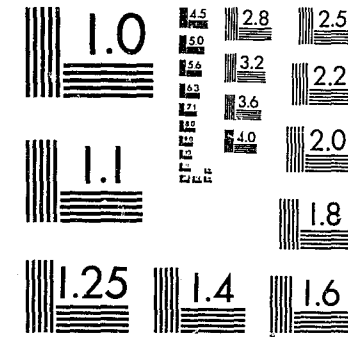


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SUMMARY OF THE POLICE WHITE PAPER

FISCAL 1981 EDITION

by
National Police Agency

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Translated by F.P.C.

Summary of the Police White Paper

Fiscal 1981 Edition

I PRESENT SITUATION OF POLICE ACTIVITIES

I. General State of Law and Order

1. Current State of Law and Order

In 1980, with the collapse of humanistic goals and decline of social norms in modern society, the number and size of speed gangs rapidly increased. Especially, the membership reached an all time high, contributing to a great number not only of violations of the Road Traffic Law in the form of group joyriding activities but also of serious and violent crimes. Juvenile delinquency was aggravated further, and the number of juveniles taken into custody by the police for criminal offenses reached a record high for postwar times. A substantial increase was noted in the number of cases of intra-school violence against teachers by middle school pupils.

The number of recognized criminal cases recorded the highest figure since 1965, while the number of robberies of financial institutions and abductions for ransom increased alarmingly. In the area of white collar crime, an increase was noted in the number of cases involving embezzlement by executives in special corporations and trading houses in the course of their work, as well as the taking of bribes by heads of local public entities. Gangster groups further diversified their money-making activities, and cases of confrontation and conflict arising from disputed spheres of interest also increased conspicuously.

Stimulant drug cases are still on the rise. Especially in 1980, cases of stimulant drug abuse involving juveniles have greatly increased, showing it to be alarmingly widespread.

In the area of public safety, radical leftist group members mounted a great number of guerrilla incidents, assigning to the struggle at Narita International Airport the highest priority of their campaign. In October 1980 they instigated the violent disorder in Tokyo which resulted in five deaths. Although the Japanese Communist Party, defeated in the simultaneous

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elections of the House of Representatives and House of Councillors which took place in June, experienced a decline in its activities, it remains deeply involved in mass activities and efforts to strengthen ties with the Soviet Union and its allies in Eastern Europe. In addition, espionage activities in Japan involving those concerned with the Soviet Union and North Korea continually came to light.

The number of traffic deaths increased for the first time in the last 10 years, largely as a result of the high incidence of accidents by reckless younger drivers. The elderly and children continued to be the victims of accidents.

2. Trends in Police Activities

(1) Speed gangs worsen in kind and number

The activities of speed gangs had been on the decline since the Regulation Prohibiting Dangerous Group Activities was established under the revised Road Traffic Law in December 1978 to strengthen control. However, from September 1979 their activities again intensified, and in 1980 the number of groups as well as their membership conspicuously increased, to 754 groups with 39,000 members. Membership reached a record high, and in 1980, the number of arrested speed gang members amounted to 34,000 under violations of the Road Traffic Law and 11,700 under the Criminal Law. The cases included violations of the Regulation Prohibiting Dangerous Group Activities as well as robbery, violence, bodily harm, assembling with dangerous weapons, etc., and showed an increase in serious and violent crimes.

(2) Increasing violence of juvenile offenses including violence in school

The number of juveniles taken into custody by the police in 1980 for criminal offenses marked a record high for the postwar period, reaching 166,000, an increase of 16.0% over the previous year. The crime rate (the number of criminal offenses in every 1,000 people in the same age bracket) reached 17.1 and the rate of juvenile arrests under the criminal laws reached 42.4%, each of which was at the highest level since the war. It should be noted that while such offenses are being committed more and more by younger persons, especially in the 14 - 15 age bracket, violence in schools by junior high school boys and criminal cases involving threats of motorcycle gang activities by senior high school boys increased conspicuously. This was followed by the substantial increase of intra-family violence, reflected in the trend of increasing juvenile violence.

(3) Further spread of stimulant drug abuse

The number of drug abuse-related arrests in 1980 increased by 8.9%

over that of the previous year to approximately 20,000 cases; the quantity of confiscated drugs increased by 27.7% over the preceding year to approximately 152 kg. In recent years, stimulant drug abuse has not only been committed by gangsters but it has also spread to the general public. In 1980, the ratio of juvenile arrests for stimulant drug abuse exceeded 10% of the total. A number of felonies such as homicide, arson, etc., as well as traffic accidents, were attributable to the effect of drugs, reflecting more widespread and serious stimulant drug abuse.

(4) Increased traffic death figures for the first time in 10 years

1980 was the last year of the second basic traffic safety plan campaign to reduce traffic deaths to half of the 16,765 recorded in 1970, the all time high. However, the number of traffic deaths turned to an increase for the first time in 10 years to record 8,760, 52% of the number recorded in 1970. A number of traffic deaths were caused by reckless motorcycle driving by youngsters aged 16 to 19. At the same time, a substantial increase was observed in the number of traffic deaths of those aged 80 and over. Violations involving drunken driving, speeding, and traffic signal violations increased.

(5) Public attention focused on the great number of felonies

The number of recognized criminal cases in 1980 amounted to approximately 1,357,500, an increase of 5.3% over the previous year and the highest figure since 1965. Robberies of financial institutions increased rapidly for the fourth consecutive year, and the methods used became more violent and sophisticated, with the holding of hostages and the use of firearms and stolen vehicles. The number of abduction cases for ransom reached an all-time high. It is noteworthy that the criminal cases cover wider areas, such as in the series of abductions of women and homicides which extended over the three prefectures of Gifu, Toyama and Nagano. They also became more brutal, including homicide immediately following abduction. In addition, felonies attracting public attention became more frequent, as in the case of the phantom killer involving the arson of the bus in front of Shinjuku station, and murder with body dismemberment.

(6) Diversification of money-making criminal activities

Recently, gangster groups have become actively involved in money-making activities through nature penetrating into the daily lives of general citizens and their business activities, in addition to the conventional stimulant drug smuggling, gambling, bookmaking, etc. In 1980, criminal cases involving the collection of insurance money, using such methods as insurance fraud by falsifying traffic accidents, increased sharply. In addition, they advanced into new, more diversified attempts to raise funds from private enterprises by soliciting of donations, contributions, political contributions, etc. representing themselves as members of rightist groups.

(7) Skilful and intensified espionage activities

Espionage activities against this country have become more adept and active, reflecting Japan's geographical position in the world as well as the complex international situation. In 1980, two espionage cases, one of them the "Kozulov Case" concerning the Soviet Union, and two other cases including "The Suikyo Case" concerning North Korea were brought to trial. These incidents shed much light on the increased covert activities of espionage networks.

II. Youngsters Without Hope In Tomorrow's Society

-- Eradication of Speed Gangs --

Today, speed gangs are further expanding their vicious activities. They speed in groups on the roads creating a hazard and nuisance to other vehicles and people who reside along the roads. They commit various crimes repeatedly, and thus add to the number of felonious and violent crime cases. Especially in 1980, the power of the speed gangs have expanded and intensified more than ever. They are closely related to violence in schools and organized crime: they add to the incidents caused by violent intra-school groups, and provide recruits for the gangs.

1. History of Speed Gangs

(1) Background of speed gangs

Since 1955, there were sporadic speeding offenses involving two-wheeled vehicles. They soon came to be called "Kaminari Zoku" or "Thunder Tribe", and became a social problem operating their vehicles without mufflers (silencers) on the street. From around the end of 1965 in Tokyo, the "Harajuku Tribe" joyrode in passenger cars such as sports cars without mufflers. In western Japan, from around 1967, such joyriding was repeatedly committed around Takaragaike in Kyoto. From 1968 to 1971, joyriding with two-wheeled or four-wheeled vehicles spread throughout Japan.

(2) Rampant speed gangs

In June 1972, in front of Toyama City station of the Japanese National Railways, young riders in passenger cars and the crowds looking on went on a rampage and attacked and destroyed shops and passing vehicles. This type of disturbance immediately spread throughout western Japan. With the rapid development of organized speed gangs throughout Japan, confrontation and conflict between these gangs often occurred. Since 1976 and 1977, extremely bad cases involving premeditated attacks on the vehicles of ordinary citizens, as well as on policemen and police facilities, have sharply increased. This has contributed to the gradual increase in criminal and special law cases committed by

speed gangs. Although the gangs are generally violence-prone with major activities centering on speeding as a pastime, some are becoming vicious habitual offenders committing crimes to obtain funds.

(3) Situation in Europe and the U.S.

In Europe and the U.S., groups like the Japanese speed gangs, centering specifically on repeated acts of large-scale speeding to create a social problem, do not exist. Vehicle-oriented groups similar in type which are organized around seeking thrills in speeding activities are found in the U.S., Canada, and West Germany. However, these groups take the form of professional criminal gangs.

2. Actual State of Speed Gangs

(1) Number of gang members and their organization

As of November 1980, speed gangs recognized by the police numbered 754 groups with approximately 39,000 members. Membership in these groups reached an all time record. Gang members were mainly aged 17 or 18, and the rate of juveniles in speed gangs reached 80.6% in 1980. Of the gang members, school pupils accounted for 25.4%, employed persons 52.6%, and the unemployed, 14.3%. Most students were high school students and of the employed, a comparatively large number were engaged in automobile-related jobs. Recently, the increase in the number of unemployed members has been noticeable.

Speed gangs range in size from a few members to several hundred, with about 40 being the average. The groups are stratified into three ranks: the leaders, regular participants, and members who participate periodically. Membership is usually temporary and there is a rapid turnover rate.

There are approximately 33 groups to which nearly one third of all gangs belong. The average sized group comprises seven gangs with a membership of about 360, and some of the larger scale groupings reach more than a dozen participating gangs with about 2,000 enlisted members.

The speed gangs primarily use two or four-wheeled vehicles with the four-wheeled types being more common, in which case they may be called "hot rodders". The vehicles bear stickers which identify their group and are illegally modified in various ways.

(2) State of speeding activities

A Regulation Prohibiting Dangerous Group Activities was established under the revised Road Traffic Law in December 1978. Although speeding activities were reduced for a time, they became more active again from around September 1979, and in 1980, assembling and speeding activities reached an all time high. Reflecting this situation, arrests for vio-

lations of the Road Traffic Law related to speeding jumped up to 35,794 cases involving 33,920 offenders.

(3) Crimes and accidents connected with speed gangs

The number of crimes under the Criminal Law and the Special Law (excluding violations of the Road Traffic Law) related to speeding rose sharply in 1980 in comparison with the preceding year to reach 6,328 arrests involving 11,698 offenders. The number of traffic accidents involving speed gangs in 1980 doubled from the preceding year to reach 560 cases involving 89 deaths and 1,008 injuries.

(4) State of delinquent acts committed by juvenile speed gangs

Speed gangs repeatedly commit various delinquent acts as violent groups in their respective regions even when they are not involved in speeding activities. The number of juveniles taken into custody in 1980 who were assumed to have committed crimes under the Criminal Law and the Special Law (excluding violations of the Road Traffic Law) increased four times over the 1976 level, to 10,751 offenders. The figure includes offenses not related to speeding.

3. Actual Conditions of Speed Gangs

(1) Social background

The parents of speed gang members are opposed to their children's participation in such activities. However, the parents are unable to persuade them not to join. Moreover, parents tend to be permissive and weak in approving or financing the purchase of cars, even when it is very likely that their children will become speed gang members.

Speed gang adolescents and juveniles by academic career shows that approximately 60% are middle school graduates or have dropped out of high schools. In comparison with the general adolescent and juvenile population, in which middle school graduates comprise 6% and high school dropouts 5% -- a total of 11% -- the rate among the hot rod gang members is more than five times greater.

Their difficulty of settling into stable employment is reflected in the fact that 70% of those currently employed have changed jobs in the past, and more than 20% of this figure intend to quit within one year.

(2) Analysis of the gang

Comparing the attraction of membership in speed gangs with 50 years ago, those who state 'I can enjoy the company of friends' have decreased sharply, and those who say, 'I wish to speed in cars and behave wildly' have increased substantially. It is surmised that those who are attracted by anti-social activities such as speeding, delinquency

and the like have gradually increased.

In nearly half of the speed gang groups, collective guidance is given by their leaders. The percentage of those who know the names of other members in their group is generally low, indicating that the sense of solidarity is tenuous.

When analyzing delinquency by the size of the groups, the larger the group, the more likely that it is equipped with weapons, and the more intensified is its confrontation with other groups. Such large groups commit crimes like toll gate breakthroughs and stoning of police boxes and patrol cars backed by strength in numbers. A survey of those who left gangs six months to two years earlier indicated that the percentage of those who committed delinquent acts was much lower than when they were gang members. It appears that the gang nature of those groups encourages the delinquency of its members.

As reasons for quitting the group, 55.0% mentioned "I was arrested by the police", followed by 32.7%, "severe restrictions by the police". An overwhelming majority on them stated that they had quit their groups because of severe police measures. As other reasons, 28.1% responded, "I am now too old for such a thing", and 15.8%, "I achieved full satisfaction." In the case of students, notification of school and parents has also been effective.

(3) Violence in school and its relationship with gangster groups

A survey conducted by the police revealed the following correlations between violence in school and speed gangs.

- (i) In a number of cases, juvenile gang leaders in junior high school joined speed gang groups and became key figures.
- (ii) In a substantial number of cases, juvenile gang leaders or members of such groups in schools joined speed gangs and simultaneously played an active role in both.
- (iii) In many cases, members of juvenile gangs formed speed gangs with the same name after graduation from junior high school. Speed gangs are often formed among graduates of the same junior high schools.
- (iv) Speed gangs mobilize the gangs of junior high school gangs they graduated from to sell party tickets and extort pocket money by intimidation.
- (v) Junior high school gangs flaunt their power by using the names of speed gangs which their senior members have joined.
- (vi) Much of the violence in schools occurs in areas where speed gangs are living.

As observed above, speed gangs are usually formed by and composed of former junior high school gang members. Juvenile gangs at junior high schools are regarded as the reserves to supply members to speed gangs to which their senior members belong. Since their circle of

acquaintances comprises mainly their junior high school classmates, a strong connection between speedster groups and juvenile gangs at junior high schools is observed. This in turn exerts a great influence upon the violent groups in schools.

Of the speed gangs, 181 have been identified as members of organized crime groups (including quasi-members), and approximately half have some sort of connection with crime groups. It appears that such a relationship was formed through friendship of the group leaders or members with members of organized crime groups to utilize the latter's power. According to a survey on youths who joined organized crime groups in 1980, about one-fourth were formerly in speed gangs, a fairly large number.

(4) Summary

The most likely cause of speed gangs lies in the current social tendency in Japan toward indulgence to young people. Education and guidance in telling right from wrong has been lacking, and as a result, many young people have become spoilt believing that the social sanctions against their misbehavior are not severe. In the case of speed gangs in particular, many lack patience and self-discipline. In addition, they have strong anti-social feelings as a group and indulge in repeated acts of delinquency, such as abusive operation of motorcycles.

The second is the problem of children who are unable to keep up with their classmates. These so-called dropouts cannot find fulfillment or meaningful goals in school life and attempt to assert their existence in the form of violence or abusive operation of motorcycles.

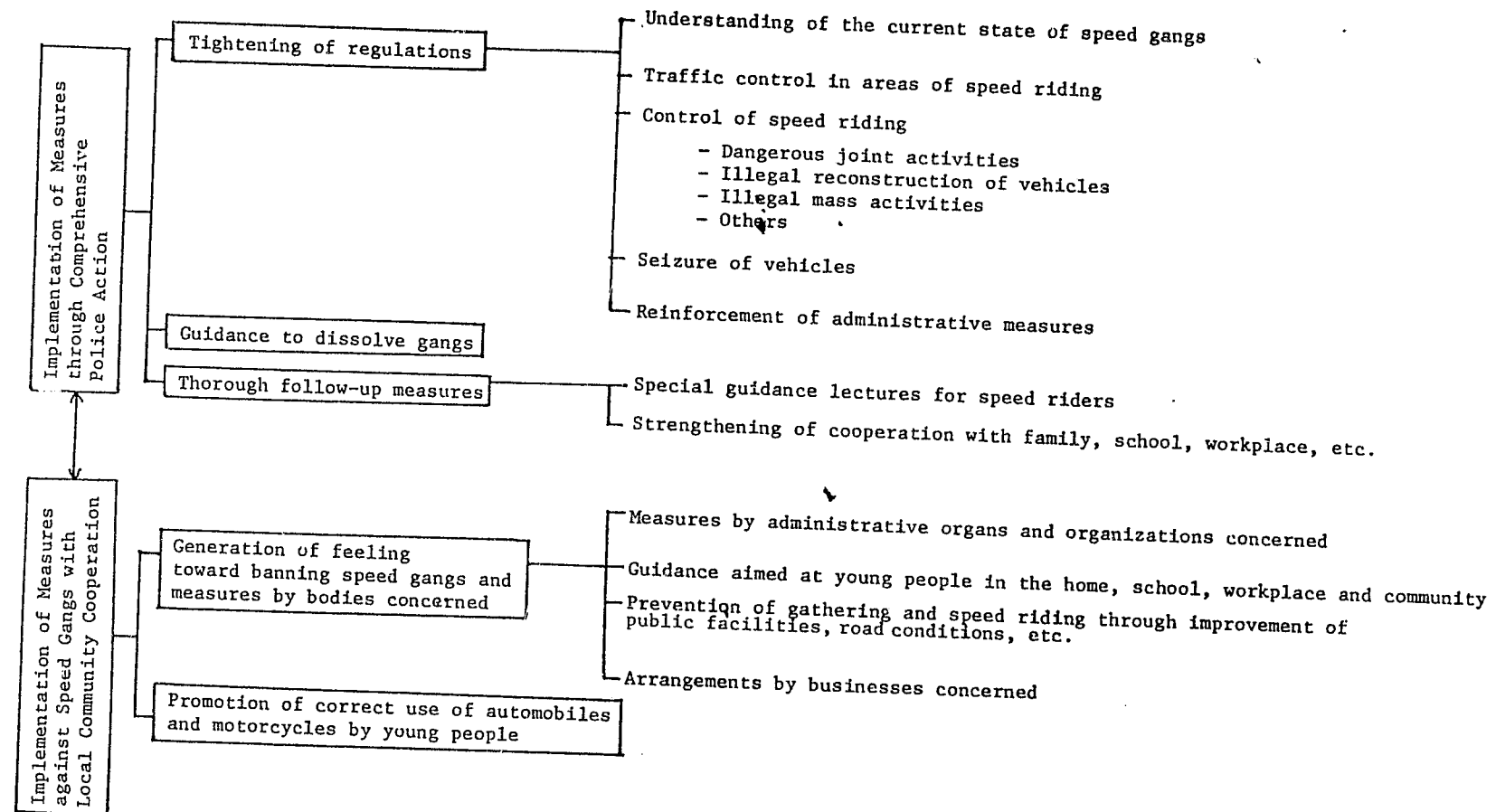
Thirdly, comprehensive traffic education at this age should be considered, for through such a system, mature and responsible members of an automobile-dependent society will be fostered. Education of this type has yet to be undertaken fully in Japan.

In addition to the three basic factors mentioned above, the strong propensity of Japanese to form groups, which is reflected in the tendency to seek comrades among speedsters, and the ease with which minors can obtain automobiles or motorcycles, also serve to promote the problem of speed gangs.

4. Measures Against Speed Gangs

Measures against speed gangs are being taken in the following framework, based on past experience over a long period.

Framework for Comprehensive Measures against Speed Gangs



5. Future Prospects and Problems

(1) Trends in speed gangs

Many of the speed riders gradually leave the gangs as a result of arrest or guidance. On the other hand, along with the decreasing age of delinquents and the growth of a new generation, the number of potential speed riders will increase. Judging from the worsening delinquency among youngsters in general, delinquency in speed gangs will increase likewise. As a consequence, it is anticipated that the activities of such gangs will increase in the degree of violence, led by the strongest member of the group.

(2) Problems

It is necessary for the police to improve and implement forcefully the present measures with a view to strengthening control of violent gang actions and eradicating speed gangs. The following matters should be taken into account when promoting the above measures.

First, the speed gang problem constitutes the kernel of violent gang-type delinquency which requires severer measures to cope with juvenile delinquency.

Second, different measures should be implemented for students, jobless youngsters and working youngsters, respectively. For jobless youngsters, in particular, measures should be devised to urge them to quit their irresponsible lifestyle through full-utilization of juvenile counselors and other available avenues.

Third, in view of the lowering age of juvenile delinquents, appropriate measures against the potential gang recruits in junior high schools should be undertaken. Thorough guidance of violent groups within schools should be conducted to prevent their participation in speed gangs. It is also necessary to cut their connection with speed gangs and prevent the worsening delinquency of these violent groups within the schools.

Fourth, along with measures to sever the connection between speed gangs and organized crime by enforcing restrictions on gangsters, appropriate guidance should be given to prevent speed riders from joining the underworld.

Fifth, comprehensive traffic education including safe driving techniques should be given to juveniles at an early stage to make them responsible members of our automobile-oriented society.

Sixth, guidance and control in cooperation with relevant organizations should be strengthened against those who assist juveniles in abusive operation and illegal modification of automobiles and motorcycles. Efforts should be also made to encourage concerned persons to extend

appropriate guidance on purchase and use of vehicles.

Last, steps should be taken to bring speed riders to full realization that their disregard of law and order cannot be tolerated. However, for the fundamental solution of the problem, it is essential to treat the root problem, that of youngsters who have no hope for tomorrow. To this end, more effective and comprehensive measures encompassing the home, school, and the social environment should be implemented by concerned parties.

III. Community Level Police Activities

1. Activities Relating to Local Residents

Police patrols ensure the security and quietness of local residents by maintaining constant vigilance over them. The police perform a wide range of activities such as crime and accident prevention, arrest of law breakers, traffic control, protection of lost children and citizens under the influence of alcohol, and especially, counselling.

There are more than 15,000 police boxes and residential police boxes throughout the country. These form the bases of the activities of the patrolmen and serve as a point of contact between the police and the general public. They operate patrol cars and mobile patrol forces. Assistant inspectors and sergeants are stationed at important police boxes and at residential police boxes. The mini-patrol cars are equipped at the residential police boxes which are distant from the police station.

In addition to rendering services such as telling people the way and handling lost items, patrolmen endeavor to deepen their relationship with the residents through patrol activities.

They also try to meet the requests and solve the problems of the people. Surveillance and patrol activities are emphasized to prevent crime and to arrest criminals. The result is the high arrest rate, namely about 63% of the total arrests of offenders under the Criminal Law and 56% of those under the Special Laws. They handled also about 89% of the cases involving the care and relief of inebriated persons and runaways.

2. Communication Command Room and Patrol Cars

In 1980, the police throughout the country received about 2.9 million "Dial 110" (emergency) calls, a 1.5-fold increase over 10 years ago. This translates statistically into one call every 10.9 seconds and by one out of 40 citizens. The peak period was from 18:00 to 24:00 hours when almost 34% of all calls are made. Approximately 27% were related to traffic accidents and information and around 9% were related to violations of the Criminal Law.

While emergency calls to the police from private home telephones are the most common, various ways have been developed recently such as the usage of car telephones, etc.

Communication Command Rooms have been established in police headquarters throughout the country. In addition to receiving emergency calls from the public, the room coordinates police activities when it is learned that there is a crime in progress or an accident has occurred. The Command Room performs an important role as a directional post to expedite quick and accurate initial response to crises.

The patrol car system was established in 1950, and 1980 marked its 30th year of operation. At the outset, the system had only 90 patrol cars which have increased to about 2,600.

In order to respond to calls quickly, the police are making continuous efforts to reinforce their response capabilities in areas where emergency calls are frequently made and to shorten the time required for cars to arrive at the scene of accidents' etc.

3. Maintenance of Safe Living Conditions

The high incidence of burglaries, bicycle thefts and sexual crimes is seriously affecting the daily life of the common citizen. The favorite method of breaking and entering by thieves and burglars is to find access through unlocked points of entry, followed by breaking a window. Entries are also made by opening or breaking locks, so the police are warning the public to use strong locks and make sure to lock them. They are also calling for builders to reexamine the structure of windows.

Guidance on crime prevention is being given through nationwide crime prevention campaigns and other efforts to promote the crime prevention efforts of the public in residential areas and work places. Diagnosis and guidance based on "Crime Preventive Standards for Financial Institutions" is being offered to this kind of business.

In 1980, security guard firms numbered approximately 2,900 with around 113,500 guards in service. Their operations cover a variety of fields, and they are firmly rooted in society as the private sector's effort at crime prevention. Moreover, in 1980, a system to certify good crime prevention equipment was inaugurated and a standard for domestic door locks was established as its first step. In the future, the crime prevention functions of cities will be studied from various viewpoints such as engineering and psychology with a view to creating safe cities.

4. Protection Activities by the Police

Requests for counseling received by the police numbered 187,979 and they have been increasing annually. In order to maintain law and order,

the police offer counseling and guidance on the problems and troubles of citizens.

The police received 101,318 requests in 1980 for assistance in locating runaways, a slight increase over the previous year's figure. By age group, many of such requests were concerned with minors, and by occupation, with salaried employees and housewives. Love affairs, marriage problems and family disharmony were the principal reasons for leaving home. The police helped to find 105,343 persons, and 59% of them, the highest percentage, were found in less than a week.

The number of inebriated persons taken into protective custody amounted to 116,830 and decreased slightly in comparison with the previous year. Those taken into protective custody for other reasons numbered 139,369, the majority being lost children.

There were 21,048 suicides in 1980, of which 62.5% were males. By age, the suicide rate tended to increase with age, and rapidly from age 65. The most numerous causes of suicide for both men and women were illness, followed by mental disorders and alcoholism.

5. Water Police Activities

The police have established 9 water police stations, 2 harbor police stations and 30 water police boxes, employing 195 boats for the safety of water traffic, control and arrest of criminal offenders, and rescue operations.

In recent years, crimes related to fishery such as poaching, and accidents and incidents related to pleasure boating and fishing have been on the increase. In 1980, 2,016 offenders under various laws such as trade-related offenses were arrested. In addition, 292 persons were rescued, 441 bodies of people who died of unknown causes were recovered, and 197 ships in trouble were rescued.

IV. Crimes and Criminal Investigations

1. Crime

(1) Crime incidence

The number of criminal cases recognized by the police in 1980 was 1,357,461, an increase of 68,056 cases (5.3%) over the preceding year. Trends in crime over the past ten years have indicated an increase in the number of recognized criminal cases after 1974. The highest number since 1965 was recorded in 1980.

The number of felonies crimes decreased by 317 cases (3.6%) from the previous year to 8,516. In the past 10 years, the number of felonies has tended to decline. Compared with the previous year, homicides decreased by 169 cases (9.1%) to 1,684 cases. Robbery, however, increased by 165 cases (8.1%) to 2,208.

The number of crimes involving violence decreased from the previous year by 332 cases (0.6%) to 52,307. The number of offenses of this nature has decreased by half over the past 10 years.

The number of larceny offenses increased over the previous year by 58,132 cases (5.2%) to 1,165,609. This represents the second highest figure, following that of 1948, to be recorded since the war. The incidence of larceny offenses in the past 10 years shows an increase after 1974, primarily attributable to the rise in vehicle thefts -- 1980's figure being 1.9 times that of 1971.

The number of intellectual offenses increased by 10,855 cases (13.5%) over the previous year to 91,168. The record of the past 10 years shows that these cases increased after 1974. The sharp rise in the number of embezzlement cases has been notable.

The number of morals offenses decreased from the previous year by 330 cases (4.4%) to 7,097, a figure three-fifths that of 1971.

(2) Arrests under Criminal Laws

In 1980, the number of arrests made by the police related to criminal offenses was 811,189 involving 392,113 persons. The rate of arrests was 59.8%, a 0.4% rise over the previous year. Both the number of arrests and the number of those arrested increased, by 45,244 cases (5.9%) and 23,987 persons (6.5%), respectively.

The number of arrests related to felonies was 7,397 cases involving 7,239 persons, and the rate of arrests was 86.9%, showing a decrease of 342 cases (4.4%), 111 persons (1.5%) and 0.7%, respectively. The arrest rate for each type of crime is as follows: homicide, 97.2%; robbery, 75.5%; arson, 87.9%; and rape, 89.0%. The number of arrests related to crimes involving violence remained almost unchanged with 48,216 cases, and the rate of arrests rose by 0.2% to 92.2%.

The number of arrests related to larceny was 641,382 cases involving 248,389 persons, and the rate of arrest, 55.0%, increases over the previous year by 35,469 (5.9%) cases, 14,517 persons (6.2%) and 0.3%, respectively. The arrest rate for each type of larceny is as follows: burglary, 65.6%; vehicle theft, 40.4%; and theft, 60.2%.

Arrests related to intellectual offenses numbered 87,989, an increase of 10,794 cases (14.0%) over the previous year. The rate of arrests also rose by 0.4%.

The number of arrests for morals offenses decreased from the previous year by 364 cases (5.3%) to 6,496. The rate of arrest also decreased, by 0.9%.

2. Characteristics of Crimes in 1980

A record number of robbery cases involving financial institutions (150) was recorded in 1980, and trends seem to indicate that this phenomenon will continue to increase in the future. Financial institutions such as post offices and credit associations which do not employ sound crime preventive measures are the primary targets for robbery, especially in the areas surrounding the metropolis and in regional cities. The modus operandi tended to be of increased brutality and greater sophistication, involving the use of guns and stolen cars. Debt repayment ranks as the primary reason for nearly half of the total number of robbery cases, especially in the case of repayment to "Sarakin" (loan sharks or disreputable moneylenders). There were thirteen cases of kidnapping for ransom money in 1980, the highest number on record. Crimes are occurring in more extensive areas and are becoming more brutal than before. This is evidenced by the cases where passersby were kidnapped indiscriminately and murdered immediately after abduction.

The number of identified homicides cases involving dismemberment of the corpse was 6 in 1980, equalling the past record. In addition, there were many incidents of cruel and indiscriminate homicide, such as in the arson case involving the bus parked in front of the Keio Department Store in Shinjuku.

The number of arrests related to bribery in 1980 was 807 involving 701 persons, a large increase over the previous year. Corruption of local assembly members and semi-public officials has increased, and cases involving election funds were notable.

The number of arrests related to intellectual crimes, excluding bribery, was 87,182, involving 36,170 persons, an increase over the previous year. Diversification in the types of crimes committed was also observed, and with the present gold boom, gold transaction fraud was frequent. There were also numerous cases of swindling to obtain insurance money by misrepresenting traffic accidents. Unique crimes committed by enterprises such as the KDD (Kokusai Denshin Denwa Co.) and Hokushō were also noticeable.

The number of major accidents that took place in 1980 was 226 cases, about the same as in the preceding year. However, in 1980, the accidents were larger in scale and resulted in a great number of casualties, for example, the gas explosion in the underground market in front of Shizuoka Station and the fire in the Prince Hotel at Kawaji Hot Springs.

3. Control of Underworld Activities

The power of the underworld organizations reached its peak in 1963 and since then has been declining. In 1980, there were 2,487 groups with

total membership numbering about 103,955, less than in the previous year. On the other hand, the influence of the Yamaguchi-gumi over other underground organizations is increasing. There are signs of a nationwide reshuffling as a result of the present leadership struggle in the Yamaguchi-gumi and the Inakawa-kai.

The number of organized crime-related arrests was 63,017 cases involving 52,247 persons, a slight increase over the previous year. Stimulant drug-related crimes and crimes to acquire gambling funds are increasing, with the abuse of bills and insurance systems being conspicuous. Interfactional struggles numbered 34 cases (63 times) showing a tremendous increase when compared with the preceding year.

In order to eradicate organized crime, concentrated control over a wider area, along with the repression of the diversified money-making crimes of extortionists and Sokaiya (professional hecklers at General Meetings of Shareholders) are urgently required. International cooperation to counter the crimes of multinational underground organizations is also being promoted. Furthermore, the police are taking a lead in activities jointly with local citizen groups designed to eliminate violence.

4. International Crime and Investigation

With the enhancement of international travel, crimes committed by foreigners in Japan and offenses committed by Japanese abroad are increasing. As of the end of 1980, the number of suspects under identified criminal search who were presumed to have fled abroad was 120, an increase over the previous year. In such a situation, the International Criminal Investigation Cooperation Act was enforced. This kind of joint effort with police abroad should be enhanced by making positive use of ICPO, etc.

5. The Promotion of Scientific Investigation

Criminal identification is practiced in a wide range of fields. Further refinement and reinforcement is required in order to meet the growing complexity and diversity of crime. Mobile criminal identification units are being established for quick on-the-spot investigations, and research and development on an automatic fingerprint identifying system is in progress.

6. The Difficulties of Investigation and the Problems of the Police

In 1971, 11.0% of total arrests for penal offenses required more than a year to accomplish. In 1980, this rose to 17.4% indicating a longer time required to solve cases. Investigation activities are becoming more difficult as a result of the widening theater of criminal activities.

The police are reinforcing their capabilities for investigating intellectual crime, scientific crime, and their investigative capabilities to cope

with the change in the quality of crimes reflecting the change in social structure and the deterioration of the investigation environment. The police has formulated and implementing this "Outline of Criminal Investigation Enhancement Measures" aiming at developing able investigators and their leadership.

V. Prevention of Juvenile Delinquency

1. The Current Status of Juvenile Delinquency

Juvenile delinquency turned to increase from 1973 to reach the third postwar peak period. The number of juveniles taken into custody in 1980 for criminal law offenses were 166,073. The rate of delinquencies by juveniles per thousand rose to 17.1, and the ratio of juveniles to the total number of arrests for criminal law offenses reached 42.4%, underscoring the seriousness of the problem. The number of serious and violent offenses committed by juveniles is increasing with the 14 - 15 year olds taking part in intra-school violence and 17 - 19 year old speed riders committing crimes in a group. This increase, particularly that of the 14 - 15 year old group, is significant. Moreover, the number of children under 14 who engaged in illegal behavior increased by 29.3% over the previous year.

2. Characteristics of Delinquency

Characteristic features of recent juvenile delinquency are serious and violent crimes committed by speed gangs backed up by collective power, violence in schools on the part of junior and senior high school students, and violence in the home arising from inability to adapt to home and society. Furthermore, drug abuse involving paint thinners, glue and stimulants is notable for its escapism and sensual gratification. Campus violence has become a serious social problem after becoming widespread in the latter half of 1980. The number of these offenses identified by the police in 1980 was 1,558 cases on a nationwide basis, showing a significant increase of 350 cases (29.0%). Violence directed against teachers numbered 394 cases, a drastic increase of 162 (69.8%) over the previous year. A notable feature of violence against teachers is the increased brutality of the incidents including the use of wooden swords and steel pipes. Behind the violent campus groups there are often outside violent groups such as speed gangs which incite students. As reasons for the frequent occurrence of campus violence may be cited "the existence of a pernicious environment surrounding the juvenile", "the inability of many juveniles to distinguish between right and wrong", and their "impulsive action without making calm judgements". As a household problem, there is a "lack of communication between parents and children", and "over-permissiveness in the part of parents who do not such as punish their children for misbehavior". It is desirable to prevent in-school violence before it can happen, by adequate student guidance by school authorities. Since, however, many of the recent cases are beyond the limits of school education, the police must take appropriate action to fulfill their respon-

sibility. In full recognition of the school as a place for education, the police are striving to take necessary steps in close cooperation with the schools and the Board of Education.

More juveniles are committing violence at home and the police identified more than 1,025 cases. Juveniles who committed violence at home had good performance at school and were regarded as "good children" outside. But many of them were introverted and neurotic. This type of violence is often observed during the period when a child is establishing his or her self-identity and resorts to the use of violence because of the tensions, fears, and frustrations arising from his or her inability to adapt smoothly to home and society. Such violent behavior appears to stem from the delay of self-establishment of a child and the inadequate discipline at home. The police offer necessary guidance and counseling if consulted. If violence happens, the police attempt to settle the case giving full consideration to the background.

The number of juveniles taken into custody in 1980 for drug abuse was 45,161, an increase of 4,728 (11.7%) over the previous year. The number of juveniles taken into custody for offenses related to stimulants was 2,031, a sharp increase of 368 (22.1%) over the previous year. In addition, sex-related delinquency by junior and senior high school girls remains significant.

3. Guidance and Protection of Juveniles

The police aim at catching juvenile delinquency at an early stage and attempting to prevent the repetition of misconduct. In dealing with juvenile delinquents, the police send them to the organizations concerned, with appropriate suggestions based on full consideration of the characteristics of the juvenile and in line with the Juvenile Act and the Children's Welfare Act.

In 1980, there were 100,517 cases of consultation involving juveniles taken up by the police. Of this total, 67.6% were initiated by the parents guardians, etc., and 32.4% by the juveniles. The number of runaways located and held for protection by the police in 1980 was 57,620. By sex, female runaways accounted for 54.5% of the total, and by occupation, 69.2% were students and pupils.

Attempts to escape from troubles at home or in school accounted for 54.8% of the runaway cases. Of the runaways, about one out of every seven boys committed some form of delinquency, and about one in every twelve girls became a victim of crime. The number of juvenile suicides recognized by the police in 1980 was 678, the lowest postwar figure. The largest percentage of the boys, 25.1%, committed suicide because of troubles in school. Among girls, the commonest reason was relationships with the opposite sex (27.8%). While the environment of the juvenile is deteriorating, the incidence of criminal preying on youngsters, such as prostitution and flesh traffic, is increasing. The police identify these as welfare crimes -- crimes that harm the welfare of the juvenile -- and are exercising strict control. The number of suspects arrested in 1980 was 11,662, and the number of victims 16,115.

4. Delinquency Prevention in Cooperation with Communities

Comprehensive delinquency prevention activities are being pursued with the concerted efforts of families, schools, and the community through the local juvenile protection and guidance centers, school-police liaison councils, shop-police liaison councils, etc. Various activities are carried out to protect juveniles from a harmful environment that encourages delinquency and adversely affects their minds and bodies. These include guidance and control based on the Juvenile Protection and Upbringing Ordinance, and other laws and regulations and neighborhood cleanup movements in designated areas initiated mainly by the local inhabitants.

VI. Maintaining Safe Living Conditions and A Clean Environment

1. Control of Stimulants and Narcotic Drugs

The number of apprehensions for stimulant offense has been increasing constantly since 1970, with the exception of 1974 when a slight decline was recorded. In 1980, there were 33,354 stimulant-related cases with 19,921 persons. The amount of stimulants seized was approximately 152 kg, a substantial increase over the previous year. Of the apprehensions, members of gangster organizations constituted the majority in the number of both cases and persons: 17,333 cases, and 10,007 persons. This indicates the strong tendency of gangster participation in stimulant offenses. At the same time, a number of juveniles, housewives, and even members of town assemblies were apprehended, indicating expansion of stimulant drug abuse among the ordinary citizens.

Marijuana-related crimes have shown uniform increase over the past 10 years, and the number of people arrested in 1980 was a record high of 1,173. The global phenomenon of marijuana abuse and the popularity of overseas travel appear to be the factors responsible for the growing number of such offenses. The dangers of marijuana smoking, however, are not yet widely recognized, and in many cases juveniles use it for amusement. The total arrests, 59.3% were under 15 years of age.

The growing drug-abuse problem is a world-wide phenomenon, and every country faces difficulties in dealing with the problem. Stimulant-related crimes in Japan are becoming increasingly brutal and sophisticated. Therefore, to cope with the situation, the police are strengthening interprefectural cooperation, as well as cooperation with other regulatory organizations such as customs offices, in order to develop efficient investigation. Furthermore, since most of the stimulants are smuggled in from abroad, the police are seeking closer international ties. They are also encouraging the establishment of a society and environment which would preclude the abuse of drugs through active public relations.

2. Control of Firearms

As of the end of 1980, prefectural public safety commissions approved the possession of 696,234 hunting rifles and 85,052 air guns, a decline of 29,514 (4.1%) and 13,041 (13.3%), respectively, from the previous year.

The number of crimes involving the use of firearms was 199 in 1980, showing an increase of 28 cases (16.4%) over the previous year. In addition, there were 224 hunting gun accidents which killed or injured 242 persons: up 43 (23.8%) and 61 (33.7%) over the previous year.

The police are working to eliminate the possession of firearms by unqualified persons by thorough investigation of applicants and of those already in possession. Furthermore, revision of the Firearms and Swords Control Law consolidated the standards regulating possession of firearms and swords, and particulars related to revocation of possession. It also set stricter requirements regarding possession of firearms and established a new system to equip shooting practice ranges with shotguns for training purpose. The number of handguns confiscated in 1980 was 1,070, a decrease of 62 (5.5%) from the previous year. Those taken from organized crime groups still accounted for as much as 90% of the total, and the number of crimes related to the smuggling of handguns is also growing. Thus, organized crime groups will be targeted for active surveillance and confiscation activities. Concurrently, efforts will also be concentrated to arrest smugglers at the waterfront.

3. Measures to Protect Deteriorating Public Morals

The total number of food- and beverage-related establishments amounts to 111,031. While the figure is showing gradual decline, the tendency towards low-grade sexual enticement is becoming conspicuous. In 1980, there were 6,238 arrests for violations under the Act to Control Businesses which might Affect Public Morals, and administrative action was taken in 3,243 instances.

The number of food- and beverage-related establishments open after midnight is growing every year. In 1980, the number reached 309,574, and establishments related to public morals are showing annual increase.

In 1980, there were 9,268 cases involving public morality violations, and administrative action was taken in 5,989 cases.

There is a total of 48,460 amusement centers. While the number of pachinko parlors shows an annual decline, "jankyu" and "arrange ball" game machines have gained in popularity and are contributing to the growing number of establishments with such machines installed.

In 1980, there were 1,282 arrests and 708 instances of administrative action in such establishments.

In the realm of public indecency, an increasing number of offenses related to vinyl-covered pornographic magazines was observed. At the same time, the illicit manufacture and sale of pornographic films, and obscene shows in striptease theaters -- were noticeable.

In 1980, there were 893 arrests for distributing obscene items, and 1,323 for publicly committing an obscene act.

Prostitution has also become diversified, and such activities in risqué cabarets have become conspicuous. The number of arrests in 1980 totalled 4,419 involving 2,205 persons.

Illegal bookmaking operations are spreading over municipally-operated races, and intrusion of organized crime has been conspicuous. In 1980, there were 2,105 arrests involving 7,833 persons. At the same time, the number of so-called token game centers with slot machines, roulette wheels, etc. is increasing every year. In 1980, 453 establishments were prosecuted for gambling using the above-mentioned games.

4. Current Status of Pawnshops and Antique Shops

As of the end of 1980, the number of pawnshops and antique shops with business licenses granted by prefectural public safety commissions totalled 9,629 and 33,179 respectively. Although the number of pawnshops has been decreasing gradually, the number of antique shops is increasing. The number of cases in which such dealers were able to return stolen goods to the owners were 11,953 for pawnshops and 1,862 for antique shops. In 1980, there were 5 arrests involving 14 persons for violations of the Pawnshop Business Law, and 326 arrests involving 260 persons for violations of the Antique Dealing Act. Two pawnshops and 50 antique shops were the subject of administrative action.

5. Economic Crime Control

Strict controls have been placed on crimes, especially on serious ones related to real estate, financial, and international economic transactions.

In 1980, there were 2,681 real estate-related crimes involving the arrests of 2,699 persons, an increase of 201 cases (8.1%) and 299 persons (12.5%) over the previous year. Violations of the Real Estate Brokerage Law accounted for 40% of the above figure. Fraudulent acts, such as neglecting to notify important matters, occurred frequently in real estate transactions. Substantial increases were also recorded for violations related to various regulatory acts concerning land use, such as the Building Standards Act, the Agricultural Land Act, and the Town Planning and Zoning Act.

Arrests for crimes related to money totalled 837 and involved 776 persons. Approximately 54% of the total were usury offenses, indicating

continued exaction of payment from debtors by organized crime groups.

The number of crimes related to international transactions is steadily rising in scale following the previous year. There were 1,093 arrests involving 416 persons and the amount of illegal settlements totalled approximately 12.7 billion yen. Illegal settlement involving the use of yen checks made out to 'self' for smuggling stimulants or for foreign investment was noted. There were also some unique offenses which involved inhouse impropriety, such as the KDD case.

In addition, swindling of warrant money in fake future transactions in the private gold market and fraud related to the systematic manufacture and sale of imitation designer items were observed. Thus, diversification in crimes was conspicuous.

6. Pollution Crime Control

The number of arrests related to pollution in 1980 was 5,456. There were 4,542 violations of the Waste Disposal Law and 400 violations of the Water Pollution Prevention Law. Of the water pollution offenses, 289 cases involved flagrant violations of drainage standards such as use of hidden drains. The majority of the violations of the Waste Disposal Law were related to industrial waste. The total amount of illegally disposed industrial waste was 351,200 tons, 79% of it originating from construction.

Pollution complaints received by the police totalled 41,860. Noise pollution, mainly caused by audio equipment, accounted for 91.6% of the total. Various actions including mediation, warning, and arrest were taken on such complaints.

7. Health and Sanitation Crime Control

A number of arrests were made for health and sanitation offenses. They included flagrant cases involving unlicensed medical practice, as in the Fujimi Hospital of Obstetrics and Gynecology, as well as widespread violation of the Drugs, Cosmetics, and Medical Instruments Law and the Food Sanitation Law, as observed in the so-called health food business.

8. Promotion of Measures Concerning Dangerous Objects

In 1980, cases of theft related to explosives amounted to 35, and crimes employing explosives numbered 5. Regarding transportation safety measures for nuclear fuel and related material, accident prevention was carried out by proper use of notification systems to the prefectural public safety commissions. At the same time, laws regulating transportation of radioisotopes were revised, and a notification system to the prefectural public safety commissions was newly established. Effective guidance and control on the handling of explosives, high pressure gas, dangerous objects,

poisons, and powerful medicines were promoted by working closely with related administrative offices.

VII. Traffic Safety and Police Actions

1. Traffic Situation

In 1979, the increasing rate in the use of automobile transportation as compared with the previous year was reflected in such figures as 55.1% of all passenger transportation (person per km) and 39.1% of freight transportation (ton per km). The number of privately owned cars increased to 38.94 million in 1980, about 1.75 million cars more than in the previous year; and the number of licensed drivers also grew to more than 43 million.

Traffic accidents in 1980 increased slightly to 476,677 cases resulting in 8,760 deaths and 598,719 injured. Typical features of traffic accidents in 1980 can be summarized as follows: frequent accidents caused by reckless young motorcyclists (ages between 16 - 19); increased number of accidents involving a single vehicle; increased rate of accidents at intersections; and constant high rate of deaths among the aged.

2. Positive Administrative Measures for Driver Safety

The range and standards of the driver licensing exam were revised in 1980 to enhance social responsibility and to improve driving manners. Furthermore, the retraining courses for license renewal and for violators under punishment were improved, and safe-driving courses for licensed motor bicycle riders as well as special training courses for juvenile motorcyclists have been implemented. The negative points system for violations such as reckless driving, etc. was made stricter, and efforts were made to eliminate dangerous drivers and to award prizes to good drivers.

As of the end of 1980, approximately 240,000 safe driving supervisors and 30,000 assistant supervisors were appointed, for whom lectures and individual training were given to improve the administration of safe driving.

3. Traffic Regulations for Pedestrian and Cyclist Safety

Safety measures for pedestrians and cyclists include the promotion of traffic safety education and a bicycle safety maintenance system which includes inspection and maintenance. With the establishment of the "Law on Promotion of Safe Use of Bicycles and Maintenance of Parking Areas" in November of 1980, continued efforts for the safe use of bicycles will be made.

4. Promotion of Traffic Safety Consciousness

In addition to the annual nationwide traffic safety campaigns in the spring and autumn, an extensive campaign was also conducted in the summer of 1980 to emphasize to the public the need to protect children and old people from traffic hazards, enhance the safe use of motorcycles and bicycles, and promote the use of seatbelts and helmets.

5. Improvement of Traffic Environment

An integrated urban traffic control system aimed at the prevention of traffic accidents and pollution as well as the alleviation of traffic congestion was expanded to counter the diversifying traffic situation, based upon the safety zones already established in residential and shopping areas in 619 cities with a population of over 30,000. Additional programs were also implemented including the widening of median strips of the roads where accidents frequently occur, increased construction and improvement of pedestrian crossings, etc.

Fiscal 1980 marked the final year of the second 5-year traffic safety facilities improvement project. The total cost of the project over the five years amounted to ¥306 billion. In FY 1980, the sum of ¥73.5 billion was spent on the establishment of traffic control centers in 9 cities and installation of 6,053 traffic signals. A portion of this amount was allocated to improve the signals respect of their systematization, quick response, as well as rationalization of maintenance. Efforts were also made to improve road signs in terms of visibility, energy consumption, etc.

6. Establishment of Traffic Order

During 1980, the police strengthened safety guidance on the roads and made efforts to prevent dangerous conduct such as ignoring of traffic signals, disregard of no thoroughfare signs, etc. The police put emphasis on prevention especially of serious and dangerous traffic violations such as unlicensed driving, driving under the influence of alcohol, violent speeding, etc., all of which could lead directly to fatal accidents. As a result, a total of about 11.64 million arrests were made. During the strengthened traffic control campaigns, special attempts were made to prevent traffic violations on specific roads by demonstrating actual examples of traffic accidents on such designated roads, as well as to raise the drivers' safety consciousness. Furthermore, in numerous cases, employers often indirectly encourage violations such as overloading, driving in an overworked condition, driving poorly maintained vehicles, etc. Administrative responsibility by employers for business operation, personnel, etc. has been pursued. At the same time, administrative disposition for restricted operation of automobiles was applied to 111 cases.

Automobile-related manslaughter and injury cases in 1980 numbered 455,337 involving 477,731 persons.

Hit-and-run cases amounted to 27,566. Malicious and sophisticated cases such as the destruction of proof were noticeable. There were 2,650 arrests for car insurance fraud and other new forms of crime arising in the car-oriented society.

7. Expressway Traffic Control

The overall length of expressways in Japan amounted to 3,293 kilometers by the end of 1980. With the establishment of a nationwide expressway traffic control system, the police are working to secure safety and smooth traffic flow through close communications within the system.

The number of traffic accidents on national expressways in 1980 was 11,869, a 1,116 decrease from the previous year. This can be attributed to the constant and active promotion of the "five rules for driving on expressways" introduced in the previous year and the improvement of safety facilities as well as the enforcement of traffic regulations on highways opened in 1980.

VIII. Maintenance of Public Safety

1. Intensification of Espionage Activities

Reflecting the complexity of the current international situation, espionage activities in Japan by communist block countries -- the Soviet Union, North Korea, etc. -- have been intensifying. This resulted in 4 cases of arrest in 1980.

Soviet-related incidents include the "Luzlov Case" (January 18, Metropolitan Police Department) in which a former Japanese major general and his group served as agents for a Soviet intelligence office and collected secret information from the Defense Agency. Another was the so-called "Report Ship No.18 Wako-Maru Case" (January 9, Hokkaido Police Department) in which captains of report ships undertook information gathering activities under orders of the Soviet Border Garrison stationed in the Northern Territory.

North Korea-related incidents include the "Mizubashi Case" (February 20, Saitama Police Department) in which a North Korean agent departed illegally for North Korea from the Sea of Japan coast; and the other attempted illegal exit case, known as the "Iso-no-Matsushima Case" (June 12, Hyogo Police Department).

2. Ultra-Leftist Groups which Tend to Full-Scale Terrorist and Guerilla Activities

Following the previous year, the ultra-leftist groups continued their involvement in atrocious murders through intra-factional strife, the

opposition to Narita International Airport, the campaign against exercises on the Pacific coasts, etc. The many guerilla-type incidents stemming from extreme leftist struggles reflect their growing movement toward full-scale terrorist and guerilla activities. In the "Narita Struggle", in particular, which they took up as the central piece in their plan for 1980, they used Molotov cocktails, time bombs, and automobiles equipped with flame throwers, giving rise to 18 cases in addition to frequent cases of interfering with flights by floating balloons in the air.

Incidents of intra-factional strife decreased slightly from the 22 cases involving 8 deaths and 32 injuries in the previous year to 15 cases resulting in 8 deaths and 32 injuries with the number of deaths and injuries remaining unchanged. The crimes were well planned and callous.

The Japan Red Army continued to consolidate its foundation for revolution in Japan. Its activities included the publication of the "Letter to Fellow Members Replacing the Statement of May 30" (dated May 10) and "Proclamation on the 3rd Anniversary of the Dacca Case" (dated October 3).

The Red Army called for strengthened unity amongst each class within Japan as they worked to expand and consolidate their Japanese supporting organizations.

3. Japan Communist Party -- Aiming at Establishing a "Democratic Coalition Government" in the 1980s

At their 15th Party Convention in February 1980, the Japan Communist Party decided to start a full-scale campaign to establish a "Democratic Coalition Government". However, the party suffered setbacks in the simultaneous elections for the House of Representatives and the House of Councillors in June, losing 12 seats in the House of Representatives (41 to 29) and 4 seats in the House of Councillors (16 to 12). Viewing its predicament as a "Second Post-War Reactionary Offensive Period", the Communist Party energetically worked to promote various activities aimed at reconstructing the party. Greater efforts in mass activities like the October 21 Struggle and the November 16th Meeting, concentration of forces of the united front especially at the United Reformist Gathering and the United Labor Gathering as well as expansion of party forces mainly through the party organ, represent major attempts at overcoming the situation. The party also set out on a training and education program aimed at implanting communist conviction and cultivating a revolutionary fighting spirit among its members.

However, both internal and external conditions worked against the interest of the Japan Communist Party. The Afghanistan crisis, Polish strike, Ritsu Itoh incident, and a number of other events, served only to worsen the image of both socialism and the Japan Communist Party. Consequently, they suffered greatly in their efforts for full-scale reconstruction of the party.

In terms of international solidarity, the Japan Communist Party has developed solidarity and exchange with its Soviet and East European counter-

parts since the normalization of relations with the Soviet Communist Party at the end of 1979, despite such incidents as the Soviet invasion of Afghanistan, etc.

4. Diversification of Mass Movements

Campaigns aimed against Narita International Airport, nuclear power plant pollution, military bases, etc., in which a total of 5.84 million people were mobilized, indicated a diversification of leftist mass activities.

Police responded to such mass campaigns by taking necessary security measures, and arrested 335 people for obstructing the performance of their official duties, trespassing, violation, etc. under the relevant laws.

5. Labor Movements in the Unstable Economic Situation

The spring labor offensive of 1980 was carried out prior to the election of the House of Councillors and in the midst of an uncertain economic atmosphere resulting from a series of rises in charges for public utilities. The nationwide unified strike on April 16 disrupted the Japanese National Railways schedule and greatly affected the lives of the citizens. During the labor strife in the autumn, the General Council of Trade Unions of Japan staged meetings, demonstrations, petitions, etc., while the four JNR-related labor unions including the National Railway Workers' Union, the National Railway Motive Power Union, etc. and the All Japan Prefectural and Municipal Workers' Union, joined in an illegal strike.

In such a situation, 244 incidents occurred in connection with labor disputes and inter-union conflicts. Thus, the police cleared 237 cases after arresting 444 people for violence, inflicting bodily harm, etc.

6. Intensification of Rightist Activities

Many rightist and racist groups used aggressive propaganda in the streets calling for the independent enactment of a constitution through holding assemblies, demonstrations, etc. Growing concern over Japan's national defense capability led the rightists, in particular, to protest actively against the Soviet Union. At the same time, they strengthened their activities against the government by demanding the return of the Northern Territory and legalization of the state control of Yasukuni Shrine. They stepped up confrontation with Japanese leftist groups, the Soviet Union, and the People's Republic of China, and expressed their strong objection to various leftists activities as well as the Soviet diplomatic mission in Japan.

These activities were accompanied by numerous infringements of the law, resulting in 242 cases and 349 arrests.

IX. Disasters, Accidents and Police Activities

1. Anti-Disaster Activities

During 1980, in addition to the Tokai earthquake countermeasures, the police reinforced disaster measures for large earthquakes focusing on the southern Kanto area and other areas where there have been earthquakes in the past. The National Police Agency modified the "Public Safety Commission and National Police Agency Anti-Disaster Program" while the concerned metropolitan and prefectural police departments also formulated large earthquake guard plans. Other measures include revision of the disaster prevention measures for nuclear power plants, promotion of special disaster measures for underground markets, etc. as well as the implementation of large-scale earthquake drills especially in the Tokai and southern Kanto areas.

In 1980, there were a number of natural disasters caused by the series of earthquakes in the sea east of the Izu Peninsula (June), the heavy rains in the Kyushu area (August), and Typhoon No.13 (September) which brought damage to 12,120 households and 40,963 people. A total of approximately 50,000 policemen were engaged in disaster guard activities.

2. Crowd Control

The number of people who turned out in crowds for any kind of occasion amounted to approximately 740 million persons in 1980 (including visitors to public stadiums) and a total of approximately 860,000 policemen were mobilized for the prevention of accidents and disputes. In particular, the first three days of the New Year recorded a turnout of approximately 66.4 million people visiting temples and shrines; and approximately 60.9 million people turned out during "Golden Week". There were three cases of crowd accidents involving soccer games, music shows, etc. which resulted in 15 injuries. There were 8 dispute cases, all occurring in public stadiums in the Kanto area.

3. Various Accidents and Police Activities

During 1980, there were 3,775 water-related disasters with 2,426 missing or dead, a decrease of 173 cases and 218 people in comparison with 1979. The unusually cold summer also served to bring down the number of deaths and missing persons to 1,060, a decrease of 177 from the same season of the previous year.

There were 476 accidents in the mountains in 1980 resulting in 183 missing or dead and 293 injured. This represented a decrease of 98 cases and 128 deaths and injuries as compared with the previous year.

In 1980, there were 24,388 cases of fire recognized by the police, resulting in 3,081 deaths and injuries. Explosion accidents accounted for 425 cases and 976 deaths and injuries; ship-related accidents accounted for

113 cases with 157 deaths and injuries.

In addition, there were deaths and injuries caused by escaped snakes, lions, large dogs, etc. which gave rise to insecurity for local residents. There were also new types of accidents resulting from diversified forms of recreation such as sky-diving, hang-gliding, etc.

X. Establishment of a Compensation System for Crime Victims

The establishment of a compensation system which a matter for victims of crime, had been a pending problem since the explosion of a Mitsubishi Heavy Industries Building in 1974, was realized with the enforcement of the Law for Crime Victim Compensation Allowance on January 1, 1981.

The system is based on the spirit of social solidarity and cooperation and requires the government to supply compensation allowance guaranteeing the psychological and economic stability of those seriously handicapped or the bereaved family of the victim as a result of wanton crimes committed by indiscriminate killers on the street, etc.

The police have endeavored to prepare necessary laws and regulations for the smooth enforcement of the system and will continue to strive for its appropriate application and for the promotion of comprehensive relief measures for crime victims. Furthermore, the police are also cooperating for the establishment of a foundation which will provide scholarships to orphans of crime victims.

II PROSPECTS AND EXISTING PROBLEMS OF PUBLIC ORDER

I. Prospects for Public Order

In the context of the turbulent international situation, there will be confrontations in the Diet between the ruling and opposition parties on problems of defence, financial reconstruction, administrative reform, etc. and mass campaigns outside the Diet. Business outlook is not good, with the presence of various factors of uncertainty such as oil price rises, tight public finance, and trade friction with Europe and the United States.

Against such a background, feelings of uncertainty and discontent may mount, thereby affecting the public order. With regards to speed gangs, as a result of the growth of the young generation and the lowering age of juvenile delinquents, their reserve forces may increase. There is a possibility of the criminal nature of the group worsening with the entry of vicious delinquents. The complex interplay of various factors such as the worsening social environment, problems of school dropouts, etc. may cause the delinquency to spread to younger children in wider circles. There is a danger of the cases of violence, assault and battery, increasing and becoming more vicious.

It is also expected that the worsening trend of brutal crimes aimed at making a fortune at a single stroke will result in robbery of financial institutions as well as kidnapping for ransom money. Conflicts within violent groups will increase as the groups are approaching the time when their elder leaders are replaced by younger ones, compounded by the sources of income. Reflecting the difficult economic situation, there will be an increase of corruption cases in public enterprises and financial crimes caused by failure and bankruptcies of firms. The increasing international exchanges may also be accompanied by increased occurrence of international crime.

Stimulant drug abuse, now spreading to common citizens, will continue to expand, the techniques of illegal traffic of drugs will become more sophisticated, and drug-related crimes and incidents will increase.

The ultra-leftist violent groups will step up their covert militarization to mount full-scale guerilla activities. The Japan Red Army may resume its illegal activities to consolidate grounds for revolution. International espionage activities in Japan may increase as a reflection of the complex international situation. The Japan Communist Party will attempt to strengthen its stagnating party and to reinstate the Democratic Coalition Government through mounting mass campaigns, etc. Rightist groups, which have a deep concern in relation to problems of constitution, Northern Territory, defense, etc., may commit illegal acts against the leftist groups while reactivating themselves.

Traffic accidents are one of the major public concerns in daily life.

It is expected that the situation will continue to be as severe as in 1980. With the consistent rise in the number of private cars and licensed drivers, public demand for traffic safety, less traffic congestion, prevention of pollution, etc. will intensify.

In order to cope with this situation, the police are presently laying emphasis on the following measures.

1. Promotion of Basic Measures Against Speed Gangs

The police intend to strengthen measures against speed gangs through control of their dangerous group activities and by giving guidance for their disbandment, and to promote community measures aimed at creating a social environment which does not permit speed gangs. In taking the above measures it is necessary to regard the problem of speed gangs as the central problem of juvenile delinquency, to deal with the problem appropriately and to sever the ties of speed gangs with violent groups in and out of school. The promotion of comprehensive countermeasures encompassing family, school, and society is also required for the elimination of speed gangs.

2. Promotion of Measures to Prevent School Violence and Other Juvenile Delinquency

In order to cope with the lowering age of delinquents and the spread of juvenile delinquency, delinquency must be nipped in the bud in the early years of junior high school. This requires closer cooperation of the police with schools and Boards of Education in the implementation of measures to prevent school violence and student delinquency. The disbanding of delinquent boss groups in school as well as the severing of these groups from the adverse influence of speed gangs and other violent groups outside school are also important. In case in-school student vicious attacks occur, it is necessary for the police to provide appropriate guidance for the students involved, in cooperation with their school, guardians and the community.

3. Promotion of Measures Against Stimulant Drugs

To cope with the growing stimulant drug cases, the police intend to improve their investigation system, to promote closer cooperation with customs and other related organs in and out of the country for the elimination of smuggling and trafficking in drugs. As it is important that every citizen realizes that these drugs are harmful. The police must expand public relations activities in cooperation with related agencies to create a social environment which rejects the abuse of such drugs, and take effective measures against drug addicts.

4. Establishment of Traffic Order in a Car-Oriented Society

Based on the third 5-year project for the improvement of traffic safety facilities starting in 1981 with the aim of reducing deaths in traffic accidents, the police will improve the traffic safety facilities including traffic control centers, and the drivers' education program through conducting effective training courses, etc. for them.

In addition, more effective protection and guidance of pedestrians and cyclists will be provided; vicious and dangerous violations of rules, including reckless driving, driving under the influence of alcohol, etc. will be strictly controlled; and the overloading of trucks, etc. by the driver as well as his employer will be severely punished.

5. Promotion of Measures for Strengthening the Criminal Affairs Division of the Police

With the changing social structure and growing public demand for social justice, the worsening investigation environment, the transformation of the nature of crimes, and the emergence of new types of crime, the difficulty of investigation is increasing. In order to cope with such a situation, a "Handbook on Comprehensive Measures for the Strengthening of the Criminal Affairs Division of the Police" has been planned. This book is intended to foster competent investigators and their leadership through strengthening the investigative capability in important intellectual crimes, crimes covering a large geographical area and scientific crimes. The handbook contains a basic policy for the criminal affairs division and it will be steadily implemented.

6. Concentrated Regulation of Integrated Crime Organizations

In response to the integration and systematization of underworld organizations, effective regulation of such groups necessitates concentrated efforts against these large-scaled integrated organizations, widespread arrest of gangsters, isolation from society, and destruction of their fund sources in cooperation with local residents. Such measures, designed to weaken the organizational strength, are required to disband such groups. Thus, the police are aiming at their eradication through clarification of nationwide targets and effective nationwide cooperative and intensive supervision.

7. Arrest and Control of Illegal Activities of Extreme Leftist Groups

In order to prevent the extreme leftist violent groups' vicious guerrilla cases such as murders among gangsters, bomb cases, terrorist cases assaults on airports and police facilities, the Police Agency is endeavoring to understand clearly the leftist movements and take appropriate security measures so as to root them out.

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