,970	1,494	1,535	1,297	1,232	1,220	1,069	985	896
	Population ratio	7.9	7.6	7.6	7.0	5.2	5.3	4.5	4.2	4.2	3.6	3.4	3.1
Age 16 — 59		10,983	10,611	10,305	9,208	7,301	6,874	6,303	5,713	5,539	5,313	5,646	5,761
	Population ratio	16.6	15.9	15.2	13.5	10.6	9.8	8.9	8.0	7.7	7.4	7.8	7.9
Over age 60 (old people)		3,688	3,643	3,516	3,396	2,637	2,383	2,134	2,000	2,024	2,804	2,129	2,062
	Population ratio	33.4	31.8	29.5	27.7	20.9	18.1	15.8	14.4	14.2	14.2	14.6	13.3

at a higher rate: 4.3 times those of children and 1.7 times those in other age brackets. Graph 6-9 shows the change which has taken place since 1970 in the number of deaths in traffic accidents per 100,000 population by age.

and 30. During these campaigns, the police promoted various safety measures, including securing of safe environmental conditions, protection of the aged and children from accidents on the roads, traffic control, and safe use of bicycles. The use of a seat belt or a helmet is effective in an accident. According to a survey conducted during the autumn national traffic safety campaign, the use of a seat belt continued to remain at a low rate, as shown in Table 6-7. It is necessary to continue urging drivers to use a seat belt and promote a seat-belt campaign through workshops and offices, as well as local government agencies. The rate of those using a helmet was 98.4% for motorcycle riders and 54.4% for engine-bicycle riders.

2. Development of Traffic Safety Consciousness and Systematical Safety Education

To realize a safe and comfortable society with regard to traffic in an age when almost all people have a driver's license, it is essential to develop safety-minded citizens who will respect each other's position and act carefully. For this purpose, the police have promoted various traffic safety campaigns and provided systematical safety education to citizens.

(1) Traffic safety campaigns

The 1981 traffic safety campaigns were conducted between April 6 and 15, and September 21

(2) Safety education for children and old people

To make children safety-minded in their early stages of development, the police have held safety meetings and classes for safe use of a bicycle for children, taking their behavioral characteristics into consideration. The police have also promoted the formation of traffic safety clubs for infants through kindergartens and nursery schools, as well as the formation of such clubs for school children and middle school students in cooperation with schools and local traffic safety associations.

Table 6-7 Use of Seat Belts (1977-1981)

Survey month and year	High-speed motorways				General roads			
	Drivers		Passengers in front seats		Drivers		Passengers in front seats	
	Survey (persons)	Rate of user (%)	Survey (persons)	Rate of user (%)	Survey (persons)	Rate of user (%)	Survey (persons)	Rate of user (%)
Sept. 1977	27,334	16.2	13,476	13.2	193,564	9.3	98,507	6.1
Sept. 1978	35,991	20.4	17,659	17.4	238,150	11.6	118,252	8.0
Sept. 1979	32,607	20.9	14,060	17.2	228,667	13.4	112,317	8.9
Sept. 1980	39,339	22.4	16,333	18.4	299,844	16.0	123,147	10.0
Sept. 1981	34,872	21.4	14,551	17.1	117,924	20.5	55,603	14.5

As of the end of September 1981, there were 17,500 traffic safety clubs covering 1,830,000 infants and 1,730,000 parents, and 4,000 such clubs covering 730,000 school children and 130,000 middle school students, throughout the country. As of the end of September 1981, there were traffic safety sections in about 28,000 organizations, and traffic safety supervisors in about 26,000 organizations, throughout the country.

(3) Improved education for drivers

The number of drivers has sharply risen. To make safety education for drivers more effective, it is necessary to educate them, not on a uniform basis, but in accordance with the characteristics of each driver.

A. Improvement of curriculums in driver's training schools

a) Improvement of training systems in designated driver's training schools

As of the end of December 1981, the number of designated driver's training schools totaled 1,464 throughout the country. The number of graduates from these schools totaled about 2,220,000 in 1981, 92.6% of them passed the driver's test subsequently.

In 1981, the police instructed these driver's schools to further improve their training facilities and systems, and set up a project team to review their curriculums within the National Police Agency.

b) Revision in standards for motorcyclists' training hours

To deal with the high incidence of motorcycle accidents, the police made a partial amendment to the regulations related to the Road Traffic Act regarding the training hours of motorcyclists in designated driver's training schools: two additional hours in the technical training course concerning a balanced run which is essential to the operation of a motorcycle, and four additional hours in the study of rules and safe operations.

c) Production of film for aurally handicapped trainees

To help aurally handicapped persons study in designated driver's training schools, the police in

fiscal 1981 produced a film as a teaching aid using chiology. This film covers the entire 20-unit curriculum.

B. Safety lessons for engine-bicycle users

For those who have newly acquired an engine-bicycle license, the police provide safety lessons primarily designed to improve their technical skills. The substance and method of these lessons were unified in 1981. About 700,000 persons, or 74.9% of those who had newly acquired an engine-bicycle license, took these lessons throughout the country.

3. Promotion of Measures for Drivers

(1) Improvement of license control system

A. Improvement of operation for driver's test

The driver's test is bound to have a decisive influence over the curriculums in designated driver's schools, as well as over safety lessons for drivers. It is therefore necessary to examine the substance and method of the driver's test and improve it from time to time.

In view of the high incidence of motorcycle accidents, the police in 1981 made a partial amendment to the regulations related to the Road Traffic Act and imposed a stricter test regarding the balanced run of a motorcycle.

B. Improvement of procedures for license issuance

a) Same-day issuance of licenses

The driver's license control system was put on a real-time basis in January 1982, and a same-day service for issuing certain types of licenses was put into practice. They include newly issued licenses, re-issued licenses, and those with an additional entry. A same-day service will also be opened for renewals throughout the country in January 1983.

b) Improvement of procedures for renewals

A driver's license needs to be renewed every three years, and these renewals total about 13 million a year. This business involves such a large number of drivers that it is necessary to relieve them of the burdens concerning renewal procedures and give them safety lessons effectively.

In addition to the same-day service for renewing licenses, the police are considering adopting various other measures, including opening of services for renewal procedures on Saturday afternoons and Sundays, opening of services at police stations for accident- and violation-free drivers, as well as for those who have finished a special safety course, and a mailing service. Preparations are under way to put these measures into practice during 1982.

C. Elimination of dangerous drivers

The police have taken quick regulatory action against accident-prone drivers and removed them from the roads in an early stage. Graph 6-10 shows the change in the number of licenses subject to regulatory action over the past five years.

Those who have their licenses suspended are obligated to attend a safety class. In 1981, about 1,300,000 people attended this class, which includes special courses for hotrodders, motorcyclists, and juveniles.

D. Measures for good drivers

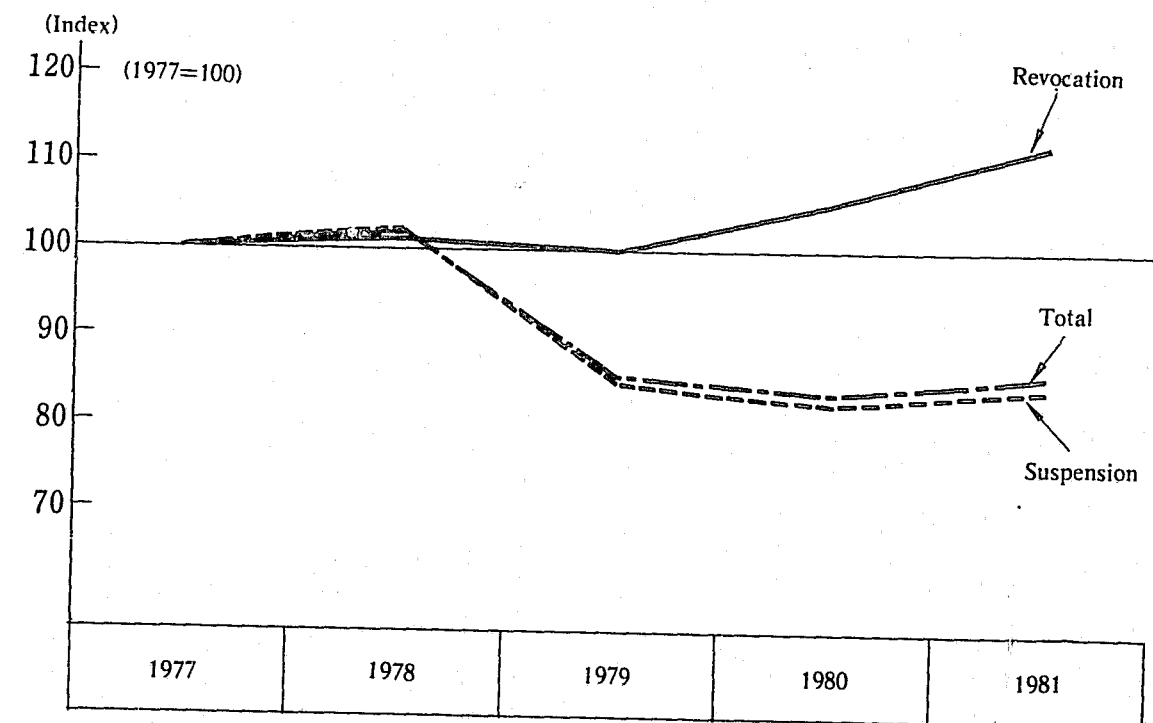
Administrative privileges are granted to drivers who have neither caused any traffic accident nor violated any traffic rules for extended periods of time. Commendation is also made to such drivers by public agencies and organizations.

The Automobile Safe Driving Center issues a "no-accident" certificate and a driving record, as well as an SD card certifying that the holder of this card has been accident- or violation-free for more than one year. About 1,540,000 certificates and 1,220,000 SD cards were issued in 1981.

(2) Safe driving supervisors system

Workshops of more than certain scales are obligated to appoint a safe driving supervisor and an assistant to ensure safe driving by the employees.

Graph 6-10 Change in the Number of Driver's Licenses Subject to Regulatory Action (1977-1981)



	1977	1978	1979	1980	1981
Total	1,848,456	1,885,210	1,572,044	1,541,749	1,574,290
Revocation	68,072	68,791	68,070	71,635	76,579
Suspension	1,780,384	1,816,419	1,503,974	1,470,114	1,497,711

As of the end of fiscal 1981, there were about 250,000 safe driving supervisors, as well as about 30,000 assistants, in about 250,000 workshops throughout the country. To promote effective anti-accident measures, the police have given them courses for safety supervision. In fiscal 1981, a total of about 2,400 such courses were given to about 270,000 supervisors and their assistants.

4. Improvement of Traffic Conditions

(1) Promotion of traffic control

Traffic control is divided into three types: traffic control in large cities, traffic control on main highways, and traffic control in small cities.

A. Traffic control in large cities

This type of control is designed to create a safe and smooth traffic environment in each city through appropriate control of the traffic flow, as well as of the total volume of vehicular traffic. This type of control includes the establishment of

"life zones" and exclusive bus lanes. Since 1974, this control system has been put into practice in cities with more than 100,000 population. In 1979, it was expanded to cities with more than 30,000 population. As of the end of fiscal 1981, this system was enforced in 658 cities. Table 6-8 shows traffic control measures implemented in cities with more than 30,000 population.

a) Life zones

Life zones are demarcated in residential areas or shopping centers. In each life zone, various traffic control measures are combined and implemented, including the establishment of roads for pedestrians only, roads closed to large-size vehicles, and one-way courses.

b) Exclusive bus lanes

Exclusive bus lanes have been created to improve the functions of regular bus services and to induce people to switch from private cars to public transportation, thereby alleviating traffic congestion in large cities. The number of signals sensitive to buses has also been increased to facilitate bus transportation.

c) Elimination of public annoyances

To reduce noise and vibrations caused by vehicular traffic along the main highways, the police have implemented various measures, including wide-ranging signal control by the traffic con-

Table 6-8 Main Traffic Control Measures in Cities with More Than 30,000 Population (Fiscal 1980, 1981)

Fiscal year (number of cities)	1980 (646)	1981 (658)	Rate of increase or decrease (%)
	Length	Length	
Closed to traffic			
Pedestrian roads	9,899.8	10,189.9	2.9
Closed to traffic except for the above	19,302.1	19,376.4	0.4
Privileges to buses			
Total	1,496.3	1,729.6	15.7
Precedence lanes for buses	498.3	650.7	30.6
Exclusive lanes for buses	876.9	959.1	9.4
Exclusive roads for buses	120.1	119.8	-0.3
Signals sensitive to buses	580	984	69.7
No parking, no parking and stopping	102,609.2	105,669.3	3.0
Parking meters	13,349	14,081	5.5
Maximum speed (lower than 40 km/h)	160,969.5	161,592.9	0.4
One-way courses	16,769.9	17,094.7	1.9
Sidewalks permitting passage or ordinary bicycles	17,707.6	19,004.2	7.3
Crossings for cyclists	30,391	47,240	55.4
No-passing zones	31,848.1	34,043.6	6.9
Roadside zones for pedestrians (excluding general roadside zones for pedestrians)	4,363.2	4,529.4	3.8
Closed to traffic except for designated directions	100,248	103,917	3.7
Stops	665,563	728,333	9.4

trol centers, setting of speed limits, and setting up of zones closed to large-size vehicles.

A. Traffic control on main highways

To enhance the functions of main highways, various control measures have been implemented, including the adjustment of traffic flows such as by setting up no-passing zones, the adjustment of right or left turns at intersections, and the systematization of signals. Reasonable speed limits have been set mainly on intercity highways in accordance with their respective traffic conditions.

B. Traffic control in small cities

In small cities with less than 30,000 population, the police have reexamined the present traffic control measures for areas, routes, and intersections with a high incidence of accidents and implemented adequate control measures in accordance with their respective conditions. In new residential areas, necessary control measures have been taken in anticipation of future traffic conditions.

C. Special measures for places with high incidence of accidents

To prevent accidents at curve points, collisions at intersections, and accidents involving pedestrians crossing the streets, various control measures have been combined and implemented in accordance with the respective types of accidents.

(2) Improvement of traffic safety facilities

Signals, signs, marks, and other traffic safety facilities have been improved steadily since 1966 under several 3-year and 5-year programs. The improvement of these facilities is now being made systematically under the 3rd 5-year program with fiscal 1981 as its initial year.

A. Signals and traffic control centers

a) Types of signals and their functions

Traffic signals are divided into the following types: the one-point control type designed to control traffic only at one point, the route control type designed to control traffic on a main highway as a whole, and the area control type designed to control traffic in one particular area like the center of a city. Table 6-9 shows the types and functions of traffic signals.

b) Role of signals

Most signals now in use are of the fixed-cycle type. However, it is difficult for this type of signal to ensure a smooth traffic flow in the event that one particular area needs to be controlled as a whole. Fixed-cycle signals have been switched gradually to sensitive signals at intersections where the volume of traffic changes drastically, to route control signals at intersections on intercity highways, and to area control signals directly controlled by the traffic control centers in cities.

Since fiscal 1981, fixed-cycle signals have been converted into programmable multistage signals capable of changing control patterns by the time period of the day and by the day of the week.

c) Improvement of signals

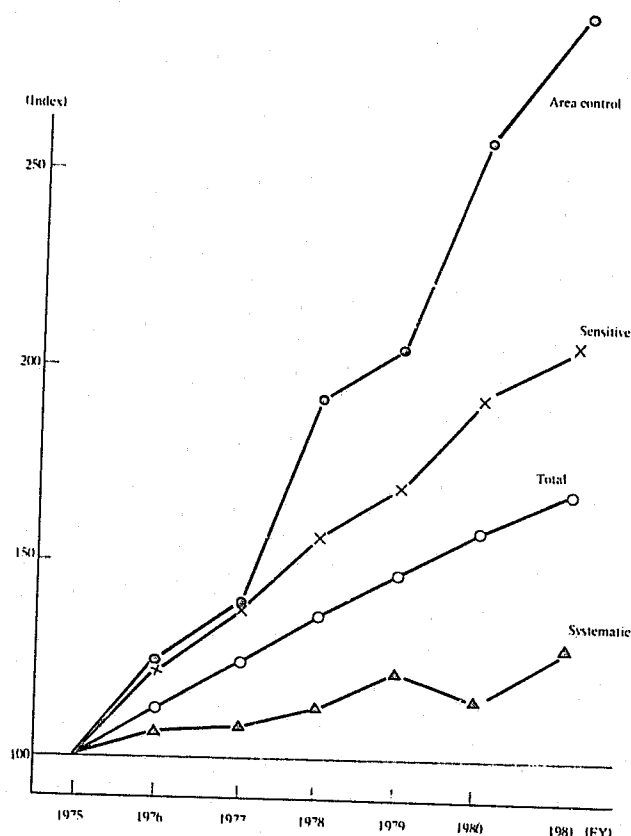
In fiscal 1981, 4,305 new signals were installed. Existing signals are being converted into nighttime push-button signals (see Notes 1) and nighttime semi-sensitive signals (see Notes 2). Table 6-11 shows the improvement of signals.

Notes 1. The nighttime push-button signal is installed on a single road where there are practically no pedestrians at night and is designed to change lights when a pedestrian pushes the button at night.

Notes 2. The semi-sensitive signal is installed at an intersection where there is practically no pedestrians' crossing at night and is designed to turn semi-sensitive only at night.

Furthermore, on the occasion of the International Year of Disabled Persons, a special device was attached to signals to ensure safety for the blind.

Graph 6-11 Change in Improvement of Signals (Fiscal 1975-1981)



Note: A good number of route control signals have been converted into area control signals.

CONTINUED

1 OF 2

Table 6-9 Types and Functions of Traffic Signals

Type	Functions
<p>One-point control signals</p> <p>Fixed-cycle signals</p>	This type of signal has three control patterns (see Notes 1) previously set in accordance with traffic conditions at a given intersection. These control patterns can be changed with a time switch in different time periods, such as morning, daytime, and evening.
Sensitive signals	This type of signal is designed to give the green lights an optimum length of time by measuring the volume of traffic on the main and sub roads at a given intersection with a vehicle-sensitive device, thereby making the vehicles' halting time as short as possible.
Bus-sensitive signals	This type of signal is designed to set up a bus-sensitive device before an intersection and give signs to buses to ensure their smooth operations.
Push-button signals	To ensure pedestrians' safe crossings, this type of signal is installed mainly at pedestrian crossings marked in places other than intersections. Although precedence is given to vehicles most of the time, the light on the pedestrian side turns green when a pedestrian pushes the button
<p>Route control signals</p> <p>Systematic multipattern signals</p>	This type of signal is designed to change with a time switch three systematic control patterns (see Notes 2) previously set in consideration of the volume of traffic at the neighboring signal points.
Automatic sensitive systematic signals	This type of signal is designed to give signs on the basis of systematic control patterns set in accordance with the volume of traffic on a given route each time it is measured with a vehicle sensitive device. These control patterns are determined by a minicomputer installed in police stations and other places.
Area control signals	This type of signal is designed to ensure a safe and smooth flow of traffic on the entire road network in a given urban area. All the signals in one area are interrelated and controlled by a computer installed at the Traffic Control Center that covers the area.

- Notes: 1. The control pattern consists of a cycle and a split. The cycle denotes a duration of time from one green light display to the other. The split denotes the percentage of a green light display time per cycle. Suppose one cycle runs 100 seconds and the green light display time on the main road side lasts 60 seconds. In this instance, the split on the main road side is 60%.
2. The systematic control pattern consists of a cycle, a split, and an offset. The offset denotes a difference of time between one green light display and that of one of the neighboring signals.

d) Development of traffic control centers

The traffic control center is designed to operate signals and road signs in a certain area extensively and systematically and create a safe and smooth vehicular flow in a city by providing necessary information to drivers. In fiscal 1981, these centers were established in five cities. Of the existing centers in 60 cities, those in 53 cities expanded their control areas.

B. Road signs and marks

Since fiscal 1981, changeable road signs have been installed. Moreover, large-size overhang-and

overhead-type signs have been installed mainly on highways to improve their visibility.

The improvement has been made mainly of road marks showing pedestrian crossings and pedestrian zones on roadsides to ensure safety for pedestrians. Road marks have also been improved for no-passing zones at curve points in suburban and mountainous areas with a high incidence of accidents, as well as for the separation of lanes using chatter bars.

C. Maintenance of traffic safety facilities

Efforts have been made to keep signals and oth-

Table 6-10 Development of Traffic Safety Facilities (Fiscal 1981)

Type of project	Size of projects	Expenses for projects (¥ billion)
Total expenses	—	76.71
Special projects		
Total	—	32.46
Traffic control centers	—	9.82
Signals		
Subtotal	—	17.87
Newly installed (units)	4,305	7.87
Improved	—	7.81
Systematized (units)	1,170	2.19
Road signs (units)	19,132	3.41
Road marks	—	0.18
Others	—	1.19
Independent regional projects (road signs and marks)	—	44.24

- Notes: 1. The road marks include lane dividing lines using chatter bars.
2. Others include center-line shifting systems, power supply systems for signals, equipment for surveys, and research expenses.

er traffic safety facilities always in good condition and improve their systems and functions.

D. Projects to improve traffic safety facilities

Under the 3rd five-year traffic safety facilities development program, which was started in fiscal 1981, special projects (with subsidies from the government) are being undertaken at a cost of about ¥190 billion, and independent projects (without subsidies from the government) at a cost of about ¥305 billion, both 1.3 times larger than those undertaken under the 2nd five-year program. Table 6-10 shows the amount of investment in traffic safety facilities in fiscal 1981, the initial year of the current program.

(3) Development of traffic control technology

To further improve the traffic control system, the police have conducted research on methods to provide drivers with information about an anticipated volume of traffic, an optimum course to a destination, and an estimated amount of time required to reach a destination, as well as on the utilization of changeable road signs. Research efforts have also been made concerning the durability of road signs and marks in snowy regions.

(4) Various measures for bicycles

The number of owned bicycles exceeded 50 million as of the end of December 1980. Many bicycles are placed on the roads near railway stations. These bicycles block pedestrians' passage, posing a serious problem. There is still a high in-

cidence of bicycle accidents. To solve these problems, the Act Concerning the Safe Use of Bicycles and Maintenance of Parking Lots for Bicycles was enforced on May 20, 1981. In line with the aim of this Act, the police have taken various measures in cooperation with the organizations concerned.

A. More spaces for bicycles

The police have cooperated with local governments to cope with the growing demand for spaces to place bicycles. The police have dispatched officers to the scenes when local governments remove and keep bicycles left unused for extended periods.

B. Formation of good traffic networks for bicycles

The police have taken necessary measures for safe use of bicycles. As of the end of March 1981, there were about 400 exclusive zones for bicycles (about 500 km), about 45,600 crossings for cyclists, and about 22,600 zones on the sidewalks (about 26,400 km) permitting passage by cyclists.

C. Promotion of maintenance system for bicycles

The bicycle maintenance system is designed to keep bicycles in perfect repair and let people use bicycles in a right way. In August 1981, the 2nd bicycle maintenance technical test was conducted. A total of 48,215 people have passed this test, and the number of certified bicycle maintenance shops has reached 37,277.

5. Establishment of Traffic Order

(1) Strengthened street campaigns

On highways and places with a high incidence of accidents, particularly in late-night and early morning hours, the police urged drivers to drive carefully so as to prevent dangerous rule violations. The police also called on pedestrians and cyclists to act safely through various street campaigns.

Particular emphasis was placed on the control of vicious and dangerous acts liable to cause serious accidents. Table 6-11 shows the control of major rule violations in the past five years.

(3) Strict action against violations by business enterprises

A. Taking employers to task

For such violations as overloading, overwrought driving, unlicensed driving, and use of faulty vehicles, the drivers have been punished. At the same time, the police have taken their employers to task for mismanagement concerning operation,

Table 6-11 Control of Major Violations of Traffic Regulations (1977-1981)

	Year	1977	1978	1979	1980	1981
Unlicensed driving (cases)		238,030	230,849	211,726	226,704	228,409
Index		100	97	89	95	96
Drunken driving		364,598	300,081	175,791	244,685	277,929
Index		100	82	48	67	76
Speeding (exceeding limits by 25 km/h or more)		654,773	620,461	617,405	615,127	628,617
Index		100	95	94	94	96
Disregarding signals		397,611	410,699	415,930	458,744	466,304
Index		100	103	105	115	117
Disregarding pedestrian-protection rules		99,622	100,481	87,563	91,232	98,477
Index		100	101	88	92	99
Disregarding stop signs		761,435	806,129	803,795	857,305	878,872
Index		100	106	106	113	115

Table 6-12 Employers' Mismanagement Subject to Regulatory Action (1980, 1981)

	Year	1980	1981
Total number (cases)		14,830	14,418
Orders, tacit approvals			
Total		1,059	774
Overloading		675	560
Unlicensed, disqualified driving		231	156
Overwrought driving		139	36
Drunken driving, driving under alcoholic influence		9	21
Others		5	1
Punishment of both drivers and employers			
Total		4,024	3,903
Overloading		3,399	3,337
Disregarding employers' obligations		299	272
Driving faulty vehicles		275	240
Others		51	54
Aiding and abetting			
Total		9,532	9,594
Unlicensed, disqualified driving		8,605	8,683
Drunken driving, driving under alcoholic influence		585	669
Overloading		127	61
Others		215	181
Letting employees drive faulty vehicles		215	147

Table 6-13 Arrests for Violations of Traffic Laws, Excluding Road Traffic Act (1980, 1981)

	Year	1980	1981
Total number (cases)		75,654	85,681
Act Concerning Securing of Parking Spaces for Automobiles		64,890	75,280
Road Transport Vehicles Act		5,467	5,075
Automobile Accident Compensation Act		4,737	4,766
Road Transport Act		531	490
Road Act		19	53
Provisional Act Concerning Rationalization of Taxi Industry		1	0
Dump Truck Control Act		6	16
Express Business Act		0	0
High-Speed National Route Act		3	1

Table 6-14 Hit-And-Run Cases and Arrests (1977-1981)

	Year	1977	1978	1979	1980	1981
Number of cases		31,713	32,223	29,053	27,566	27,560
Number of arrests (persons)		28,831	28,952	27,065	24,442	24,835
Rate of arrest (%)		90.9	89.8	93.2	88.7	90.1

Table 6-15 Arrests for Transport-Related Special Offenses (1981)

Type of offense	Number of cases	Number of persons	Value of money swindled (¥1,000)
Total number	2,938	2,205	1,076,630
Murders or injuries under disguise of traffic accidents	24	26	—
Incidents in which scienter applied to traffic accidents	72	79	—
Incidents in which wilful offenses were committed after traffic accidents, such as employing a double	250	397	—
Faking of traffic accidents	152	14	25,900
Swindling of insurance money	580	245	1,050,730
Forgeries of documents	1,833	1,403	—
Others	27	41	—

Note: The number of cases, persons, and value of money swindled include those attempted but not actually consummated.

Table 6-16 Arrests of Hotrodders by Applied Law (1977-1981)

	Year	1977	1978	1979	1980	1981
Total (cases)		19,845	23,851	18,645	42,122	42,948
Road Traffic Act		18,519	22,314	16,441	35,794	37,004
Special laws		433	511	734	2,722	3,193
Criminal laws		697	846	1,137	3,194	2,447
Act to Punish Violent Acts		196	180	333	412	304

Note: The number of arrests in the above table includes only those which were made on the streets, as well as those which were made subsequently with these arrests as first steps.

labor, and maintenance. Table 6-12 shows mismanagement subject to regulatory action in 1981.

B. Strengthened cooperation with agencies concerned

To ensure right management by employers concerning operation, labor, and maintenance, appropriate administrative and instructive actions need to be taken by the government agencies concerned. The police have endeavored to strengthen cooperation with these agencies by providing them with necessary information obtained through investigative activities.

(4) Strengthened control of violations of traffic laws and regulations

The police have controlled not only the violation of the Road Traffic Act but also the violation of

the Road Transport and Vehicles Act, the Automobile Accident Compensation Act, and the Road Transport Act.

(5) Promotion of investigation of traffic offenses

The number of arrests made in connection with involuntary manslaughter and injury in 1981 totaled 462,608, and the number of those arrested for the above totaled 486,481, an increase of 7,271 arrests (1.6%) and 8,750 persons (1.8%) from the previous year. Table 6-15 shows the arrests made in 1981 for special offenses related to traffic. Table 6-16 shows arrests of hotrodders.

Table 6-17 Control of Violations on High-Speed National Routes (1980, 1981)

Type of violation	1980		1981		Rate of increase or decrease (%)
		Composition ratio ((%)		Composition ratio (%)	
Total number (cases)	407,683	100.0	439,470	100.0	7.8
Disregarding maximum speed limits	161,151	39.5	178,969	40.7	11.1
Overloading	37,514	9.2	40,114	9.1	6.9
Disregarding driver's regulations	37,956	9.3	37,483	8.5	- 1.2
Driving faulty vehicles	11,256	2.8	12,909	2.9	14.7
Failing to display "faulty car" signs	10,184	2.5	12,169	2.8	19.5
Disregarding traffic lanes	7,701	1.9	10,033	2.3	30.3
Disregarding no-parking, no-stop signs	14,013	3.4	8,353	1.9	-40.4
Unlicensed driving	6,569	1.6	7,275	1.7	10.7
Drunken driving, driving under alcoholic influence	2,379	0.6	3,518	0.8	47.9
Failing to maintain proper distance with preceding vehicle	1,547	0.4	2,337	0.5	51.1
Disregarding minimum speed limits	461	0.1	257	0.1	-44.3
Others	116,952	28.7	126,053	28.7	7.8

6. Traffic Control on High-Speed Motorways

(1) Systematical control and improvement of safety facilities

Traffic control measures for highways now in use have been reexamined in accordance with their actual conditions. Since the Shuto, Hanshin, and other expressways are connected with high-

speed national routes, the police have endeavored to control traffic on these motorways in a systematical way.

In the improvement of safety facilities, emphasis has been placed on the installation of changeable signs for speed limits.

(2) Speedy guiding and control activities

High-mobility guiding and control activities have been conducted on high-speed motorways with emphasis on the prevention of violations liable to obstruct a smooth traffic flow.

Chapter VII Maintenance of Public Safety

1. Intensification of Espionage Activities

Espionage activities by Communist countries in Japan have been intensified, reflecting the complicated international political situation. Those activities are, however, difficult for the police to detect and even grasp over-all outline of the activities in Japan, because they are conducted by foreign government deliberately, systematically and secretly. Furthermore, as Japan has no statute to directly control espionage activities, that makes it all the more difficult to apprehend those spy-activities. Under these circumstances, in 1981 police detected three spy incidents controlled by North Korea and aimed at Republic of Korea using Japan as a relay base. The investigation revealed the hideous and well-calculated nature of those espionagees. These apprehended cases are, however,

considered to be just a tip of the iceberg of spy activities flourishing in Japan. Police are determined to endeavor to detect spies operating in Japan.

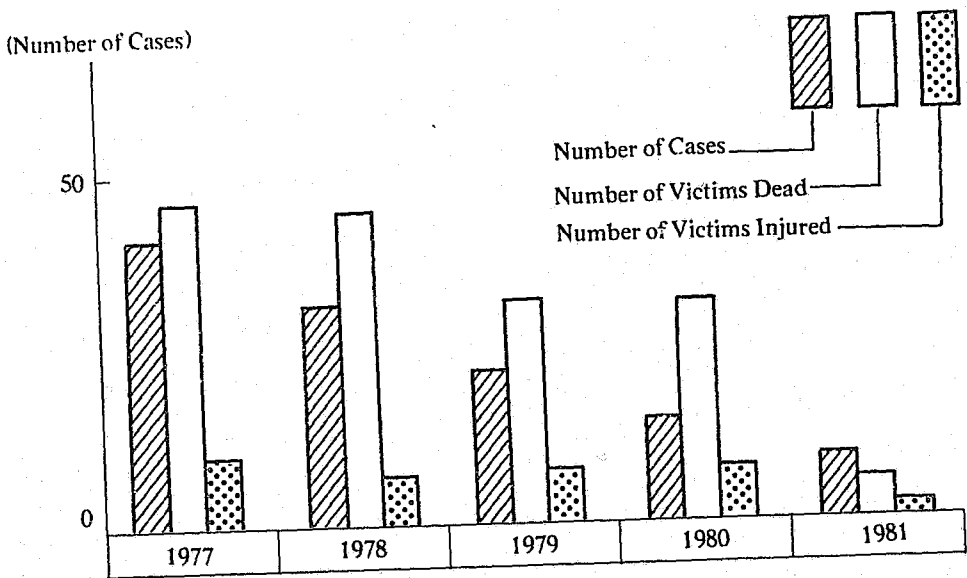
2. Violent Ultra-Leftist Groups Oriented to Full-Scale Terrorist and Guerrilla Activities

(1) General Trend of Violent Ultra-Leftist Groups

The number of the members of ultra-leftist violent groups is approximately 35,000 and shows no decline since 1974.

In 1981, they committed hideous murders in intra-faction struggles and in the course of struggle

Graph 7-1 Casualties of Intra-faction Struggle (1977-1981)



Year	1977	1978	1979	1980	1981
Number of cases	41	32	22	15	9
Number of victims injured	47	45	32	32	6
Number of victims dead	10	7	8	8	2

against New Narita International Airport, they attacked government facilities and police facilities at the airport, using modified cars equipped with timebombs or flame-throwers. Considering these facts, violent ultra-leftist groups are still aiming at terrorist and guerrilla activities.

(2) Guerrilla Activities Centered on Narita Struggle Become More Sophisticated

A total of 11 "guerrilla" incidents against Narita Airport occurred this year showing a decrease of 12 incidents from the previous year. But the nature of the incidents became more well-planned and calculated, for example, such as the incidents cutting off the railway bridge girders by acetylene gas torch, setting fire to locomotive of the aircraft fuel transporting train after stopping them and arson by modified car loaded with flame-thrower.

(3) Heinous Intra-Faction Struggles Still Continue

Graph 7-1 shows the number of casualties by intrafaction struggles by ultra-leftist violent groups for the last five years.

To see the heinous and cruel nature of incidents, take an example of incidents in 1981. The crime was executed, after careful preparatory survey of the victim, in such a way as cutting off telephone lines of the neighborhood of the victims's apartment, breaking into the room from door and window, and murdering the sleeping victim by smashing his head and face with steel pipes.

Police tried hard to prevent occurrence of intra-faction struggles and also are determined to concentrate on the investigation of cases committed. In 1981, police apprehended 20 suspects of intra-faction struggle crimes.

(4) Japanese Red Army Still Firmly Keeps Armed Struggle Policy

Japan Red Army (JRA) has made propaganda in and outside Japan to acquire supporters in Japan by publishing the series of English pamphlets "Solidarity" since March 1981, and its leader Fusako Shigenobu accepted the interview by the reporter of weekly "ASAHI Journal" in early July.

In "Solidarity", JRA stated "We are trying to unite everyone in the world into one anti-imperialism bloc and execute armed struggle in practice" and in the interview with ASAHI journal, Shigenobu commented "We always think about taking back comrade Kozo Okamoto" and pledged continuation of armed struggle. This clearly indicated JRA's ever-lasting inclination to the armed struggle policy.

3. Japan Communist Party Aims at Establishment of "Democratic Coalition Government" in 1980s

(1) Pouring All the Efforts into Expanding Party Strength

Japan Communist Party (JCP) sets its goal on establishment of "Democratic Coalition Government" and, for the time being, endeavors to win regular Upper House election and general elections of local parliaments scheduled in 1983. To materialize winning these elections JCP put all its efforts in expanding the party strength, that is, to increase the number of party memberships and readers of the "AKAHATA (Red flag)" which is the party organ.

At the National Meeting of Chairmen of Prefectural Committees held in January 1981, JCP set up the policy to restore party strength to the level at the time of 15th Congress of the party which is "440,000 party membership and 3,550,000 organ readers" by March and April when party assembly of each prefecture will be held, and then to achieve "500,000 party membership and 4 million organ readers" by July 15, the memorial day of the establishment of JCP.

To achieve this goal JCP held many meetings such as plenums of the central committee members and sent party executives to prefectures to encourage the effort towards the expansion of party strength.

As for the enlargement of the party membership, JCP put emphasis on having members of the Democratic Youth League take JCP membership to increase ratio of young party members in JCP.

As for the enlargement of "AKAHATA" readers, party leaders encouraged participation of all party members into enlarging activities and pointed out strongly the problem of disorderly distribution of "AKAHATA" and collection of "AKAHATA" subscription fees and ordered tackling these problems.

As the result of these activities, on the date of 15th July, the membership enlargement activities resulted in a little increase of youth membership but the number of total membership stayed at the level of "four hundred thousand or so" and "AKAHATA" readers reached 3 million which is 550,000 fewer than the number of readers at the time of 15th party Congress.

JCP held 7th Plenum of the central committee in July and re-emphasized that the party enlargement is "starting point of revolutionary movement" and "starting point of Communist Party" and decided that all members should strive for

the achievement of "500,000 party membership and four million readers."

Party leaders repeatedly pointed out that in the background of the sagging expansion of party strength, there is bureaucratism within party members including upper echelon of the party, which made them overlook the disorder of distribution and collection of subscription fees, and urged that it was an ideological problem. For the solution of the problem, party leaders put the policy of strengthening study and education activities and reformed "Party enlargement promotion committee" to "Ideology establishment and Party enlargement promotion committee," emphasizing not only quantitative aspect but also ideological aspect of party enlargement.

(2) Pushing forward Its Own United Front Movement

JCP criticized severely Japan Socialist Party (JSP), which took the policy of JSP-Komeito coalition line since January 1980, saying that JSP committed "the conversion to the right" and appealed JSP to divorce itself from Komeito and come back to JSP-JCP coalition. JCP asserted that the reason of the victory of French socialist party candidate Mitterand in French presidential election in May 1981 was the cooperation of French socialist party and communist party and it clearly showed the necessity of the cooperation of JSP and JCP. However, JCP demanded JSP to admit its own "fault" and to repent, but JSP naturally rebutted JCP assertion.

The deteriorated relation of JSP and JCP adversely influenced mass movement against the Election Law revision, that is JCP asked JSP and Sohyo (General Council of Unions of Japan) for co-operation in the struggle but to no avail. The aforesaid struggle was carried out by JCP-affiliated groups only. The central gatherings of "21st October Struggle (International anti-war day)" was held separately by JSP-Sohyo affiliated groups and JCP affiliated groups. This is the first separation in 13 years since the first "One day cooperated struggle" was realized in 1969.

Under these circumstances, JCP worked on its own way to establish united front. "Progressive Unity Convention" had been constructed nationwide since 1980 and achieved its establishment in April 1981 and started the national organization "National Progressive Convention Forwarding Peace, Democracy and Progressive Unity" on 26th May.

(3) International Solidarity Activities Aiming at Enhancing Image of "Self-Reliance and Independence"

JCP tried very hard to prevent anti-Soviet public opinion triggered by Afghanistan and Poland

problems from adversely affecting JCP. JCP persistently repeated campaigns of criticism against Soviet Communist Party and tried to strengthen its "Self-Reliance and Independence" image. "AKAHATA" dated 10 January 1981 published the article titled "The origin of the Afghanistan problem — Intrusion of nation's autonomy by military intervention" to emphasize its stand of criticizing Russia. In June, JCP telegraphed to Soviet Communist Party to stop intervention in Poland.

JCP relations with Chinese Communist Party remained basically bad. Although JCP appreciated Chinese Communist Party's criticism against Mao Zedong which pointed out errors in "Cultural Revolution" appeared in the resolution of 6th Plenum of Central Committee of Chinese Communist Party, JCP criticized that it lacks self-reflection of its policy on relations with foreign communist parties, especially towards JCP. When Chinese Communist Party organ People's Daily of September 26, 1981 reported the establishment of "Japan Laborer's Party" which consists of pro-Chinese groups expelled from JCP, JCP vehemently denounced the Chinese in "AKAHATA" dated 15th October.

On the other hand, putting stress on active association with foreign communist parties which also stand "Self-Reliance and Independence" policy, JCP continued stronger solidarity with Italian and Spanish Party and also made the first formal meeting with Indian, Swiss, Swedish, Belgian and Dutch Parties.

4. Mass Movements in Diversified Modes

Mass movements promoted by leftist and other groups mobilized approximately 7,190,000 people in total (including 320,000 ultra-leftist groups).

In the course of movements of such offences as obstructing performance of official duty, intrusion into structures or violating statute penalizing violent acts, etc.

(1) "Narita Struggle"

Ultra-leftist groups and others carried on "Narita struggle (Opposition against New Tokyo International Airport in Narita)" as the most important campaign for 1981 and mobilized total of 87,000 people in mass meetings and demonstrations.

The slogan of struggle in 1981 was "Preventing the extension of jet-fuel transportation" until

March, then "Crush the beginning of the second-stage construction of the airport" appeared in "24th May Struggle" and finally "Intrusion, Occupation and Destruction of the Airport" appeared in September.

There have occurred nine "guerrilla" type incidents such as Molotov cocktail throwings, time-generated bombing and modified car equipped with flame-thrower and also obstructions of flights by balloons.

Chiba prefectural police, especially the Airport Guard Unit was always on the alert for guarding of New Tokyo International Airport and when a nationwide mobilization of opposition struggles was scheduled, asked for assistance of the regional riot control units from all over the country. Also, in concert with the security measures taken at Narita, respective prefectural police took necessary security measures to guard the related important places (Juyo bogo taisho), which required protection, such as air-navigation security facilities.

In the course of "Narita Struggle" 63 people were apprehended for violations such as obstructing performance of official duty. Eight police officers were injured in performance of duty.

(2) "Anti-Nuclear Power Plant Struggle"

Opposition movements against construction of nuclear power plants were very active in 1981. There were public hearings concerning planned nuclear power plant constructions in Shimane, Hamaoka (in Shizuoka), Maki (in Niigata), and Kyowa and Tomari (in Hokkaido) in 1981. Leftist groups opposing these hearings mobilized approximately 22,500 people (ultra-leftist violent groups 1,200) holding meetings and demonstrations.

In the course of taking security measures for these struggles, police apprehended nine people for violations of various statutes.

(3) "Anti-War, Anti-Military Base Struggle"

Triggered by the comment made by Prof. Edwin O. Reischauer that U.S. naval vessels loaded with nuclear warheads came and harbored in Japan, leftist-groups launched the campaign against the arrival of U.S. aircraft carrier Midway to Yokosuka port on 5th June, 1981 and held meet-

ings, demonstrations, military base watching and street propaganda activities. Including opposition struggles against Japan-U.S. joint maneuvers, live shell practice by U.S. forces and Self-Defense Force and Self-Defense Force inspection parade, approximately 380,000 people in total were mobilized nationwide in "Anti-military base struggle." Thirty-two people were apprehended in these struggles.

On the other hand, in "Anti-war, Peace movement," there were meetings and demonstrations on each memorial day for the struggles in the past such as "28th April struggle," "15th May struggle," "23rd June struggle" and "21st October struggle." Especially in "21st October struggle," approximately 291,000 people in total were mobilized nationwide and showed as much activity as in 1980. A total of 31 people were apprehended in these struggles.

(4) "Sayama Struggle"

Buraku Liberation League and ultra-leftist violent group etc. mobilized approximately 84,000 people in "Sayama struggle." In the course of the struggle, police apprehended two people.

5. Labor Movement Under Severe Economic Conditions

The spring labor offensive of 1981 was carried out under severe conditions. National Spring Offensive Joint Struggle Convention set four terms of intensive struggle period from late February to late April and performed united national activity. But during the most important term, that is from 22nd to 24th of April, only Private Railway Worker's Union carried out its own strike and both Public Corporation Worker's Union (Korokyo) and Government Workers' Joint Offensive Convention canceled their scheduled strike. This made the spring offensive "No show-down strike" for the first time in 17 years since 1954 Spring Offensive.

During the labor strife in autumn and year-end, Sohyo set up struggle headquarters for the first

Table 7-1 Police Clearance Status of Labor-Related Crimes (1977-1981)

	1977	1978	1979	1980	1981
Number of cases apprehended	304	352	372	237	187
Number of persons apprehended	588	572	780	444	447

time in six years since the 1975 Autumn Offensive. Sohyo executed threefold struggles from mid-October to mid-November with such slogans as "Anti-Administration Reform (Gyokaku)" and anti-government employees statutes. During this period, "Annuity Welfare united strike" was executed for the second time since the 1973 Spring Offensive and Japan Teacher's Union and Japan Autonomy's Worker's Union carried out twofold illegal strikes.

Table 7-1 shows police clearance status of labor-related crimes for the last five years.

6. Intensification of the Rightist Activities with Crisis-Mindedness

(1) Intensified Criticism and Protest Activities Against the Government and the Ruling Party

Right wing groups, advocating slogans such as strengthening of self-reliance of defense, realization of official worship of Yasukuni Shrine and self-made Constitution, actively made protests and demands to the government and ruling party. Especially after Japan-U.S. summit meeting in May, they lost confidence in Government and were irritated by the attitudes of government such as the "confusion" within government concerning Japan-U.S. joint statement and the problem of bringing-in of nuclear warheads by U.S. vessels, and strengthened criticism and protest activities.

Under these circumstances and stimulated by the tendency of international terrorism such as shooting at President Reagan, some right-wingers inclined to direct action and committed the Molotov cocktail throwing to the official residence of Prime Minister (6th July), the obstruction against the motorcade of Ministers (20th September, Okayama).

Also, a member of a right-wing group was apprehended for the preparation of homicide as he

was planning to assassinate former Prime Minister Tanaka who is on trial in the Lockheed Scandal case.

(2) Strengthened Anti-Soviet Activities in the Upheaval of Northern Territory Return Movement

Right-wing groups got strongly repulsive against the rigid attitude of Soviet in the upheaval of Northern Territory Return Movement such as the designation of the "Day of Northern Territory" and repeated nation-wide street propaganda activities protesting against Soviet. Especially, they made strong protest against Soviet on the issue of "membership card" to fishermen in Rausu, Hokkaido by Japan-Soviet Goodwill Association (March), "Incorporation of Kyushu Islands to Soviet Territory" remarks by Soviet Ambassador to Japan (May) and the opening of "Hakodate Japan-Soviet friendship Hall" (October).

(3) Activation of Confrontation with Leftist Groups and Many Unlawful Incidents

Right wings intensified its confrontation attitude toward leftist groups such as JCP and committed the mass violent incidents such as "Obstruction to anti-North Fuji maneuvers meeting" (24th May) and "Assault on JSP propaganda car on Midway entry" (5th June). Also, against Nikkyoso (Japan Teacher's Union) they mobilized 156 groups, 1,620 people against National Assembly of Education Study (January, Tokyo), 219 groups, 2,720 people against Regular Convention (July, Kanagawa), these were record-breaking mobilization and committed many violations.

Table 7-2 shows police clearance status of right-wings-related crimes for the last five years.

7. Imperial Escort and Security Guard Service

(1) Imperial Escort

Their Majesty Emperor and Empress visited National Tree Planting Festival (Zenkoku Shoku-

ju Sai) (May, Nara), On-site observation of provinces (May, Hyogo and June, Gunma) and National Athletic Meet autumn meeting (October, Shiga) and went to Imperial villas in Tochigi, Shizuoka and Kanazawa prefectures.

Their Highness Crown Prince and Princess visited National Athletic Meet winter meeting (January, Yamanashi), Kobe Port Island Exposition (March, Hyogo) etc. and visited four foreign countries including Saudi Arabia (February) and two countries including Great Britain (July).

On these occasions, police performed Imperial escort and secured their safety.

(2) Security Guard

A. Security for government and Party VIPs

Prime Minister Suzuki visited ASEAN countries (January), seven countries in Europe (June) and attended Japan-U.S. summit meeting (May, Washington), Summit meeting of seven countries (July, Ottawa), International Conference on Cooperation and Development (South-North Summit, October, Mexico).

On these occasions, police dealt with opposition movements led by ultra-leftist violent groups etc. against departures of Prime Minister, sent security officers to respective country and secured the safety in cooperation with related organs of each country.

B. Security for state guests etc.

Reflecting active international exchanges between Japan and other countries, many VIPs from foreign countries, who required intensive security measures, visited Japan as state guests. They were President Nyerere of United Republic of Tanzania (March), Queen Margarethe II of Kingdom of Denmark (April), Chairman of the Council of State of the German Democratic Republic, Honecker (May). Some others were Pope John Paul II (February), Chairman of PLO, Arafat (October).

Keeping in mind international protocol and courtesy, police took security measures for these VIPs to secure their safety.

Table 7-2 Police Clearance Status of Right Wing Related Crimes (1977-1981)

	Year				
	1977	1978	1979	1980	1981
Number of cases apprehended	258	268	164	242	349
Number of persons apprehended	478	446	364	349	528

Chapter VIII Disasters, Accidents, and Police Activities

1. Anti-Disaster Activities

(1) Promotion of Measures to Prepare for Large-Scale Earthquakes

A. Designation of routes and checkpoints subject to wide-ranging traffic control

In the event that a Tokai earthquake warning is issued, wide-ranging traffic control and guiding measures need to be taken, including restrictions on the use of automobiles. For this purpose, the National Police Agency in February 1981 designated 74 high-speed motorways and main national routes totaling about 14,000 km as roads subject to wide-ranging traffic control, and about 200 places as checkpoints.

B. Anti-earthquake drills

On and around September 1, which is Disaster Prevention Day, the police conducted anti-earthquake drills in various parts of the country. In the Tokai and southern Kanto areas, the National Police Agency, the Regional Police Bureaus, and 10 Prefectural Police Headquarters in and around these areas set up their respective anti-earthquake headquarters and conducted anti-disaster drills as a part of the training by the Central Disaster Prevention Council which was set up under the Provisional Act for the Prevention of Large-Scale Earthquakes. A total of about 90,000 police officers and 7,280,000 local residents participated in these drills. The National Police Agency conducted drills concerning reception and transmission of information about earthquake prediction, as well as concerning communications with the Prefectural Police Headquarters which took part in these drills.

The Prefectural Police Headquarters conducted various drills, including reception and transmis-

sion of information about earthquake prediction, collection of information, prevention of panics, traffic control, emergency transport, and rescue and aid operations. The Metropolitan Police Board and the Prefectural Police Headquarters conducted anti-panic drills at 12 key terminal railway stations where confusion is likely to occur once an earthquake warning is issued.

(2) Promotion of Measures Against Disasters in Underground Shopping Centers

The Central Liaison Council Concerning Underground Shopping Centers, which comprises the National Police Agency and five Ministries and Agencies concerned, in April 1981 revised part of its basic policy toward underground shopping centers with emphasis on the prevention of disasters caused by gas leakage.

(3) Major Natural Disasters and Police Activities

In these disasters, a total of about 131,800 police officers were mobilized throughout the country for various activities, including rescue and aid operations for victims and guiding local residents to safety, for the purpose of preventing damage from further spreading.

A. Damage by heavy snows in Hokkaido, Tohoku, and Hokuriku

From the middle of December 1980 to early March 1981, the Hokkaido, Tohoku, and Hokuriku regions were hit by record snows which caused extensive damage. The Prefectural Police Headquarters concerned mobilized a total of about 80,000 police officers for a wide range of relief activities, including snow-removing operations for the aged living alone and mother-children families, and guiding children on their way to and from school.

Table 8-1 Damage by Natural Disasters (1981)

Division	Total number
Dead or missing (persons)	251
Injured (persons)	1,269
Houses totally or partly destroyed or washed away (units)	851
Houses inundated (units)	162,455

B. Disasters caused by heavy rains in Kyushu and other regions

From late June to early July 1981, there were record heavy rains in Kyushu, Chugoku, and Hokuriku regions, killing 10 people and injuring 72, destroying 64 houses completely or partly, and flooding 16,105 homes in 29 Prefectures. A total of about 6,300 police officers were mobilized for various aid activities.

C. Disasters caused by heavy rains in Hokkaido

From August 3 to 6, 1981, heavy rains hit the central and other parts of Hokkaido, causing extensive damage to the northernmost main island. These rains caused rivers to flood or triggered landslides, killing 8 people and injuring 14, destroying completely or partly or washing away 126 houses, and inundating 26,457 homes. The Hokkaido Prefectural Police Headquarters mobilized a total of about 14,000 police officers for anti-disaster activities and rescued about 3,520 people.

D. Damage by Typhoon No. 15

Typhoon No. 15 crossed eastern and northern Japan on the early morning of August 23, 1981, leaving extensive damage behind. The damage caused by this typhoon covered 22 Prefectures, killing 43 people, some missing, and injuring 188, destroying completely or partly or washing away 285 homes and flooding 27,461 others. The Prefectural Police Headquarters concerned mobilized a total of about 18,000 police officers for anti-disaster activities.

E. Damage by Typhoon No. 24

Typhoon No. 24 headed north along the southern coast of the Japanese Archipelago from October 20 to 23, 1981, and passed through Sanriku, bring-

ing heavy rain to various parts of the Pacific seaboard. The damage caused by this typhoon covered 19 Prefectures, killing 4 and injuring 13, destroying completely or partly or washing away 37 houses and inundating 64,485 homes. The Prefectural Police Headquarters concerned mobilized a total of about 9,400 police officers for relief activities.

2. Crowd Control Activities

(1) General Crowd Control

Table 8-2 shows crowd control activities conducted by the police over the past five years. In 1981, there were 8 accidents caused by the stampeding of people at song shows, festivals and other events, which injured 53 persons.

(2) Control Activities at Public Race Courses

There are 117 public race courses throughout the country such as for cycle races and horse races. Attendance at these races is decreasing. To prevent riots and stampeding of people in these courses, a total of 190,000 police were mobilized in 1981 for crowd control.

3. Various Accidents and Police Activities

(1) Accidents at Sea, in Rivers, etc.

A. Incidence of these accidents
Table 8-4 shows the incidence of accidents at

Table 8-2 Control of Crowds (1977-1981)

	Year	1977	1978	1979	1980	1981
Number of days						
Attendance (1,000 persons)		59,513	56,344	55,551	52,624	52,881
Number of police mobilized (1,000 persons)		620,190	609,190	620,740	610,490	648,060
		705	671	746	666	711

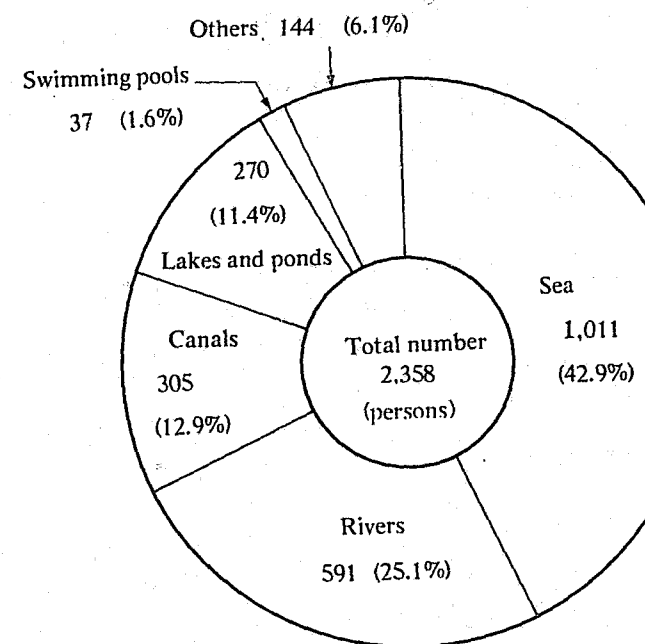
Table 8-3 Control of Crowds at Public Race Courses (1977- 1981)

	Year	1977	1978	1979	1980	1981
Number of days						
Attendance (1,000 persons)		11,561	11,785	11,796	11,832	12,077
Number of police mobilized (1,000 persons)		136,700	132,630	131,180	128,720	124,840
		193	182	195	198	187

Table 8-4 Waterside Accidents (1977-1981)

	Year	1977	1978	1979	1980	1981
Number of accidents (cases)		4,512	4,174	3,948	3,775	3,747
Dead or missing (persons)		3,020	2,848	2,644	2,426	2,358
Number of police mobilized (persons)		30,000	27,000	27,300	28,100	26,200

Graph 8-1 Places Where People Drowned (1981)



Graph 8-2 Activities in Which People Drowned

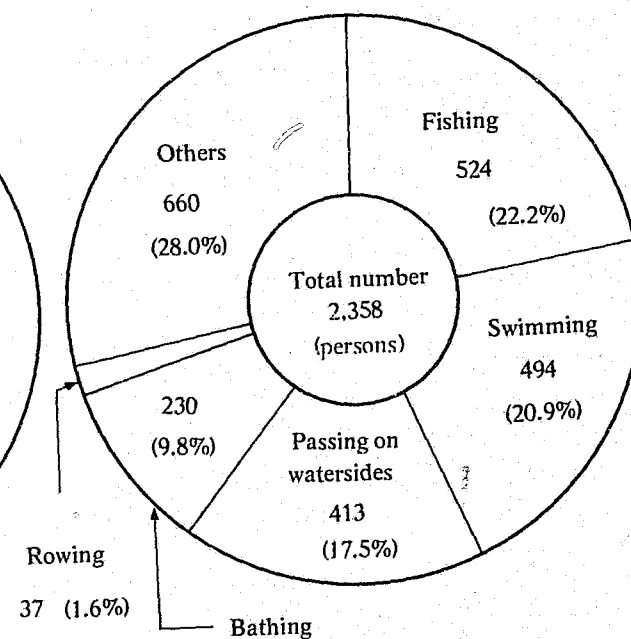


Table 8-5 Drowned Persons by Age (1980, 1981)

Age group	1980		1981		Increase or decrease (persons)	Rate of increase or decrease (%)
		Composition ratio (%)		Composition ratio (%)		
Total number (persons)	2,426	100.0	2,358	100.0	- 68	- 2.8
Infants	640	26.4	490	20.8	-150	-23.4
School children	281	11.6	275	11.6	- 6	- 2.1
Middle school students	65	2.7	78	3.3	13	20.0
High school students	66	2.7	89	3.8	23	34.8
Others	1,374	56.6	1,426	60.5	52	3.8

Table 8-6 Change in the Number of Drowned Persons in Summer (1977-1981)

	Year	1977	1978	1979	1980	1981
Throughout year (persons)		3,020	2,848	2,644	2,426	2,358
Summertime (June-August) (persons)		1,394	1,430	1,237	1,060	1,155
Ratio of summertime (%)		46.2	50.2	46.8	43.7	49.0

sea, in rivers, etc. in 1981. The number of persons who met these accidents but were rescued by police and others totaled 2,001. Graphs 8-1 and 8-2 show the composition ratios of drowned persons by situation and activity. It is noteworthy that while the number of drowned adults has increased, that of drowned children has sharply decreased.

• Drowned persons in summer

The number of drowned persons in the summer of 1981 (June-August) totaled 1,155, or about half of the total, an increase of 95 from the previous year. The number of drowned persons increases or decreases depending on the climatic conditions of the year.

B. Waterside accident prevention

To prevent waterside accidents, the police have endeavored to grasp the actual conditions of dangerous places and have urged the individuals and organizations concerned to strengthen their control over these places. Particularly, to prevent the accidents of children, the police have conducted active safety campaigns through patrols and meetings with local residents, or have conducted checks on potentially dangerous places in cooperation with the organizations concerned. Classes on artificial breathing have also been held for mothers in areas with a high incidence of these accidents.

(2) Mountaineering Accidents

A. Incidence of mountaineering accidents (See Table 8-7)

B. Rescue operations for victims

In 1981, a total of about 4,900 police were mobilized for rescue purposes, and rescued 414 persons and recovered 142 bodies in cooperation with private rescue parties. An increasing number of heli-

copters have been used in rescue operations in recent years for their high mobility. In 1981, a total of 162 police, private and Self-Defense Forces helicopters were used for these purposes and, in cooperation with rescue parties on the ground, rescued many mountain climbers in distress.

C. Mountaineering accident prevention

Police stations which have major mountaineering routes within their districts have, in cooperation with the organizations concerned, organized their own rescue parties and endeavored to grasp the actual conditions of dangerous places and examined road signs and emergency shelters in the mountains. During the mountain-climbing season, the police set up temporary police boxes and guidance centers at the entrance of mountaineering routes to provide mountain-climbers with information, or call on them to submit travel plans, or have them check their outfits. The police also patrol their districts and provide visitors with advice or give them warnings if they had reckless plans.

(3) Accidents Resulting from Leisure Sports

In addition to these, there is an increasing incidence of new-type accidents resulting from leisure sports, including the crash of hang-gliders and remote-controlled model planes, as well as motorcycle mishaps. This indicates active and diversified leisure sports have spread among the people in recent years. To prevent these accidents, the police have endeavored to grasp the actual situation of these sports, while calling on the organizations concerned to cooperate in the prevention of accidents.

(4) Aircraft Accidents

Noticeable in this category were accidents involving helicopters spraying insecticide and small planes used for news reporting purposes.

Table 8-7 Mountaineering Accidents (1977-1981)

	Year	1977	1978	1979	1980	1981
Incidence (cases)		562	562	574	476	475
Number of victims (persons)						
Total		717	765	726	709	607
Dead or missing		167	174	210	183	158
Injured		277	283	294	293	254
Rescued safely and others		273	308	222	233	195
Number of police mobilized (persons)		5,200	5,800	5,500	5,500	4,900

Table 8-8 Accidents Resulting from Leisure Sports (1981)

Type	Incidence (cases)	Victims (persons)			
		Total number	Dead or missing	Injured	Rescued safely, etc.
Total	209	396	75	45	276
On or beneath the surface of water					
Yachts	42	80	6	1	73
Motorboats	40	129	17	4	108
Skin diving	32	42	29	11	2
Wind surfing	24	57			57
Surfing	20	26	2	2	22
Snorkeling	15	15	12		3
Others	11	16	4	3	9
In the air					
Hang-gliders	10	11	3	7	1
Remote-controlled model planes	3	3	2	1	
Para-sailing	2	2		2	
On the land					
Motorcycles for cross-country races	6	9		8	1
Snow-mobiles	2	4		4	
Others	2	2		2	

Table 8-9 Aircraft Accidents (1977-1981)

	Year	1977	1978	1979	1980	1981
Incidence (cases)		32	25	17	17	27
Dead or missing (persons)		23	37	8	9	28
Injured (persons)		55	15	20	12	24
Number of police mobilized (persons)		1,800	1,100	500	600	1,400

Table 8-10 Accidents of Vessels (1977-1981)

	Year	1977	1978	1979	1980	1981
Incidence (cases)		103	79	56	113	96
Dead or missing (persons)		60	47	33	92	79
Injured (persons)		47	31	57	65	56
Number of police mobilized (persons)		800	500	700	700	900

Table 8-11 Fires (1977-1981)

	Year	1977	1978	1979	1980	1981
Outbreak (cases)		24,528	27,017	25,118	24,388	24,981
Dead or missing (persons)		1,088	1,105	1,105	1,033	1,034
Injured (persons)		2,147	2,182	2,123	2,048	2,083
Number of police mobilized (1,000 persons)		273	288	264	253	265

Table 8-12 Explosions (1977-1981)

	Year	1977	1978	1979	1980	1981
Outbreak (cases)		460	388	452	425	382
Dead or missing (persons)		108	70	77	83	52
Injured (persons)		799	710	834	893	586
Number of police mobilized (persons)		8,100	6,100	6,700	10,400	6,000

(5) Ship Accidents

There were many accidents involving fishing boats and ferry boats capsized in strong winds. To prevent these accidents, the police have strengthened patrol activities by boat.

(6) Fires

In 1981, a total of about 265,000 police were mobilized in the outbreak of fires to rescue the people involved or guide nearby residents to safety.

(7) Explosions

In the case of explosions, the police have conducted various activities, including rescue and relief operations, guiding people to safety, and traf-

fic control in the areas involved, to prevent further disaster by a secondary explosion.

(8) Gas Blow-Offs in Coal Mines

In October 1981, there was a disastrous gas explosion in the Yubari coal mine in Hokkaido, trapping many miners in the pit. In a fire that followed, 93 miners and members of a rescue party were killed or left missing. The Hokkaido Prefectural Police Headquarters immediately dispatched police officers to the coal mine to investigate the cause of the accident and conduct various activities in the initial stage of the disaster, including traffic control, public announcements for evacuation, vigilance at necessary places, and relief of victims.

Chapter IX Support for Police Function

1. Police Personnel

The police of Japan are organized on a prefectural basis; prefectural police departments carry out actual police functions under the supervision of a prefectural public safety commission. The National Police Agency is set up as a central organization to direct or coordinate these prefectural police from a national vantage point under the supervision of a National Public Safety Commission.*

Working for the prefectural police and National Police Agency are not only police officers but also clerical, technical and other civilian employees. Together with officers, they are engaged in carrying out police duties. Women employees such as policewomen, women traffic police, and female workers for custody and guidance of juveniles are engaged in the business of traffic safety education, monitoring parking violations, protecting and guiding juveniles, communication, VIP protection, criminal investigation, public relations and many others.

Note: * As for the police organization, see the attached materials.

(1) Prescribed Strength

As of the end of December, 1981, the police personnel of Japan totaled 250,377. A breakdown is shown in Table 9-1.

In FY 1981 the strength of police staffs for all prefectures was increased by 2,130 officers bringing the ratio of police to population to one per 550 persons on a national average.

When this ratio is compared to European countries and the U.S., as shown in Graph 9-1, the Japanese officers' burden is still very heavy and reinforcement of police capability is required.

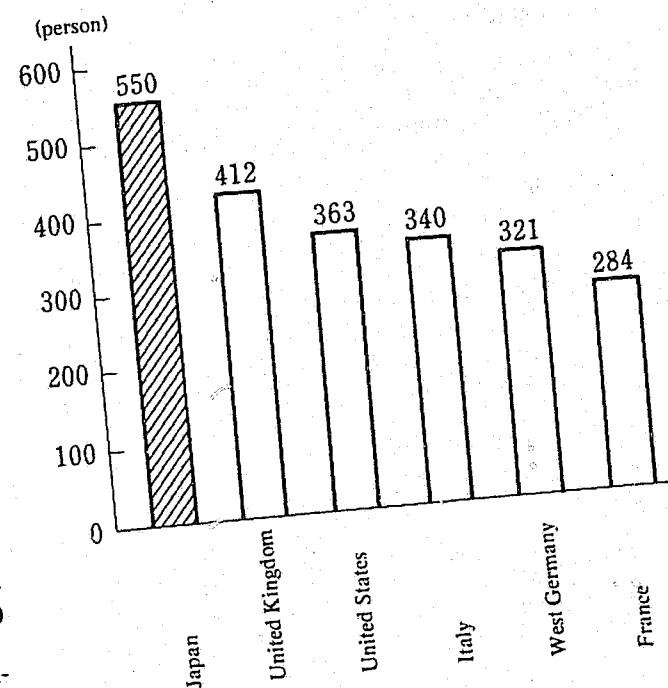
Table 9-1 Strength of Police Personnel (1981)

Total (persons)	National Police Agency			Prefectural Police		
	Total	Police officer	Imperial guard	Civilian employee	Total	Civilian employee
250,377	7,630	1,108	906	5,166	242,747	29,769

(2) Recruitment

Efforts have been made to secure capable human resources with both ability and adaptability. In 1981 out of about 78,000 applicants 12,300 or so (including around 5,700 college graduates) passed the examination for police officers, the ratio of acceptance being roughly one per 6.3 applicants.

Graph 9-1 International Comparison of the Officer's Burden of Population (1981)



* Based upon ICPO data

(3) Training and Education

In order to perform their duties, police personnel are required to have professional knowledge and skills, vigor, physical fitness, humanity and good judgment. Therefore, the police have emphasized education and training of police personnel. Elementary training for the newly recruited, supervisory training for promoted officers, various types of professional training for experts and other education and training are provided at police schools, and on the job. Also, detailed individual instructions, according to ability and job content is given, and short required courses are conducted.

The highest priority is placed upon elementary education and training for freshmen at police schools. This course, which lasts one year, aims to help develop the human character of each officer as a sound social being, and impart knowledge and skills required for the performance of a patrol officer's duties. The freshmen are obliged to live in a dormitory.

(4) Service

A. System

In the field, for example in patrol service, where a 24-hour alert system is required, usually three shifts are rotated, including an unavoidable night shift once every three days. More than 40 percent of all police officers are working under such a rotation system. A large portion of other officers are also on night duty once every six days or so. In addition, once a sudden criminal case or incident is reported even off-duty officers are often called up to deal with the emergency. Such is the pattern — service hours are thus irregular and service is frequently accompanied by physical risks. Thus, police officers' pay, allowances and other working conditions have been discussed and abolition of the double-shift system, shortening of on-duty hours, the multiple assignment of officers at *chuzai* (substations) and other improvements at *koban* (police boxes) are being implemented.

B. Deaths and injuries in the line of duty, and the risks of citizens cooperating and assisting police officers

In 1981, it was officially recognized that 16 officers had died in the line of duty and a large number (7,065) were injured. These figures show a decrease of 11 in deaths and a decrease of 316 in injuries compared to the levels of the previous year, probably due to the implementation of various preventive measures. These officers are compensated by the public service casualties compensation scheme and are proportionately assisted in various ways in order to stabilize their lives.

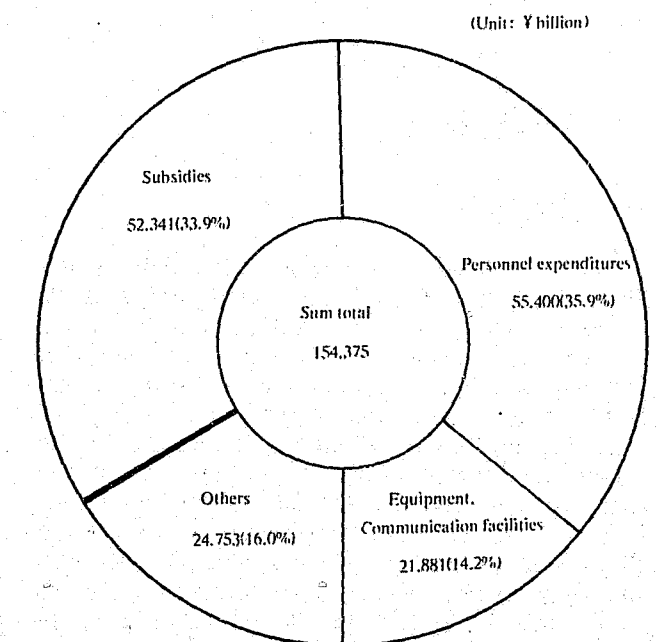
In 1981, 18 citizens died and 32 suffered injuries as a result of cooperating with or assisting police officers in apprehending criminals flagrante delicto or saving human lives. To these people almost identical compensation and assistance as provided for officers are granted.

2. Budget

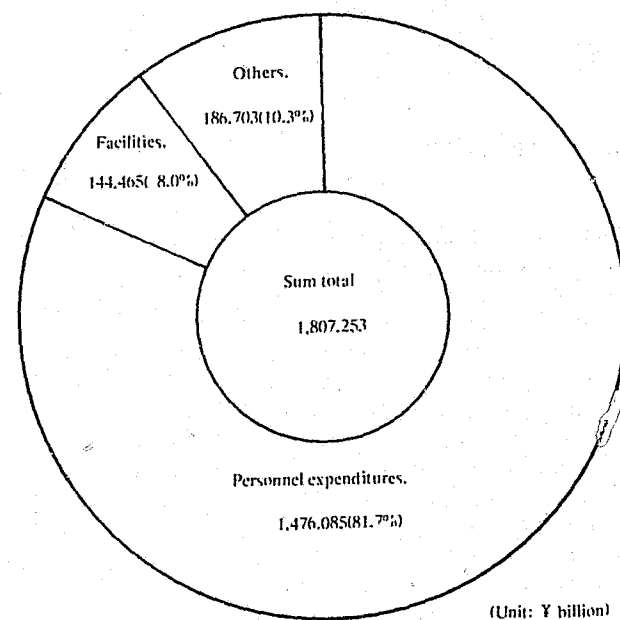
The police budget consists of the budget of the National Police Agency, a part of the central government, and that of the prefectural police. The former is partially covered by the National Treasury and subsidies to the prefectural police.

The budget of the National Police Agency in 1981 had the goal of "establishing police of tough caliber" and "furthering police activities responding to the demands of the time," and, for these purposes placed great importance on increasing the number of local police officers, enhancing the mobile capability of police forces, pushing comprehensive traffic safety measures and concretizing an emergency program in the event of a large-scale earthquake. The National Police Agency budget comprises 0.33 percent of the total national budget. A breakdown is shown in Graph 9-2. The prefectural police budget is filed based on

Graph 9-2 The Budget of National Police Agency (After revision in FY 1981)



Graph 9-3 The Budget of Prefectural Police
(After final revision in FY 1981)



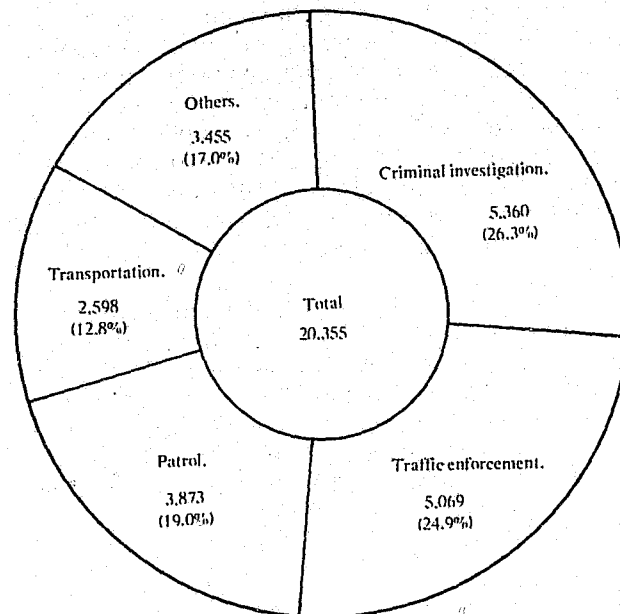
the principles shown in the budget for the National Police Agency and according to the Local Fiscal Plan, and reflects the actual state of local affairs. The amount represents 6.9 percent of the sum total of all the prefectural budgets for the country. The contents are shown in Graph 9-3.

3. Equipment

(1) Vehicles

Police vehicles are used for criminal investigation, consisting of cars for investigation, identification, headquarters use and others. Traffic police vehicles consist of traffic patrol cars, white bicycles, accident disposal cars and others. Vehicles for patrol and watch consist of patrol cars, mobile Koban and others, transportation vehicles for different duties. In addition to these special types of vehicles for specialized objectives are used. In 1981, vehicles which enhance the mobility of investigation, vehicles for traffic enforcement on speedways, mini-sized patrol cars at remote local Chuzai, vehicles for juvenile delinquency prevention activities at street-corners, etc., were increased. As of the end of FY 1981 po-

Graph 9-4 Breakdowns of Police Vehicles by Purposes of Use (1981)



lice vehicles totaled 20,355 in number. It is considered necessary to continue to increase the number of such vehicles for investigations, traffic enforcement (to handle high-speed traffic), for controlling groups of reckless drivers, patrolling local areas and for contingencies such as various disasters.

(2) Boats

Police boats range from 8 meters to 20 meters in length and some are easily portable for exclusive use in enforcing environmental regulations. In 1981, 16-meter boats and special vessels for controlling environmental violations were reinforced and some old boats were replaced. At the end of FY 1981 the number of police boats totaled 198.

(3) Aircraft

Police aircraft (helicopters) are employed to survey sites and to rescue victims in case of disasters, to pursue offenders, to search for and save alpinists, to monitor and process environmental violations, and to control traffic flow and enforce traffic regulations, as they have the merits of high speed and a wide-range view. In 1981, altogether 33 police aircraft were deployed at bases in 21 prefectures.

4. Computer Operations

(1) Immediate Processing Service for Urgent Reference Requests

Computers at the National Police Agency containing records on wanted criminals, runaways, various kinds of stolen articles and others are always available for immediate response to any reference request from the front line of police service. The total reference number was 31,600,000 or so in 1981.

(2) Driver's Licensing Streamlined

The National Police Agency replaced its old computers with latest-model, large-scale computers and started immediate operation in the area of drivers' licensing in January, 1981.

As a result, the process of registration and notification which used to take at least three days is now accomplished almost instantaneously. The streamlining of the process of driver licensing permits licenses to be issued on the day of application and simplifies the renewal process at the prefectural police level.

(3) Introduction of an Automatic Fingerprint Scanning System

The National Police Agency had conducted research on automation of fingerprint registration and reference service by computer, and successfully developed and introduced an automatic scanning system in 1981.

the front line of police service, is the fundamental information delivery method that permits the smooth administration of police activities. In 1981, 92 percent of the telephone service at police stations was automated. The mobile police telephone is specially designed for loading on a vehicle that directly connects, for example, the scene of a crime, through the police telephone network, with any other location in the country. In 1981, altogether 20 prefectural police headquarters have come to be able to take advantage of the mobile police telephone service. The direct telephone system will, in the case of sudden, serious incidents such as a large-scale disaster, immediately serve as a "hot line" between prefectural police headquarters and the National Police Agency or regional police bureaus, and permit reports by patrol cars. The system has been introduced at 42 prefectural police headquarters. Both facsimile service and phototelegraphy are used to send documents, fingerprints, montages and others. The former is used for electrical transmission of documents (at each police headquarters and police station); the latter for telephoto service (at each police headquarters). Facsimile apparatus at police stations is being renovated according to schedule, and a new model which can transmit not only documents but also photos was put into use in 1980. In 1981, such equipment at all stations of the Tokyo Metropolitan Police Department were replaced. The data communication system processes, with a national on-line system, inquiries on stolen vehicles, wanted criminals, etc., driver's administration, and connects computers at the National Police Agency with the terminals of those at prefectural police headquarters.

B. Dispatching communication system and mobile wireless equipment

A dispatching communication center at prefectural police headquarters, the core of front-line performance, is being developed and improved in function. An innovative system, using computer technology, that can distribute congested emergency calls from citizens to appropriate receiving consoles and furthermore displays automatically information and locations on a map relating to a call, demonstrates a remarkable improvement. The capability has been improved in terms of speed and the accuracy of information transmissions between an emergency call reception console and a dispatching wireless communication console. A car locator system which automatically displays at a dispatching communication center the location of patrol cars and their movements was set up at the Tokyo Metropolitan Police Department and Osaka Police Headquarters. The mobile police telephone service consists of a portable wireless communication system and can connect, at any time, a police station with radio

5. Communication

(1) Policing and Communication

The National Police Agency has tried to develop, among other systems, a national communication network, a dispatching communication system which forms the core of front-line services as well as a mobile wireless communication unit system.

A. National communication network

The communication network which connects all police organizations in the country is made up of police telephones, mobile police telephones, direct telephones, facsimile service, phototelegraphy and data communication. A police telephone network which connects all police units including the National Police Agency, and Koban and Chuzai at

cars or officers on foot patrol by means of a radio as well as the scene of an incident.

(2) Disasters and Communication

A project to double the trunk route of wireless multiplex circuits which originated in 1976 was implemented in 1981, finishing up work on the final section. Now that the communication circuit which connects the National Police Agency with each Regional Police Bureau and Hokkaido police headquarters has been doubled along its length, communication has come to be secured by way of a detour route even when a direct circuit is cut off by a disaster, etc. As a part of the Tokai earthquake project, communication channels between police headquarters and key police stations in Shizuoka Prefecture have been converted to self-supporting wireless multiplex circuits since 1980. As well, Kobans and Chuzais covering designated areas in preparation for earthquake disasters in Kanagawa and Shizuoka prefectures were provided and equipped with powerful portable radios for emergency communication. There are altogether six emergency communication vehicles which can open up many telephone circuits in a short time at the scene of a disaster or the like. Mobile communication squads which are organized in all parts of the country are ready to open quickly, in any unusual case, temporary communication circuits with equipment and materials readied for emergency use.

(3) International Technology Exchange

Recently many requests have come from Southeast Asian, and Middle East countries for information on Japan's police communication system, communication equipment, technology and such. Thus in 1981 the first "Police Communication Seminar" was held with invited representatives from 10 countries in the Asian region. The 15-day seminar covered the field of police communication including such topics as organization, network structure, facilities and operation, and gave the participants deeper knowledge of our police communication system, to serve in improving police communication technology in these countries. At the "Carnahan Conference on Measures to Counter Crimes" held in Lexington, U.S.A. the state of the art of satellite communication was explained on the theme of "Satellite Communication System for Police." Several papers on the facsimile system, television system, etc. were presented and highly appreciated. To promote further international technology exchange, delegates were sent to the 47th annual general session of APCO (Association of Public Communication Officers) in Atlanta.

6. Management of Police Jail System

(1) Present State of Police Jail System

As of the end of December, 1981, there were 1,228 police jails accommodating some 2.5 million man-days of arresters, detainees and others a year.

(2) Measures to Improve Police Jail System

A. The Service in the administration division
In April, 1980, responsibility for the police jail system was transferred from the CID to the Administrative Division. To carry out properly the system's tasks, measures have been taken to establish a new organizational unit and to assign a full-time senior officer to the job both at headquarters and police stations.

B. Improvement of jail facilities
New standards, revised in November, 1979, to protect more carefully the privacy of the admitted have been applied to jails built after April, 1980.

C. Substantial orientation and training of the officers in the service
In addition to professional orientation and training of officers in jail service conducted at the Central Police Academy and prefectural police schools, necessary information was supplied to all personnel.

7. Studies to Introduce Scientific Technology into Police Activities

(1) Research at the Scientific Police Institute

At the Scientific Police Institute studies and experiments on scientific investigation, prevention of juvenile delinquency and crimes, and prevention of traffic accidents are conducted, and identification and examination based upon the results of the above-mentioned studies are conducted. In 1981 there were 86 projects consisting of 53 projects carried over from the previous year and 33 new ones. The projects include:

(Study Example 1) Serological Studies on Proteins Specific to Human Urine
To use as a new index to identify an indi-

vidual, a new method was developed to extract inheritable protein specific to human urine from a small amount of body fluid left behind at the scene of a crime.

(Study Example 2) Studies on Identification of Press-Printed Letters

A comparative method using transformed letters and base letters was examined by classifying characteristics of shapes of transformation specific to letters from the same source.

(Study Example 3) Studies on Power Supply Hum Canceling

A digital filter which erases power supply hum from a recording of voice signals with such noise was designed.

(Study Example 4) Measurements of the Propagation of Detonation by Shock Initiation

Sensitivity of hand-made gun powder or dangerous explosive materials exploding with a shock and propagation of the explosion were measured, and a way to evaluate explosion risk was discussed.

(Study Example 5) Signal Control Strategies at Congested, Critical Intersections

As one way to solve traffic congestion at main crossings, a real time control method which enables delicate, automatic adjustment of the signal time of a traffic signal responding to second-by-second shifts of traffic flow was studied.

At international conferences held in 1981, the following studies were made public: "Application of Electron Probe Microanalysis to Forensic Science" (in May, at the 66th Annual Conference of the International Association for Identifications, U.S.A.), "Application of Oxygen Plasma Incineration Method to the EDX Analysis of Human Scalp Hairs" (the 9th International Congress of Forensic Science, Norway) and others which explain new ways and means of applying analyzing equipment in the field of identification science. At domestic conferences, studies were presented on "Microanalysis of Methamphetamine in Biological Materials by Mass Fragmentography" (a measure to identify stimulants), "Speaker Verification of Disguised Speech" (comparison of voice prints from the same person), "Similarity

and Discrepancy among Social Categories on Perceptions of Juvenile Delinquency" (comparison of norm consciousness among the strata concerned of a society), "A Proposal for the Enhancement of Traffic Culture from the Standpoint of Traffic Culture" (psychological examination as a measure for drivers) were reported and new results of studies in the field of police science were provided on respective study areas, the Scientific Police Institute gives, as requested by prefectural police, prosecutor's offices, courts etc., expert opinions and conducts examination requiring the use of high technology. The number of such cases totaled to 1,055 in 1981, consisting of 75 in forensic science, 592 in physics and chemistry, and 398 in documentation and forged currencies. In addition, in order to enhance and develop forensic science at the prefectural level, a conference to report studies on forensic science covering four sub-divisions (forensic medicine, chemistry, machinery and physics) was held with 400 or so participants on technical staffs working in forensic science. One hundred and seventeen studies were reported and among them "Blood Group Identification of Blood Stains Mixed with Saliva," "a New Device Using a Rolling Glass Tube for the Morphological Observation of Hair Samples," "Gas chromatographic Analysis of Benzethonium Chloride" and "Analysis of wheel Bolts for Trucks that Failed in Service" were among substantial studies based upon actual identification. For technical employees in forensic science at the prefectural level, classes in documentation and polygraph use were held, and long-term courses for forensic science experts in the fields of forensic medicine, chemistry and engineering were held.

(2) Studies at the Research Division of the Police Communication School

1981 saw the practical utilization of an electronic switchboard of small size and high capability for police stations, facsimile development of high speed and high resolvability, the development of phototelegraph which unables transmission of even fine fingerprints and study on a digital mobile radio which is highly secure and fit for data communication.

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