

The Third Five-Year Drug Abuse Prevention Strategy

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Headquarters for the Promotion of Measures to Prevent Drug Abuse

Table of Contents

1. Introduction.....	1
2. The Three Perspectives in Strategy Development	2
(1) Strengthening cooperation between administrative organs and private bodies to prevent relapse into drug abuse.....	2
(2) Promoting measures against organized crime effectively	2
(3) Coping precisely with trends in illegal trafficking.....	2
3. The Objectives of the Strategy.....	3
4. The Four Objectives.....	4
Objective 1	
To eradicate drug abuse by young people and boost normative consciousness to deny drug abuse.....	4
(1) Improving and strengthening guidance on drug abuse prevention in schools	4
(2) Strengthening awareness among young people in/out of employment	5
(3) Cultivating consciousness to eradicate drug abuse and strengthening preventive measures in communities	6
(4) Strengthening advocacy and awareness raising activities	6
(5) Building consulting systems by related organizations	7
Objective 2	
To prevent relapse into drug abuse by supporting the treatment and reintegration into the society of drug dependents/addicts and by enriching the support of their families.....	8
(1) Promoting wider public awareness of counseling services and improving the counseling service organization	8
(2) Improving the medical service system for drug dependents/addicts in Japan	9
(3) Improving support and counseling for the families of drug dependents/addicts	9
(4) Improving support for the reintegration into society of drug dependents/addicts ..	10
(5) Strengthening cooperation with private bodies	10

(6) Strengthening and enriching measures to prevent relapse into drug abuse among young people	11
(7) Promoting research on the state of drug abuse, methods for treating drug dependence	11

Objective 3

To eliminate illicit drug trafficking organizations and exercise thorough control over end-users	13
(1) Promoting measures against organized crime	13
(Promoting a comprehensive strategy to eliminate illicit drug trafficking organizations)	
(Exercise thorough control over key persons in illicit drug trafficking organizations)	
(Imposing severe punishment)	
(Utilizing investigative techniques.)	
(Promoting measures against illicit drug trafficking organizations consisting of foreigners such as Iranians)	
(2) Promoting measures against proceeds of crime	15
(Strengthening collection and analysis of information on drug crime proceeds)	
(Thorough action to deprive of drug crime proceeds)	
(Promoting action to deter illegal remittance of drug crime proceeds)	
(3) Coping with increasingly sophisticated methods of illegal trafficking	16
(4) Exercising thorough control over end-users	16
(5) Coping with diversifying drug abuse	17
(6) Exercising thorough supervision over legal distribution	18
(7) Strengthening cooperation among related organizations	18

Objective 4

To interdict drug smuggling thoroughly at the border and promote international cooperation	19
(1) Strengthening collection of information on smuggling.	19
(Strengthening collection of information from the private sector)	
(Strengthening international information collection)	
(Strengthening organizations and equipment)	
(Promoting signature analysis)	

(Enhancing measures and organization for control of export and import of raw materials)	
(2) Improving and tightening control over smuggling.....	21
(Strengthening cooperation among related organizations)	
(Strengthening systems of surveillance and control of seas, ports and harbors)	
(Strengthening the control system in response to the smuggling risk)	
(Reinforcing and developing equipment to control smuggling in response to more sophisticated smuggling methods)	
(Utilizing investigative techniques such as controlled delivery)	
(3) Strengthening measures against smuggling by sea and air and uncovering more smuggling routes.....	23
(Strengthening cooperation among related organizations)	
(Clarifying the actual conditions of drug smuggling organizations and improving measures to control them)	
(Establishing an international control system)	
(4) Promoting international cooperation.....	25
(Promoting cooperation through a global framework)	
(Promoting cooperation with major source regions/areas for illicit drugs trafficking to Japan)	
(Promoting bilateral cooperation with main source countries for illicit drug trafficking to Japan)	

1. Introduction

Although the number of persons arrested for stimulant drug-related offenses is declining in recent years, the current drug situation shows that these arrests account for roughly 80% of all drug-related arrests. Stimulant drug-related offenses continue to be the key issue in Japan's drug problem. In addition, the number of persons arrested for cannabis-related offenses has roughly doubled over the past 10 years. In offenses related to MDMA and other synthetic drugs, the quantity of confiscated synthetic drugs is growing rapidly, and more than 80% of arrested persons are first-time offenders, showing the expanding breadth of drug abuse.

Among young people, the number of persons arrested for stimulant drug-related offenses is decreasing. However, underage youths and those in their twenties account for 60 to 70 percent of those arrested for offenses related to cannabis and MDMA and other synthetic drugs, showing the state of abuse mainly among youths.

In the number of persons arrested for stimulant drug-related offenses, the ratio of organized crime group members is rising to more than 50 percent. In addition, smuggling by illicit drug trafficking organizations consisting of foreigners, such as Iranians, has become increasingly sophisticated, suggesting deep involvements of criminal organizations in drug-related offenses.

In trafficking, the rapid dissemination of cellular phones and the Internet has led to greater sophistication in trafficking methods employing these technologies, raising concern that illicit drugs have become easily accessible to abusers.

As to trafficking cases, it is predictable that drugs are being smuggled into Japan in large volume, as there were cases of the seizure of a variety of illicit drugs in large quantities. Therefore, continuing surveillance is required for the prevention of smuggling.

Furthermore, the percentage of person who repeats stimulant drug-related offense is on the rise, standing currently at approximately 55 percent.

Even though Japan's drug abuse prevention efforts have attained some results with the implementation of strategies over the past 10 years, the situation remains grave. For this reason, the government will take comprehensive measures, in coordinated manner in order to eradicate drug abuse. (See separate sheet for details on the current status.)

2. The Three Perspectives in Strategy Development

(1) Strengthening cooperation between administrative organs and private bodies to prevent relapse into drug abuse

In order to eradicate drug abuse, related organizations and groups must work in close coordination to promote comprehensive measures while complementing each other in their efforts. For this reason, administrative organizations in the areas of drug control, correctional administration, medical and health, child welfare, and private groups, such as community volunteer groups and NPOs, must coordinate their activities to implement comprehensive programs that cover not only prevention of drug abuse but also family support and reintegration into society to curb recidivism.

(2) Promoting measures against organized crime effectively

In order to eradicate drug abuse in Japan, it is essential to interdict drug supply. For this reason, it is necessary to promote measures against organized crime vigorously, in order to stamp out organized crime groups and illicit drug trafficking organizations consisting of foreigners, engaged in systematic drug trafficking. In addition, these illicit trafficking organizations are smuggling drugs in a sophisticated manner with the use of cellular phones and Internet in recent years. Therefore, it is vital to take effective measures to adapt such trafficking methods.

(3) Coping precisely with trends in illegal trafficking

With regard to drug trafficking, smuggling of stimulants from China and North Korea were main cases. More recently, however, smuggling from new source countries and areas, such as Canada, is on the rise and therefore appropriate control measures at the border are required to deal with such changes in trafficking trends. Furthermore, international cooperation must be promoted effectively, giving due attention to changes of production and trafficking in illicit drugs not only in Southeast Asia which is the major source and transit base for drug trafficking to Japan, but also in other areas in the world.

3. The Objectives of the Strategy

The Strategy establishes the following objectives for closer coordination between related government organizations under the Headquarters for the Promotion of Measures to Prevent Drug Abuse and measures aimed at the realization of each objective.

Objective 1: To eradicate drug abuse by young people and boost normative consciousness to deny drug abuse

Objective 2: To prevent relapse into drug abuse by supporting drug dependents/addicts through the treatment and reintegration into society and by enriching the support of their families

Objective 3: To eliminate illicit drug trafficking organizations and exercise thorough control over end-users

Objective 4: To interdict drug smuggling thoroughly at the border and promote international cooperation

4. The Four Objectives

Objective 1

To eradicate drug abuse by young people and boost normative consciousness to deny drug abuse

In the area of prevention of drug abuse among young people, a variety of measures has been implemented from 2003 to 2007, such as betterment of guidance in teaching the harmful effects and hazards of drug abuse at schools, and development of an environment that restrains young people from drug abuse, through awareness-raising campaigns and reinforcement of truancy patrol on city streets, and thus it has contributed to increase the number of school students who think that illicit drugs should never be used and to decline the number of young people arrested in stimulant drug-related offenses. Notwithstanding, enhanced measures should be taken, in close cooperation among related organizations, in order to eradicate drug abuse among young people, as it is confirmed that main abusers of cannabis, MDMA and other synthetic drugs, are mainly young people.

In view of the circumstances mentioned above, the following measures will be implemented.

(1) Improving and strengthening guidance on drug abuse prevention in schools.

The following measures will be implemented for betterment of guidance to students in elementary, junior high and high schools, and as well, continuing efforts are necessary for boosting normative consciousness to eradicate illicit drugs among students.

- To provide guidance throughout educational activities at schools for betterment of drug abuse prevention education among school students, while making use of learning activities on "physical education," "health and physical education", "moral education" and "special activities" class as well as on "period of integrated study" class of interdisciplinary and comprehensive issues in the area of health which are shown as examples of guidance. (Ministry of Education, Culture, Sports, Science and Technology)
- To organize to provide "drug abuse prevention class" at least once a year at all junior high and high schools, with the cooperation of police officers, former narcotics agents, school pharmacists, for further improvement in guidance. (National Police Agency, Ministry of Finance, Ministry of Education, Culture, Sports, Science and Technology, and Ministry of Health, Labour and Welfare)

- To prepare and distribute educational materials for students and teaching materials for teachers regarding drug abuse prevention, in order to enable school students to gain accurate knowledge of the harmful effects and hazards of drug abuse. (National Police Agency, Ministry of Education, Culture, Sports, Science and Technology, and Ministry of Health, Labour and Welfare)
- To inform widely effective use of such distributed teaching materials and to promote closer coordination among related organizations on use of such materials. (National Police Agency, Ministry of Education, Culture, Sports, Science and Technology and Ministry of Health, Labour and Welfare)
- To improve seminars held by the national and prefectural governments, organized for effective guidance and improvement in teaching methods and to increase training opportunities to schoolteachers and drug abuse prevention class instructors. (National Police Agency, Ministry of Education, Culture, Sports, Science and Technology and Ministry of Health, Labour and Welfare)
- To conduct surveys and analyses on a regular basis, examining student awareness toward drugs, the state of drug abuse, .in order to study the achievements made and issues involved in drug abuse prevention education. (Ministry of Education, Culture, Sports, Science and Technology and Ministry of Health, Labour and Welfare)
- To strengthen information exchange on the state of drug abuse among young people and on the harmful effects and hazards of drugs at school-police liaison councils, and to boost closer cooperation between police and school officers and other related parties, including request for early contact whenever drug abuse is found. (National Police Agency and Ministry of Education, Culture, Sports, Science and Technology)
- To promote greater awareness among students at universities and colleges, to prevent drug abuse, encouraging Universities to take opportunity of orientation and guidance programs at enrollment and prepare advocacy materials to be used on such occasions. (Ministry of Education, Culture, Sports, Science and Technology)
- To promote improvement in guidance regarding the harmful effects and hazards of cannabis, MDMA and other synthetic drugs, taking into consideration the situation of local community and the stage of development of students. (Ministry of Education, Culture, Sports, Science and Technology and the Ministry of Health, Labour and Welfare)

(2) Strengthening awareness among young people in/out of employment

The following measures will be implemented for young people in/out of employment, who account for a large part of young people arrested for stimulant drug-related offenses, in order

to impart accurate knowledge on the harmful effects and hazards of drug abuse and to implant consciousness not to abuse drugs any longer.

- To promote awareness of young people in/out of employment in labor-related organizations, youth labor-related organizations . (Ministry of Education, Culture, Sports, Science and Technology)
- To promote awareness of drug abuse prevention among young people in/out of employment through street campaigns . (National Police Agency)

(3) Cultivating consciousness to eradicate drug abuse and strengthening preventive measures in communities

The following measures will be implemented to promote communitywide action in creating an environment that does not tolerate drug abuse, through cooperation with local volunteer groups .

- To improve capacity of instructors of drug abuse prevention class, through organization of training seminars and effective use of various awareness-promotion materials (Ministry of Education, Culture, Sports, Science and Technology)
- To organize community dialogue meetings on drug abuse prevention for young people and their parents. (Ministry of Health, Labour and Welfare)
- To improve drug abuse prevention education for young people at home by preparing and distributing educational guidebooks to parents of youths. (Ministry of Health, Labour and Welfare)
- To promote awareness of drug abuse prevention among young people and their parents, through symposium, street campaigns . (National Police Agency)
- To make efforts toward early detection and protection of young people drug abusers by strengthening truancy patrol on the streets, in cooperation with local communities and related organizations. (National Police Agency)
- To solicit active cooperation of owners of game arcades, karaoke shops, where young people are likely to gather, to report juvenile drug abusers promptly to the police. (National Police Agency)
- To strengthen close coordination with local volunteers, and to provide support, including provision of awareness-promotion materials. (Ministry of Health, Labour and Welfare)

(4) Strengthening advocacy and awareness raising activities

The following measures will be implemented to foster deeper understanding of drug abuse prevention among people.

- To further promote advocacy and awareness raising activities for drug abuse prevention, including provision of information on counseling offices, on drug abuse. (Cabinet Office, National Police Agency, Ministry of Justice, Ministry of Education, Culture, Sports, Science and Technology and Ministry of Health, Labour and Welfare)
- To develop further enhanced awareness-raising and educational activities on the harmful effects and hazards of drug abuse, guidance methods on drug abuse prevention, to young people and persons related to youth education and development, through the following events: "No, Absolutely No!" Campaign (June 20-July 19) conducted as a support project for the "United Nations Declaration on the Guiding Principles of Drug Demand Reduction"; "Campaign to Eradicate Illegal Marijuana and Poppy" (May-June); "Special Campaign Period for Preventing Drug Abuse" (June-July); "National Juvenile Delinquency Prevention Month" (July); "The Brighter Society Campaign" (July); "Narcotics and Stimulant Drug Danger Extermination Months" (October-November); "National Sound Growth of Young people Months" (November) and others. (Cabinet Office, National Police Agency, Ministry of Justice, Ministry of Education, Culture, Sports, Science and Technology and Ministry of Health, Labour and Welfare)
- To disseminate accurate information about the harmful effects and hazards of drug abuse through effective use of "Drug Abuse Prevention PR Cars," "Drug Abuse Prevention Caravan Cars" and the Internet. (Cabinet Office, National Police Agency, Ministry of Education, Culture, Sports, Science and Technology and Ministry of Health, Labour and Welfare)

(5) Building consulting systems by related organizations

The following measures will be implemented to improve counseling systems and enable them to respond swiftly and accurately to inquiries from local residents.

- To further strengthen cooperation among consulting organizations so as to promote the best possible action for young people. (Cabinet Office, National Police Agency, Ministry of Justice, Ministry of Education, Culture, Sports, Science and Technology and Ministry of Health, Labour and Welfare)
- To promote active use of consulting organizations through boosting public awareness of consulting services. (Cabinet Office, National Police Agency, Ministry of Justice, Ministry of Education, Culture, Sports, Science and Technology and Ministry of Health, Labour and Welfare)
- To make improvements in various workshops and seminars and enhance the quality of counselors expertised in juvenile issues with specialized knowledge such as psychology (Cabinet Office, National Police Agency, Ministry of Justice)

Objective 2

To prevent relapse into drug abuse by supporting the treatment and reintegration into society of drug dependents/addicts and by enriching the support of their families

Once a person abuses drugs, early detection and early response become essential. In such a case, it is necessary to take action in response to the conditions and the state of the abuser, examining drug dependence and neurological manifestations (such as hallucinations and delusions) of the person.

Although hallucinations, delusions and other neurological symptoms can be treated within the existing framework of mental health care, a decisively effective treatment method has yet to be found for drug addiction. For this reason, it is necessary to conduct research and development under the initiative of the National Center of Neurology and Psychiatry, and at the same time, pursue effective use of currently available social resources and methods while returning the research achievements to relevant sectors of society. When doing so, attention must be paid to the fact that treatment of drug addiction and reintegration into society are interlinked in a continuous process, that is to say, assistance for reintegration should be provided not in a separated manner with treatment of drug dependence, on the understanding that many drug-related offenders are drug addicts.

Furthermore, action including drug addiction treatment and reintegration into society requires not only the close cooperation among related government organizations but also cooperation with private groups and support of families that suffer from drug-related problems. For this purpose, the following measures will be implemented.

(1) Promoting wider public awareness of counseling services and improving the counseling service organization

Because of the high frequency of the drug abuse problem being recognized first by the family or other persons close to the drug user, early detection and treatment requires wider awareness of counseling services among the public, in order to help family members seek counseling quickly, and improvement of the counseling service organization.

- To promote wider awareness and use of counseling services so that families with drug abuse problems are able to seek counseling at an early stage and at the same time to strengthen cooperation among related organizations to deal with such inquiries. (Cabinet Office, National Police Agency, Ministry of Justice, Ministry of Education, Culture, Sports, Science and Technology and Ministry of Health, Labour and Welfare)

- To build specialized knowledge of personnel in charge of drug abuse counseling through training, aimed at reinforcement of the counseling service organizations at health care centers, mental health and welfare centers and other organizations.

(2) Improving the medical service system for drug dependents/addicts in Japan

The following measures will be promoted, in view of the importance of providing appropriate medical care to drug abusers suffering from hallucinations, delusions and other neurological symptoms (symptoms signifying drug addiction) and of the importance of the medical care system that enables appropriate treatment also of drug dependence/addiction itself, which is the source of such ailments.

- To continue promoting the provision of appropriate medical care to drug abusers suffering from hallucinations and delusions. (Ministry of Health, Labour and Welfare)
- To promote development of methods to treat drug dependence among abusers who show addiction without symptoms of hallucinations or delusions. (Ministry of Health, Labour and Welfare)
- To conduct training on drug dependence/addiction for medical care workers. (Ministry of Health, Labour and Welfare)

(3) Improving support and counseling for the families of drug dependents/addicts

For a drug abuser to recover quickly from drug dependence, appropriate family support is the key. The following support is essential for the family of such persons to gain knowledge on drug dependence and learn to handle conditions appropriately.

- To promote wider awareness and use of counseling services so that families with drug abuse problems are able to seek counseling at an early stage and at the same time to strengthen cooperation among related organizations to deal with such inquiries. (Cabinet Office, National Police Agency, Ministry of Justice, Ministry of Education, Culture, Sports, Science and Technology and Ministry of Health, Labour and Welfare)
- To build a network of various related organizations, including private groups involved in the treatment and rehabilitation of drug dependents/addicts and support of their families. (National Police Agency, Ministry of Justice and Ministry of Health, Labour and Welfare)
- To organize more actively seminars for families of drug-related probationers and parolees, to gain knowledge on the harm of addictive drugs and on how to handle drug users. (Ministry of Justice)

(4) Improving support for the reintegration into society of drug dependents/addicts

Considering that a significant number of persons have relapsed into drug abuse, due to financial instability from not being able to find employment, related organizations must cooperate closely and provide support in order to promote reintegration into society.

- To strengthen and improve contents and methods of treatment employed at penal institutions to prevent recidivism among drug-related prisoners and to promote guidance skills of personnel. (Ministry of Justice)
- To improve guidance of drug-related probationers and parolees in severing drug addiction, training in everyday living, vocational guidance, and to strengthen cooperation with private offenders rehabilitation facilities. (Ministry of Justice)
- To build a network of various related organizations, including private groups involved in the treatment and rehabilitation of drug dependents/addicts and support of their families. (National Police Agency, Ministry of Justice and Ministry of Health, Labour and Welfare)
- To strengthen treatment on probationers and parolees, who show a criminal tendency of repeating stimulant drug use. (Ministry of Justice)
- To strengthen support to families of drug-related probationers and parolees. (Ministry of Justice)
- To promote improvement and reinforcement of vocational support, such as cooperation with Public Employment Security Offices and other employment agencies and expanding the scope of cooperating employers for offenders. (Ministry of Justice and Ministry of Health, Labour and Welfare)

(5) Strengthening cooperation with private bodies

It has been reported that private bodies such as self-help groups play an important role for recovery from addiction. Drug recidivism prevention will continue to be promoted in close cooperation with private bodies.

- To strengthen cooperation with activities of NPOs and private groups involved in the treatment and rehabilitation of drug dependents/addicts. (Cabinet Office, National Police Agency, Ministry of Justice and Ministry of Health, Labour and Welfare)
- To promote availability of information on activities of private bodies, to drug dependents/addicts and their families. (Cabinet Office, National Police Agency, Ministry of Justice and Ministry of Health, Labour and Welfare)
- To study approaches in cooperation with private bodies, as part of rehabilitation support for correctional institution inmates. (Ministry of Justice)

(6) Strengthening and enriching measures to prevent relapse into drug abuse among young people

In preventing relapse into drug abuse among young people, attention should be paid to the following in addition to the comprehensive measures described in (1) through (5) above.

- To promote betterment in treatment for young people under probation and parolees from the juvenile training school of drug-related offenses. (Ministry of Justice)
- To promote the improvement of educational programs for drug abusers at juvenile training schools and the research on guidance skills for the effective implementation of these programs. (Ministry of Justice)
- To actively promote betterment in group treatment for young people, under probation and parolees from the juvenile training school of drug-related offenses, their parents and guardians. (Ministry of Justice)
- To promote cooperation with related organizations to prevent relapse of juvenile abusers of thinner and other drugs and to follow up on continuing correctional guidance. (National Police Agency)
- To continue education in preventing relapse into drug abuse for children at community homes, who have abused drug in past. (Ministry of Health, Labour and Welfare)

(7) Promoting research on the state of drug abuse, methods for treating drug dependence

Despite the difficulties involved in capturing the real conditions of drug abuse, it is essential to continue monitoring the ever-changing state of drug abuse in order to implement measures more effectively. The research on drug dependence treatment is a global issue, but it is also important to engage in basic research. To prevent relapse into drug use, studies will be promoted on new measures to resolve problems in reintegration into society.

- To promote basic research on the mechanisms of drug addiction and chronic neurotoxicity, epidemiological research on drug abuse and dependence, surveys on awareness and conditions related to drug abuse and dependence, research on directions in medical care for drug dependents/addicts. (Ministry of Education, Culture, Sports, Science and Technology and Ministry of Health, Labour and Welfare)
- To gather, analyze and assess information related to addictive drugs, including cases of drug dependence/addiction observed by various facilities, based on cooperation with mental health care facilities nationwide. (Ministry of Education, Culture, Sports, Science and Technology)

- To conduct research on programs for drug dependents/addicts in other countries, where participation in educational and treatment programs is compulsory . (Ministry of Justice and Ministry of Education, Culture, Sports, Science and Technology)
- To conduct research on cases in other countries related to treatment groups aimed at rehabilitation of drug dependents/addicts to society. (Ministry of Justice and Ministry of Health, Labour and Welfare)

Objective 3**To eliminate illicit drug trafficking organizations and exercise thorough control over end-users**

To prevent drug abuse, it is necessary to eliminate illicit drug trafficking organizations that supply such drugs and to build a society where such drugs are not accessible. In addition, control of end-users that contribute to the maintenance and growth of such organizations must be implemented thoroughly in order to eradicate drug demand.

As a result of control over illicit drug trafficking organizations implemented in cooperation with related organizations during the period covered by the New Five-Year Drug Abuse Prevention Strategy adopted in 2003, combined with efforts to promote various measures, such organizations were effectively impacted in terms of manpower and funding. Furthermore, the drive to control end drug users has led to a large number of arrests of such offenders. Notwithstanding, these illicit drug trafficking organizations continue to operate, and their trafficking methods have become increasingly sophisticated, swift and difficult to trace.

Although the number of stimulant drug-related offenders is decreasing, demand for such drugs remains strong. In addition, roughly 80% of those arrested for offenses related to cannabis, MDMA and other synthetic drugs are first-time offenders, showing the growth in the scope of drug abuse among young people and that we have yet to eradicate drug demand.

For this reason, the following measures will be implemented through cooperation among related government organizations.

(1) Promoting measures against organized crime

In Japan, organized crime groups and illicit drug trafficking organizations consisting of foreigners, such as Iranians, play a central role in drug trafficking. In order to eradicate drug abuse, it is vital to eliminate these organizations that supply illicit drugs. For this reason, the following measures against organized crimes will be implemented.

(Promoting a comprehensive strategy to eliminate illicit drug trafficking organizations)

- To gather and analyze information related to illicit drug trafficking by organized crime groups and to promote control based on a comprehensive strategy. (National Police Agency and Ministry of Health, Labour and Welfare)
- To strengthen the investigation system and information analysis system, in order to promote identification of the real conditions in organized drug trafficking. (National Police Agency and Ministry of Health, Labour and Welfare)

- To develop facilities, equipment and materials necessary for undercover investigation and observation of drug trafficking organizations. (National Police Agency and Ministry of Health, Labour and Welfare)

(Exercise thorough control over key persons in illicit drug trafficking organizations)

- Promote identification of the real conditions in illicit drug trafficking by organized crime groups and illicit drug trafficking organizations consisting of foreigners, such as Iranians, and to promote arrest of top leaders and others that play key roles in such organizations. (National Police Agency, Ministry of Justice and Ministry of Health, Labour and Welfare)

(Imposing severe punishment)

- To work for application of Article 5 of the Law Concerning Special Provisions for the Narcotics and Psychotropic Control Law and Other Matters for the Prevention of Activities Encouraging Illicit Conducts and Other Activities Involving Controlled Substances through International Cooperation (Anti-Drug Special Law) that severely penalizes drug trafficking conducted as business, in order to impose severe punishment and for proof of malice, for-profit interest and habitual nature of suspects and defendants in investigations and at court. (National Police Agency, Ministry of Justice and Ministry of Health, Labour and Welfare)

(Utilizing investigative techniques)

- To promote effective use of investigative techniques such as controlled delivery and communication interception, in order to uncover systematic illicit drug trafficking, and at the same time study measures for more effective utilization. (National Police Agency, Ministry of Justice and Ministry of Health, Labour and Welfare)

(Promoting measures against illicit drug trafficking organizations consisting of foreigners such as Iranians)

- To implement new immigration inspections utilizing personal identification data and measures to control forged documents both rigorously and accurately, in order to deter growth of illicit drug trafficking organizations consisting of foreigners such as Iranians who are seen on occasion to enter and leave Japan with forged passports. (Ministry of Justice)
- To boost information gathering and analysis functions regarding illegal aliens and to build and strengthen the mechanisms for apprehension, commitment and deportation. (National Police Agency and Ministry of Justice)
- To strengthen cooperation among related organizations, to promote speed in identifying persons linked to illicit drug trafficking organizations consisting of foreigners such as Iranians and to

promote elucidation of conditions in drug trafficking, including distribution of roles among organization members. (National Police Agency, Industry of Justice and Ministry of Health, Labour and Welfare)

- To improve and develop the interpreter system, including training of investigators with foreign language competence. (National Police Agency, Ministry of Justice and Ministry of Health, Labour and Welfare)

(2) Promoting measures against proceeds from crime

Profits from drug-related crimes earned by organized crime groups and illicit drug trafficking organizations consisting of foreigners such as Iranians are being used as operational funds for new crimes, leading to maintenance and reinforcement of such organizations and promotion of organized crime. In order to weaken these organizations and drive them to elimination, the following measures to curb proceeds from crime will be promoted to impact them in the area of financial standing.

(Strengthening collection and analysis of information on drug crime proceeds)

- To promote improvement and strengthening of financial intelligence unit (FIU), promote activities to identify conditions related to drug crime proceeds, and to work on uncovering transactions and concealment of such proceeds. (National Police Agency, Ministry of Justice and Ministry of Health, Labour and Welfare)
- To work on strengthening analysis capability on information related to transactions suspected to be linked to drug crimes and that had been reported under the provisions of the Law for Prevention of Transfer of Criminal Proceeds, including sophistication of analytic methods, and to promote swift and precise provision of information to investigative organizations. (National Police Agency)

(Thorough action to deprive of drug crime proceeds)

- To work for application of Articles 6 and 7 of the Anti-Drug Special Law that penalizes transaction and concealment of drug crime proceeds, as well as for effective use of orders for seizure, conservation, and penalty collection through the application of Articles 19 and 20 of the Law. (National Police Agency, Ministry of Justice and Ministry of Health, Labour and Welfare)
- To promote effective use of taxation reports to tax administrators in order to deprive criminal organizations of drug crime proceeds. (National Police Agency and Ministry of Health, Labour and Welfare)

(Promoting action to deter illegal remittance of drug crime proceeds)

- To strengthen guidance for precise implementation of the Law for Prevention of Transfer of Criminal Proceeds that took force in March 2008 and precise execution of measures by designated business enterprises, such as confirmation of identity, preservation of transaction records and suspicious activity reports. (National Police Agency)
- To build an international information exchange framework and promote further information exchange with FIUs in other countries. (National Police Agency)
- To conduct review into approaches in money-laundering control measures, with attention to the findings of the Financial Action Task Force (FATF) Third Mutual Evaluation of Japan of 2008. (National Police Agency)

(3) Coping with increasingly sophisticated methods of illegal trafficking

Illicit drug trafficking organizations are smuggling drugs by using the Internet and cellular phones, and the methods for smuggling are becoming increasingly sophisticated, hidden and swift. In order to deal with these trafficking methods and identify the state of drug trafficking, the following measures will be implemented.

- To strengthen the information gathering system and build an investigation cooperation system, in order to uncover illicit drug trafficking that is becoming increasingly sophisticated, hidden and swift. (National Police Agency and the Ministry of Health, Labour and Welfare)
- To strengthen the information liaison system and strengthen cooperation among Internet providers, in order to deal with drug trafficking that is expanding target area through the use of Internet. (National Police Agency and the Ministry of Health, Labour and Welfare)
- To work on gathering information on illicit drug trafficking, based on reports from October, Internet Hot Center . (National Police Agency)
- To promote growth in strength of analysis functions on drug trafficking via the Internet and cellular phones. (National Police Agency and Ministry of Health, Labour and Welfare)
- To implement thorough control of drug trafficking on the Internet and via cellular phones, by utilizing various laws and ordinances, and to conduct studies into effective methods in employing various investigative methods. (National Police Agency, Ministry of Justice and Ministry of Health, Labour and Welfare)

(4) Exercising thorough control over end-users

To prevent drug abuse, eliminating drug demand is as important as control of illicit drug trafficking organizations. For this reason, thorough control of end-users will be exercised together

with counseling activities and advocacy/awareness promotion in order to build a society where normative consciousness is established to eradicate drug abuse.

- To exercise thorough control of end-users. (National Police Agency and Ministry of Health, Labour and Welfare)
- To upgrade counseling services related to drug offenses, in order to terminate end-user dependence on drugs. (National Police Agency and Ministry of Health, Labour and Welfare)
- To promote advocacy/awareness-raising including effort to disseminate accurate knowledge of drugs, in cooperation with relevant groups and organizations, in order to build a society where normative consciousness is established to eradicate drug abuse. (Cabinet Office, National Police Agency, Ministry of Finance and Ministry of Health, Labour and Welfare)
- To examine control measures for cannabis offenses that are growing among young people. (National Police Agency, Ministry of Justice and Ministry of Health, Labour and Welfare)
- To promote control, of parties engaged in illegal cannabis seed import and sales that contribute to end-user drug abuse and control, of illegal dealers of syringes. (National Police Agency, Ministry of Finance and Ministry of Health, Labour and Welfare)

(5) Coping with diversifying drug abuse

In the face of diversification in drug abuse, such as MDMA and controlled substances, it is necessary to promote sophistication in evaluation, in addition to promoting research on evaluation methods. Furthermore, action will be promoted to designate newly abused drugs for control under the Pharmaceutical Affairs Law and Narcotics and Psychotropics Control Law.

- To promote research on evaluation methods in phase with the diversifying range of abused drugs, such as MDMA and controlled substances, and at the same time to promote sophistication and evaluation through improvement of database and evaluation equipment. (National Police Agency and Ministry of Health, Labour and Welfare)
- To work on assessment of new illegal drugs (so-called "uncontrolled drugs") for swift designation as controlled substances and at the same time to designate promptly controlled substances that are likely to cause health and sanitation hazards similar to narcotic and psychotropic drugs as narcotics . (National Police Agency and Ministry of Health, Labour and Welfare)
- To organize information service and advocacy/awareness raising activities regarding newly abused drugs in order to curb abuse. (Cabinet Office, National Police Agency, Ministry of Justice and Ministry of Health, Labour and Welfare)

(6) Exercising thorough supervision over legal distribution

In order to prevent illegal sales of drugs in legal distribution market to abusers, guidance and supervision of medical institutions and other organizations should be implemented thoroughly to prevent such illegal trafficking.

- To promote thorough guidance and supervision of medical institutions, sales agents, pharmacies . (Ministry of Health, Labour and Welfare)
- To implement thorough guidance on chemical substance control to dealers of raw materials used for narcotics and stimulant drug manufacturing. (Ministry of Health, Labour and Welfare)

(7) Strengthening cooperation among related organizations

Due to the need to implement comprehensive measures through close cooperation among related government organizations in order to prevent drug abuse, cooperation among related organizations will be strengthened as follows.

- To have related organizations organize the "Drug Control Enhancement Period." (National Police Agency, Ministry of Finance, Ministry of Health, Labour and Welfare and Japan Coast Guard)
- To organize regular information exchanges among related organizations. (National Police Agency, Ministry of Justice, Ministry of Finance, Ministry of Health, Labour and Welfare and Japan Coast Guard)
- To promote joint arrests and seizures by related organizations. (National Police Agency, Ministry of Finance, Ministry of Health, Labour and Welfare and Japan Coast Guard)
- To organize mutual exchanges of manpower and training, and joint drills among related organizations. (National Police Agency, Ministry of Finance, Ministry of Health, Labour and Welfare and Japan Coast Guard)

Objective 4**To interdict drug smuggling thoroughly at the border and promote international cooperation**

In order to prevent drug abuse, interventions for drug supply reduction are essential as well as demand reduction. In view of the fact that nearly all drugs abused in Japan, including stimulants, are being smuggled from other countries, the thorough control at the border should be kept continuously to interdict drug smuggling.

To promote thorough control at the border to prevent illicit drug trafficking, it is necessary to strengthen information gathering from relevant parties in Japan, including those in the private sector, under close cooperation among related organizations, and the drug control system must also be reinforced and improved. At the same time, international coordination and cooperation is vital in order to identify diversifying trafficking routes and to improve and strengthen drug control system which responds to smuggling risks. Furthermore, appropriate trade control is essential for industrial chemicals that are likely to be used in narcotics manufacturing.

For this purpose, the following measures will be implemented through close coordination among related organizations.

(1) Strengthening collection of information on smuggling

While the international trade and traffic of passengers grow, it is vital that investigation and inspection targets be narrowed down, in order to implement effective border control without impeding smooth flow of goods and people. For this purpose, it is necessary to strengthen information gathering and analysis capabilities.

The following measures will be implemented for this purpose.

(Strengthening collection of information from the private sector)

- To widely inform the public of the Drug Counseling Phone Line, National Smuggling Report Number and Sea Emergency Telephone number through effective use of the mass media and websites, and to boost activities to collect information including smuggling from the public widely by making use of all opportunities, including open tours, exhibitions of related organizations. (National Police Agency, Ministry of Justice and Japan Coast Guard)
- To work on soliciting information related to smuggling through a variety of opportunities such as liaison councils with related industries, such as fisheries, maritime-related businesses, customs agents and shipping agents, and through cooperation with volunteer groups and to work on establishment of a reporting system. (National Police Agency, Ministry of Finance and Japan Coast Guard)

- To promote conclusion of the "Memorandum on the Prevention of Smuggling" to strengthen coordination with trade-related industries. (Ministry of Finance)

(Strengthening international information collection)

- To participate actively in bilateral and multilateral meetings organized by the United Nations (including the United Nations Office on Drugs and Crime (UNODC), World Customs Organization (WCO) and others in order to exchange views and information on the state of drug control in other countries. (National Police Agency, Ministry of Finance, Ministry of Health, Labour and Welfare and Japan Coast Guard)
- To promote increase in the number of nations concluding customs mutual assistance agreements, and to actively utilize information exchange channels such as the Regional Intelligence Liaison Offices of WCO member nations. (Ministry of Finance)
- To create, increase and actively utilize information exchange contact points to foster exchange of information on drug trafficking offenses with related nations. (National Police Agency, Ministry of Finance, Ministry of Health, Labour and Welfare and Japan Coast Guard)
- To dispatch personnel to drug source countries in order to gather information on the state of drug abuse, activities of international criminal organizations and measures of relevant authorities in other countries. (National Police Agency, Ministry of Finance, Ministry of Health, Labour and Welfare and Japan Coast Guard)

(Strengthening organizations and equipment)

- To equip the information gathering system and provide equipment and materials necessary for data analysis, in order to further strengthen information gathering activities. (National Police Agency, Ministry of Finance, Ministry of Health, Labour and Welfare and Japan Coast Guard)

(Promoting signature analysis)

- In addition to conducting signature analysis jointly with the United Nations Office on Drugs and Crime (UNODC), to continue R&D on chemical analysis methods, such as profiling of designer drugs in tablet form, while promoting development of system for a data sharing network among the UN and authorities of relevant countries. (National Police Agency, Ministry of Finance and Ministry of Health, Labour and Welfare)
- To promote information exchange on the latest evaluation and analysis methods among research institutes of relevant government organizations, and to strengthen drug analysis system. (National Police Agency, Ministry of Finance, Ministry of Health, Labour and Welfare and Japan Coast Guard)

(Enhancing measures and organization for control of export and import of raw materials)

- To continue implementing appropriate trade control of raw materials. (Ministry of Economy, Trade and Industry)
- To strengthen cooperation with the International Narcotics Control Board (INCB) to understand trends in raw material import/export. (Ministry of Health, Labour and Welfare and Ministry of Economy, Trade and Industry)
- To work on designation of raw materials that are either actually used or are likely to be used in illicit drugs in the future. (Ministry of Health, Labour and Welfare)
- To strengthen control over smuggling into and out of Japan, based on findings in signature analysis, through close cooperation with related countries, such as source and transit countries for raw materials. (Ministry of Health, Labour and Welfare)

(2) Improving and tightening control over smuggling

For effective and efficient smuggling control at the border, cooperation among related organizations must be promoted adequately. At the same time, action must be taken to strengthen the organization and to upgrade drug control and inspection equipment, facilities and investigation techniques, .

The following measures will be implemented for this purpose.

(Strengthening cooperation among related organizations)

- To continue information exchange on a regular basis at ministerial meetings on trafficking control and to further promote sharing of information on the smuggling situation . (National Police Agency, Ministry of Justice, Ministry of Finance, Ministry of Health, Labour and Welfare and Japan Coast Guard)
- To make efforts to interdict smuggling through effective use of the Advanced Passenger Information System (APIS). (National Police Agency, Ministry of Justice and Ministry of Finance)
- To promote further information exchange on the field level among related organizations in order to complement their expertise, and to further strengthen their cooperation through joint implementation of inspections, stakeouts and research, on sea vessels. (National Police Agency, Ministry of Finance, Ministry of Health, Labour and Welfare and Japan Coast Guard)
- To organize joint drills on control of drug smuggling. (National Police Agency, Ministry of Finance and Japan Coast Guard)
- To call on Japan Post Service Co., Ltd. to cooperate in order to ensure that closer coordination in international mail inspection on the field level is strengthened and inspection of international

mail is effectively implemented by customs offices. (Ministry of Internal Affairs and Communications and Ministry of Finance)

(Strengthening systems of surveillance and control of seas, ports and harbors)

- To strengthen surveillance at coasts, ports, and to make efforts to gather information, related to suspicious cargo and vessels. (National Police Agency, Ministry of Finance, Ministry of Health, Labour and Welfare and Japan Coast Guard)
- To increase personnel to reinforce drug control organizations at seas, ports, and at the same time to equip urgently patrol boats and aircraft, as well as necessary equipment and materials, in order to improve speed and search & surveillance capability. (National Police Agency, Ministry of Finance and Japan Coast Guard)
- To strengthen the border control system and to promote improvement and sophistication of drug control equipment, such as X-ray inspection devices. (Ministry of Finance)
- To promote expansion of multiple crew shifts for patrol boats to achieve "Zero Vacant Patrol Boats," for continuing passive surveillance of suspect boats and to strengthen on-site inspection of foreign vessels. (Japan Coast Guard)

(Strengthening the control system in response to the of smuggling risk)

- To further improve capacity of gathering and analysis of information related to smuggling and to improve accuracy and narrowing down of the targets for cargo inspection. (Ministry of Finance)
- To improve and strengthen control utilizing the pre-report system for passengers and cargo. (Ministry of Finance)
- To improve databases on suspicious vessels, persons, and to promote effective surveillance and control based on analysis and assessment of consolidated information and narrowing down target vessels (Japan Coast Guard)
- To prepare equipments for system necessary to strengthen undercover investigative activities, on illicit drug trafficking organizations. (National Police Agency, Ministry of Finance, Ministry of Health, Labour and Welfare and Japan Coast Guard)

(Reinforcing and developing equipment to control smuggling in response to more sophisticated smuggling methods)

- To strengthen inspection by utilizing large-scale X-ray inspection systems that enable inspection of containers without unloading from trailers and at the same time to upgrade inspection equipment, such as narcotics detection dogs, surveillance cameras . (Ministry of Finance)

- To promote research and study of inspection devices employing new technologies in order to deal with new concealment methods and to promote improvement in drug detection performance. (Ministry of Finance)
- To equip materials necessary for strengthening undercover investigative activities, on illicit drug trafficking organizations. (National Police Agency, Ministry of Finance, Ministry of Health, Labour and Welfare and Japan Coast Guard)

(Utilizing investigative techniques such as controlled delivery)

- To promote cooperation among relevant government organizations, and to further improve and utilize controlled delivery investigation techniques. (National Police Agency, Ministry of Finance, Ministry of Health, Labour and Welfare and Japan Coast Guard)
- To consider to utilize investigation techniques such as signature analysis in order to identify regions where illicit drugs are manufactured and uncover smuggling routes. (National Police Agency and Ministry of Health, Labour and Welfare)
- To promote research on investigation methods for detection and tracking of drugs smuggled in new ways. (National Police Agency, Ministry of Finance, Ministry of Health, Labour and Welfare and Japan Coast Guard)

(3) Strengthening measures against smuggling by sea and air and uncovering more smuggling routes

Regarding the route of smuggling, the source and transit countries for illicit drugs vary depending on the type of drug. While the measures undertaken so far have brought certain result in identifying the smuggling route of stimulants from China and North Korea, new smuggling routes have been disclosed. The Canadian route turned out to be the biggest in 2007. In order to respond accurately to multiplying smuggling routes, it is necessary to make further efforts to analyze the source and transit countries of drugs and identify their smuggling routes. Paying careful attention is also necessary on smuggling from China and the Netherlands the major source countries of illicit drugs. Furthermore, it is necessary to further uncover foreign criminal organizations involved in illicit drug trafficking.

The following measures will be implemented for this purpose.

(Strengthening cooperation among related organizations)

- To strengthen cooperation among related organizations, including through information exchange and joint implementation of surveillance and control with regard to sea vessels, cargo and people

related to countries and territories such as China and Holland, ~~from~~ where illicit drugs may be shipped with high possibility. (National Police Agency, Ministry of Finance, Ministry of Health, Labour and Welfare and Japan Coast Guard)

- To strengthen cooperation among related organizations to identify new smuggling routes such as Canada. (National Police Agency, Ministry of Finance, Ministry of Health, Labour and Welfare and Japan Coast Guard)
- To call on postal service agency of source countries of illicit drug to cooperate to prevent smuggling via international mail, through widely informing their postal service officers and users about Japan's import restrictions on stimulants and narcotics, by sending letters based on information published by the Ministry of Finance. (Ministry of Internal Affairs and Communications)

(Clarifying the actual conditions of drug smuggling organizations and improving measures to control them)

- To uncover thoroughly the illicit drug trafficking organizations and smuggling routes, including underlying ties, through investigation of criminal cases and criminal examination. (National Police Agency, Ministry of Finance, Ministry of Health, Labour and Welfare and Japan Coast Guard)
- To promote research of new control and investigation methods in response to smuggling methods including transaction at sea, and to promote active use of investigative techniques such as controlled delivery, when necessary. (National Police Agency, Ministry of Finance, Ministry of Health, Labour and Welfare and Japan Coast Guard)
- To promote effective screening of delinquent seamen including those belonging to criminal organizations, at on-site inspection upon port entry. (Ministry of Finance and Japan Coast Guard)
- To study active use of satellites and sea vessel behavior information, as needed, for organic and wide-area monitoring. (National Police Agency and Japan Coast Guard)

(Establishing an international control system)

- To further strengthen information exchange with source countries/territories and their surrounding countries/territories of illicit drugs, and to promote development of joint operation for smuggling control at international level. (National Police Agency, Ministry of Finance, Ministry of Health, Labour and Welfare and Japan Coast Guard)
- To request, taking every opportunity, source countries/ territories to implement shipment prevention measures, including tighter control and to verify facts of past cases. (National Police Agency, Ministry of Finance, Ministry of Health, Labour and Welfare and Japan Coast Guard)

- To call on postal service authorities which are members to the Universal Postal Union (UPU), through its secretariat, to cooperate to prevent the smuggling of narcotics, stimulant drugs, to Japan. (Ministry of Internal Affairs and Communications)

(4) Promoting international cooperation

In order to prevent smuggling of illicit drugs into Japan, it is essential that Japan work in close cooperation with major source and transit countries. At the same time, it is necessary to promote cooperation that enables implementation of effective drug control in such countries. For this purpose, Japan will contribute actively in sharing knowledge accumulated through its experience to address drug problems in various occasions, including at international conferences.

Furthermore, as Japan's Official Development Assistance (ODA) Charter gives priority to address global issues including drugs, Japan should assist developing countries, especially Asian countries in order to support their self-help efforts to fight against drugs. For this purpose, it is necessary that Japan continues to promote international cooperation, including provision of technical assistance, particularly in order to enable implementation of effective measures against stimulant drugs and other synthetic drugs, while paying attention to the balanced approach between demand and supply reduction.

The following measures will be implemented for this purpose.

(Promoting cooperation through a global framework)

- To make contribution to discussion and knowledge sharing on measures to promote effective international anti-drug measures, through participation in meetings of UN organizations such as the United Nations Commission on Drugs, conferences of international organizations such as the World Health Organization (WHO), International Criminal Police Organization (ICPO) and other international conferences such as ~~the~~ Anti-Drug Liaison Officials' Meeting for International Cooperation (ADLOMICO). (National Police Agency, Ministry of Justice, Ministry of Foreign Affairs, Ministry of Finance, Ministry of Health, Labour and Welfare and Japan Coast Guard)

(Promoting cooperation with major source regions/areas for illicit drugs trafficking to Japan)

- To make contribution to discussion and knowledge sharing on measures to promote effective regional anti-drug measures, through participation in meetings, including the Heads of National Drug Law Enforcement Agencies (HONLEA). (National Police Agency, Ministry of Justice, Ministry of Finance, Ministry of Health, Labour and Welfare and Japan Coast Guard)
- To promote information exchange and knowledge sharing among drug law enforcement officers through organization of the Asia-Pacific Operational Drug Enforcement Conference (ADEC). (National Police Agency)

- To provide technical assistance to Asian countries through dispatch of drug control specialists, in the "Regional Cooperation Project on Measures against Drugs." (Ministry of Foreign Affairs, National Police Agency and Ministry of Finance)
- To promote training programs to train specialists in drug law enforcement of ~~in~~ various countries, including program such as the "Seminar on Control of Drug Offenses." (Ministry of Foreign Affairs and National Police Agency)
- To continue training of drug law enforcement administrators in East Asian Nations, through the Study Programme for Overseas Experts on Drug Abuse and Narcotics Control. (Ministry of Health, Labour and Welfare)
- To hold various seminars on Maritime drug control and to promote establishment of transnational uniform measures for maritime control between Japan and its neighboring countries, including Southeast Asian countries. (Japan Coast Guard)
- To continue financial contribution to the Fund of Drug Control Programme of the United Nations Office on Drugs and Crime, and support drug control projects implemented especially in Asian countries. (Ministry of Foreign Affairs)
- To promote effective assistance coordination through information exchange at ~~on~~ the overseas Embassies/Consulates level, including through the Mini Dublin meetings held in Southeast Asia region. (Ministry of Foreign Affairs)
- To provide active support for multilateral efforts related to collection and analysis of drug-related information and the prevention of drug smuggling at the World Customs Organization's Regional Intelligence Liaison Office for Asia and the Pacific (WCO RILO).

(Promoting bilateral cooperation with main source countries for illicit drug trafficking to Japan)

- To continue activities to support self-help efforts of narcotics-producing and transit countries, through support and contributions to projects of international organizations, by the Human Security Fund, and through technical assistance and grant aid assistance.
- To promote technical cooperation and research on cultivation of medicinal plants as alternative crop (Ministry of Health, Labour and Welfare)
- To dispatch specialists, conduct research on the drugs situation and technology transfer needs of source/transit countries of stimulants and promote technology transfer. (National Police Agency and Ministry of Health, Labour and Welfare)
- To cooperate in technology transfer, to law enforcement organizations, including maritime enforcement organizations of Southeast Asian countries, where drugs are shipped or transited and to contribute to improve control and other capabilities, including maritime enforcement in

such nations. (National Police Agency, Ministry of Finance, Ministry of Health, Labour and Welfare and Japan Coast Guard)

- To promote information exchange and exchange of officers, through effective use of international cooperation networks with maritime security organizations of China, South Korea, Russia, and other countries established by exchange of cooperation documents. (Japan Coast Guard)
- To promote international cooperation in investigation with the active use of international mutual assistance in investigation and the surrender of fugitive criminals. (National Police Agency, Ministry of Justice and Ministry of Health, Labour and Welfare)