

# **. LAW ENFORCEMENT AT THE BORDER AGAINST ILLICIT DRUGS AND OTHER ILLEGAL ITEMS**

## **1. Overall Actions of the Government of Japan**

### **(1) Headquarters for the Promotion of Measures to Prevent Drug Abuse**

Given the seriousness of abuses of illicit drugs such as stimulants among youth, the government of Japan established the new "Headquarters for the Promotion of Measures to Prevent Drug Abuse" (hereafter, the Headquarters) in January 1997. The Prime Minister serves as the chief of this body and Cabinet ministers as the members (seven Cabinet ministers including the Minister of Finance as deputy chiefs) (See Note 1 below). This followed the abolishment of the previous headquarters, which was led by the Chief Cabinet Secretary and had the directors-general of relevant ministries and agencies as members. This reorganization is expected to promote comprehensive and active anti-drug measures such as stricter law enforcement and better publicity and education activities, appealing to the public for their understanding and cooperation regarding the causes of the problem, in close cooperation with relevant authorities.

The number of offenders accused of stimulant-related crimes in 1997 was close to 20,000 and there was a sharp increase in the number of stimulant-related crimes committed by junior and senior high school students. It was said that a third period of abuse of stimulant had come. Recognizing the need for medium- and long-term strategies against the abuse of drugs, the Headquarters adopted a Five-Year Drug Abuse Prevention Strategy on May 26, 1998 (See Note 2 below). The basic objectives of this five-year strategy are to implement emergency measures for ending the third period of stimulant drug abuse in Japan as soon as possible and to make positive contribution in solving the issue of drug abuse at the global level.

#### **(Note 1) Members of Headquarters for the Promotion of Measures to Prevent Drug Abuse**

|                |  |
|----------------|--|
| Chief:         | Prime Minister   |
| Deputy chiefs: | Chief Cabinet Secretary<br>Chairman of the National Public Safety Commission<br>Minister of Justice<br>Minister of Finance<br>Minister of Education, Culture, Sports, Science and Technology<br>Minister of Health, Labour and Welfare<br>Minister of Land, Infrastructure and Transport |
| Members:       | Minister of Public Management, Home Affairs, Posts and Telecommunications<br>Minister of Foreign Affairs<br>Minister of Economy, Trade and Industry  |

#### **(Note 2) Meetings of Members**

|                   |   |
|-------------------|---|
| January 17, 1997: | Cabinet decision for establishment of the Headquarters for the Promotion of Measures to Prevent Drug Abuse  |
| January 21, 1997: | First meeting of headquarters members   |
| April 18, 1997:   | Second meeting of headquarters members<br>• Adoption of the Outline on Promoting Measures Against Illicit Drugs<br>• Adoption of Emergency Measures Against the Problem of Drug Abuses Among Young People |
| May 27, 1997:     | Third meeting of headquarters meeting<br>• Adoption of plans for fiscal 1997 and reporting on progress in fiscal 1996   |

- May 26, 1998: Fourth meeting of headquarters members
- Adoption of plans for fiscal 1998 and reporting on progress in fiscal 1997
  - Adoption of the Five-Year Strategy for Prevention of Drug Abuses
- May 18, 1999: Fifth meeting of headquarters members
- Adoption of plans for fiscal 1999 and reporting on progress in fiscal 1998
  - Progress report on the Five-Year Strategy for the Prevention of Drug Abuse
- May 23, 2000: Sixth meeting of headquarters members
- Adoption of plans for fiscal 2000 and report on progress in fiscal 1999
  - Progress report on the Five-Year Strategy for the Prevention of Drug Abuse
- June 1, 2001: Seventh meeting of headquarters members
- Adoption of plans for fiscal 2001 and report on progress in fiscal 2000
  - Progress report on the Five-Year Strategy for the Prevention of Drug Abuse
- May 31, 2002: Eighth meeting of headquarters members
- Adoption of plans for fiscal 2002 and report on progress in fiscal 2001
  - Progress report on the Five-Year Strategy for the Prevention of Drug Abuse

## (2) Firearms Control Headquarters

In the wake of the frequent occurrence of crimes using firearms against ordinary citizens, the government of Japan established the "Firearms Control Headquarters" in September 1995. The body is led by Chief Cabinet Secretary and has the Directors-General of 12 relevant Ministries and Agencies as members, including the Director-General of Japan Customs, Ministry of Finance. The purpose of its establishment is to secure close cooperation among relevant authorities and to promote comprehensive, active anti-firearms measures such as stricter law enforcement and better publicity and education activities appealing to the public for their understanding and cooperation in implementing series of measures.

### (Note 1) Members of the Firearms Control Measures

- Chief: Chief Cabinet Secretary
- Members: Cabinet Secretariat
- Assistant Deputy Chief Cabinet Secretary
  - Cabinet Public Relations Officer
- National Police Agency
- Director-General of the Community Safety Bureau
  - Director-General of the Criminal Investigation Bureau
  - Manager of the Organized Crime Control Department of the Criminal Investigation Bureau
- Ministry of Public Management, Home Affairs, Posts and Telecommunications:
- Director-General of the Secretariat
- Ministry of Justice
- Director-General of the Criminal Affairs Bureau
  - Director-General of the Immigration Bureau
- Ministry of Foreign Affairs
- Director-General of the Consular and Migration Affairs Department
- Ministry of Finance
- Director-General of the Japan Customs
- Fisheries Agency
- Deputy Director-General

Ministry of Economy, Trade and Industry:  
Director-General of the Trade and Economic Cooperation Bureau  
Ministry of Land, Infrastructure and Transport:  
Director-General of the Policy Bureau  
Japan Coast Guard  
Vice-Commandant  
Ministry of the Environment  
Director-General of the Natural Environment Bureau

(Note 2) Meetings of Members

|                     |  |
|---------------------|--|
| September 19, 1995: | Cabinet decision for establishment of the Firearms Control Headquarters  |
| September 28, 1995: | First meeting of headquarters members  |
| December 19, 1995:  | Second meeting of headquarters members<br>• Adoption of the Outline on Promoting Measures Against Firearms             |
| May 7, 1997:        | Third meeting of headquarters meeting<br>• Adoption of plans for fiscal 1997 and reporting on progress in fiscal 1996  |
| April 30, 1998:     | Fourth meeting of headquarters members<br>• Adoption of plans for fiscal 1998 and reporting on progress in fiscal 1997 |
| April 27, 1999:     | Fifth meeting of headquarters members<br>• Adoption of plans for fiscal 1999 and reporting on progress in fiscal 1998  |
| April 28, 2000:     | Sixth meeting of headquarters members<br>• Adoption of plans for fiscal 2000 and report on progress in fiscal 1999     |
| April 28, 2001:     | Seventh meeting of headquarters members<br>• Adoption of plans for fiscal 2001 and report on progress in fiscal 2000   |
| April 26, 2002:     | Eighth meeting of headquarters members<br>• Adoption of plans for fiscal 2002 and report on progress in fiscal 2001    |
| April 25, 2003:     | Ninth meeting of headquarters members<br>• Adoption of plans for fiscal 2003 and report on progress in fiscal 2002     |

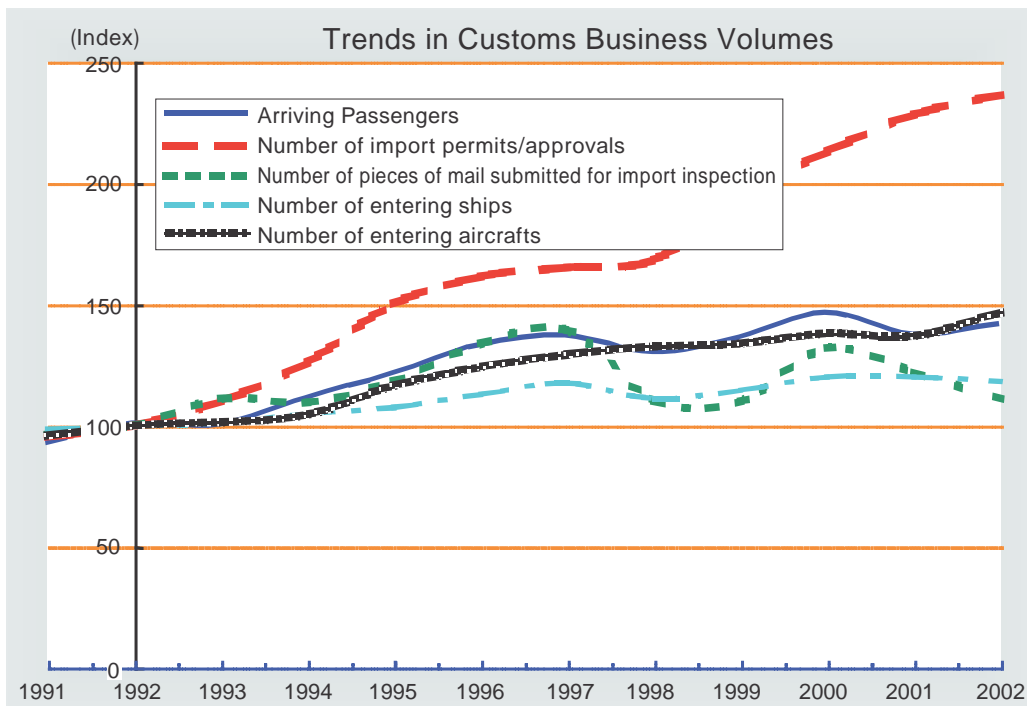
## 2. Law Enforcement by Japan Customs at the Border

The volume of objectives for customs control, such as passengers entering Japan and import cargo, is growing steadily. At the same time, smuggling methods used by smugglers are getting increasingly vicious and crafty. Japan Customs, with limited resources, is taking various measures in order to meet these challenges and to conduct effective and efficient law enforcement at the border.

### Trends in Customs Business Volumes

| Object of Control  | Indicator  | 1992<br>(10 years ago) | 1997              | 1998              | 1999              | 2000              | 2001              | 2002              |
|--------------------|--|------------------------|-------------------|-------------------|-------------------|-------------------|-------------------|-------------------|
| Passengers         | Arriving passengers<br>(10,000 people)                       | 1,582<br>(100.0)       | 2,159<br>(136.5)  | 2,050<br>(129.6)  | 2,146<br>(135.7)  | 2,305<br>(145.7)  | 2,167<br>(137.0)  | 2,231<br>(141.0)  |
| Commercial cargoes | Import permits /approvals<br>(10,000 cases)                  | 570<br>(100.0)         | 941<br>(165.1)    | 959<br>(168.2)    | 1,109<br>(194.6)  | 1,214<br>(213.0)  | 1,302<br>(228.4)  | 1,348<br>(236.5)  |
| International mail | Pieces of submitted for import inspection<br>(10,000 pieces) | 10,985<br>(100.0)      | 15,308<br>(139.4) | 12,101<br>(110.2) | 12,088<br>(110.0) | 14,475<br>(131.8) | 13,375<br>(121.8) | 12,169<br>(110.8) |
| Ships              | Entering ships<br>(10,000 ships)                             | 11.0<br>(100.0)        | 12.9<br>(117.3)   | 12.2<br>(110.9)   | 12.6<br>(114.5)   | 13.2<br>(120.0)   | 13.2<br>(120.0)   | 13.0<br>(118.2)   |
| Aircrafts          | Entering aircraft<br>(10,000 aircraft)                       | 9.2<br>(100.0)         | 11.9<br>(129.3)   | 12.2<br>(132.6)   | 12.3<br>(133.7)   | 12.7<br>(138.0)   | 12.6<br>(137.0)   | 13.5<br>(146.7)   |

- Notes) 1. The numbers of arriving passengers reflects the numbers of legal entrants.  
(Data of 2002 are preliminary.)  
2. The figures in parentheses on the bottom are indexes with 1992 given as 100.  
(This applies hereafter.)



(1) Consolidation of Organization for Enforcement

Establishment of special inspection units, etc.

Special inspection units exclusively responsible for the inspection of commercial cargo were established at major Customs offices throughout the nation in order to examine export and import commercial cargo more effectively and selectively, which is steadily increasing year by year.

Assignment of Controller of Enforcement

A Controller of Enforcement was assigned in the Enforcement Division of Tokyo Customs to enhance coordinated cooperation among regional Customs and to secure effective enforcement against smuggling at the border.

Establishment of Mobile Units

Mobile Units were established in order to secure mobile and effective law enforcement at the border. The units are dispatched to customs offices at local ports to supplement manpowers in conducting surveillance and control.

With respect to offices remote from regional Customs headquarters or other major branches, it is encouraged to cooperate among neighboring offices irrespective of their jurisdiction so that enforcement activities are carried out more efficiently and effectively.

(2) Reinforcement of the Collection and Analysis of Information on Smuggling

Introduction of intelligence-related posts

New intelligence-related posts were introduced both centrally and regionally. The post of Director for Intelligence was established in Japan Customs of the Ministry of Finance, as was the post of Supervisory Investigator for Intelligence at regional Customs offices. The post of General Supervisory Investigator for Intelligence (Smuggling-Related Information Analysis Center) was newly established in Tokyo Customs. These officers centrally and comprehensively manage and analyze smuggling-related information received from domestic law enforcement authorities (such as the police and Coast Guard), foreign Customs administrations and other sources, making every effort to provide more reliable information and intelligence.

Strengthened cooperation with trade circles for better information collection

Customs has concluded memoranda of understanding (MOUs), aimed, inter alia, at ensuring greater cooperation in the prevention of smuggling, with organizations related to vessels, aircraft, commercial cargo and others, which are likely to be used for smuggling; this is done to ensure even more effective enforcement against smuggling:

i) Japan Customs of the Ministry of Finance:

Japanese Shipowners Association,  
Scheduled Airlines Association of Japan,  
Japan Customs Brokers Association,  
Japan Air Cargo Forwarders Association,  
Japan Foreign Steamship Association and  
Japan Fisheries Association

(6 organizations in total)

ii) Each regional Customs:

Bonded area association established under its jurisdiction, fishery cooperatives, etc.

(31 organizations in total)

Call for provision of information from the general public  
 Ongoing efforts to gather information from public throughout the nation include establishment of a single toll-free number available across the nation, distribution of leaflets to customs brokers, warehouses and other companies and organizations related to international distribution business, and publicity activities through Customs websites, radio and electronic message boards, etc.



**SMUGGLING - DIAL : (24 hours a day: toll-free)**

**0120-461-961**

(Do not allow white powder or black weapons to enter our society.)

**CUSTOMS HOME PAGE**  
<http://www.customs.go.jp/>

Use of computerized intelligence systems  
 The Customs Intelligence Database System (CIS) - a computerized system capable of sorting out and managing various port-related information such as customs clearance for exports and imports as well as ship entries and departures - has been introduced at Customs offices throughout the nation. Through the use of intelligence analysis, processing, and management systems, more efficient and focused border control has become possible against smuggling.

### (3) Buildup of Enforcement Equipments

#### Introduction of Port Monitoring Systems

Since March 1996, highly sensitive monitoring cameras equipped with infrared visions have been installed at major sea ports to monitor movement of goods and persons at the port areas.

#### Active employment of Drug Detector Dogs

Given its keen noses, which are believed to be more sensitive as much as tens of thousand times of those of humans, dogs are very effective in ferreting out illicit drugs. Since their introduction in June 1979, the numbers of Drug Detector Dogs deployed and of Customs offices equipped with them have increased. In addition, passive dogs, i.e., Drug Detector Dogs that were trained to sit down next to passengers on which they scent illicit drugs hidden on or around them in the baggage claim areas, have been employed at major airports.



#### Active utilization of X-ray machines

X-ray machines both portable and fixed, have been installed at major regional Customs offices and have demonstrated great performance in detecting anti-social goods concealed skillfully in cargo and other goods.

In addition to ordinary X-ray machines, large-scale X-ray machines capable of inspecting a whole container loaded on a truck have been introduced in Yokohama, Osaka, Kobe and other sea ports since February 2001.



#### Other Equipments

Using various kinds of examination and enforcement equipment, Customs carries out activities such as the inspection of commercial cargo and the baggage of passengers as well as search of vessels and aircrafts.

In order to prevent on-the-sea trafficking of illegal drugs and firearms or unloading on far-

away islands, which would possibly be used as methods of smuggling illegal goods, key Customs offices are being equipped with 35m-long large patrol boats to monitor a wide range of waters.



#### (4) Closer Cooperation with Relevant Law Enforcement Agencies

Enforcement through cooperation with relevant law enforcement agencies

To conduct more effective enforcement at the border, Customs cooperates with other law enforcement agencies such as the police and the Coast Guard and tries to make the best of each law enforcement agency in terms of the information available, organization, authority bestowed, experience, etc.

i) In cooperation with the police, the Coast Guard, and other relevant law enforcement agencies, Customs has been actively conducting joint crackdown training and operations (about 3,500 operational cases in 2002).

ii) "Controlled delivery" (note) is actively utilized (26 times in 2002).

Note: "Controlled delivery" is an investigation technique that Customs and other law enforcement agencies, having discovered illicit drugs concealed in a shipment, do not immediately seize it but allow, under strict surveillance, the shipment to be delivered to its final destination so as to identify and arrest persons involved, such as the consignee.



#### Holding of Law Enforcement Meetings on Measures against Smuggling

To strengthen cooperation among relevant ministries and agencies in combating smuggling and to promote the exchange of information needed to interdict anti-social goods being smuggled, Japan Customs of the Ministry of Finance regularly organizes Law Enforcement Meetings on Measures against Smuggling, thereby exchanging information at the national level. In addition, each regional Customs office regularly organizes Regional Law Enforcement Meetings on Smuggling, thus promoting information exchange at the regional level. (Such meetings are held in about 40 regions.)



## (5) Promotion of International Information Exchange

Promotion of information exchange with foreign Customs administrations

Using international networks for the exchange of information, such as the ones managed by the World Customs Organization (WCO) and the RILO (Regional Intelligence Liaison Office) for Asia and the Pacific, Japanese Customs exchanges smuggling-related information and intelligence with foreign Customs administrations and other law enforcement authorities.

Note: The RILO is a base for the WCO's regional projects in order to enhance information exchange among Customs administrations in individual countries concerning illicit drug trafficking and strengthen the analysis of information on trends in smuggling in respective regions.

The RILO for Asia and the Pacific, in which Japan participates, was established in 1987 within the Hong Kong Customs and Excise Department for the first time, to analyze regional trends in the smuggling of illicit drugs, etc., and to inform other members of the results of the analysis. Japan has been vigorously participating in these activities. The RILO was transferred to Japan on January 1, 1999, and operations started for the RILO Tokyo office that was established at the Tokyo Customs. Japan Customs has actively supported RILO activities as the host administration.

Collecting smuggling-related information through dispatch of officers

Japanese Customs officers are dispatched to countries and regions that are highly likely to become sources/transit points of illicit drugs smuggled into Japan, particularly in the Asia-Pacific regions, in order to collect information on smuggling and to establish mutually cooperative relation with foreign Customs administrations. In addition, Japanese officials specializing in information analysis are also dispatched to countries and territories that have also been taking measures against illicit drug smuggling in order to exchange views on the analyzed information on the common sources/transit points of smuggling.

Participation in international conferences

Through active participation in international conferences such as the Enforcement Committee of the WCO, the Customs Enforcement Working Group Meeting of the Asia-Europe Meeting (ASEM), Japanese Customs exchanges and shares views, experience, and information on Customs enforcement measures/activities to combat against trafficking of illicit goods such as drugs and firearms.



## (6) Technical Cooperation in the Field of Customs Enforcement

Japan Customs has extended technical cooperation, mainly aiming at improving the capacities of Customs administrations of developing countries, especially those in the Asia-Pacific regions, in cooperation with WCO etc., by receiving foreign Customs officers as trainees, dispatching experts, and holding regional seminars.

In FY 2002, Customs officers primarily from Asian developing countries were invited to attend a training program held in Japan so as to assist them in enforcing effective anti-smuggling measures at the border. The training program included lectures on effective enforcement techniques at national borders, better utilization of intelligence, application of enforcement and examination equipment such as sniffer dogs, as well as on-site training at a Customs office. Specialists are also dispatched to developing countries in Asia to give lectures on how to control illicit drugs, etc.

