White Paper on Consumer Affairs 2019

FY2018 Implementation of Consumer Policy
FY2018 Report on the Results of Information Gathering and Analysis on Consumer Accidents

[Summary]
Consumer Affairs Agency, Government of Japan
Part 1
10 Years of the Consumer Affairs Agency and Consumer Commission
- Consumer Policy's Development and Future Prospects-

Chapter 1 Changes in the environment that surrounds consumers and consumer issues
  Section 1 Trends in household consumption and consumer prices
  Section 2 Changes of social economic situations and consumer life
  Section 3 Overview of consumer issues

Chapter 2 10 years of the Consumer Affairs Agency and Consumer Commission
  Section 1 Establishment of the Consumer Affairs Agency and Consumer Commission
  Section 2 Consumer Affairs Agency's activities to date
  Section 3 Consumer Commission's activities to date
  Section 4 Evaluation and issues on activities to date

Chapter 3 Prospects on optimal consumer policy in the future
  Section 1 New issues in consumer policy
  Section 2 Consumer awareness of direction for future consumer policy
  Section 3 For further consumer policy's development

Part 2  Trends in consumer issues and implementation of consumer policy

Chapter 1 Results of information gathering and analysis on consumer accidents
  Report to the Diet based on the Consumer Safety Act
  Section 1 Results of information gathering and analysis on consumer accidents reported to the Consumer Affairs Agency
  Section 2 Information on life or health-related accidents gathered to the Consumer Affairs Agency
  Section 3 Overview of consumer affairs consultations
  Section 4 Consumer issues which are now attracting attention
  Section 5 Experience of consumer harm and problems and estimation of harm and problem value
  Section 6 Consumer's attitude/behavior
  Report to the Diet based on the Basic Consumer Act

Chapter 2 Implementation of consumer policy
  Section 1 Ensuring consumer safety
  Section 2 Establishing trusted labelling and ensuring reliability
    Section 3 Ensuring that all transactions are fair
  Section 4 Forming a society where consumers can play the leading role in making choices and taking actions
  Section 5 Establishing frameworks for relieving consumer harm and protecting consumer profit
  Section 6 Establishing national and local consumer administration systems

Reference (Data on consumer administration)

- In this document, consumer affairs consultation information registered with PIO-NET is current as of March 31, 2019.
- With regard to consumer affairs consultation information registered with PIO-NET, it will take a certain amount of time from accepting consultations at local consumer affairs centers to registering the consolations, so the number of consultations in this document may increase slightly in the future.
- M.T. in the attitude survey means the ratio that is calculated by dividing the total number of responses with the number of respondents (N). In questions with multiple answers, this value typically exceeds 100%.
The number of consumer accidents reported to the Consumer Affairs Agency in FY2018 was 11,616. The breakdown is 2,695 life or health-related accidents and 8,921 property-related cases.

In relation to property-related cases, 12 awareness raising alerts were issued for billing fraud and tactics for raising temptation to make easy money by disclosing the names of businesses.

**Figure 1** Consumer accidents reported to the Consumer Affairs Agency under the Consumer Safety Act

<table>
<thead>
<tr>
<th>Year</th>
<th>Cases</th>
</tr>
</thead>
<tbody>
<tr>
<td>2014</td>
<td>12,078</td>
</tr>
<tr>
<td>2015</td>
<td>12,282</td>
</tr>
<tr>
<td>2016</td>
<td>10,186</td>
</tr>
<tr>
<td>2017</td>
<td>10,952</td>
</tr>
<tr>
<td>2018</td>
<td>11,616</td>
</tr>
</tbody>
</table>

(Note) The number of consumer accidents reported by the heads of government institutes, prefectural governors, mayors of municipalities and the head of the National Consumer Affairs Center to the Consumer Affairs Agency under the provisions of the Consumer Safety Act.

**Figure 2** The details of life or health-related accidents (serious injuries)

Among life or health-related accidents, about 80% of serious injuries were "fire."

**Figure 3** Property-related cases with awareness raising alerts under the provisions of the Consumer Safety Act (FY2018)

<table>
<thead>
<tr>
<th>Tactics</th>
<th>Concrete examples</th>
</tr>
</thead>
<tbody>
<tr>
<td>Billing fraud (2 cases)</td>
<td>Contacting consumers through social media by using well-known company names, and demanding cash payments, telling consumers that they have unpaid fees for paid content.</td>
</tr>
</tbody>
</table>

- Declaring "Make money just by tapping your smart phone," where clients use PDF files (information sales) that contain know-how on buying cheap goods to sell at higher prices. However, making a profit on the price paid is difficult.
- Advertising stating that you can earn crypto-assets (virtual currency) every month, using special application software that is sold. In reality, not everyone can earn money easily through this scheme.
- Declaring "Anyone can get ¥10,000 in 1 minute!" in which one can gain rewards by answering questionnaires. In reality, rewards cannot be received through this scheme.
- Calling something "Rental Owner agreements," where a contract is formed for selling processed agricultural products to customers and buying them back at the time of expiration of the contract. However, the payment for buying them back is delayed at the time of expiration.
- Declaring "This branded product is new and directly from the factory," where famous brand’s winter clothes are sold, but none of the clothes are genuine.
Part 2 Chapter 1 Section 3 Overview of consumer affairs consultations in 2018

- "Goods in general" stood out in the number of consultations for products and services (245,000 cases), due to a sudden increase in consultations regarding billing fraud.
- Payment per consultation was highest (¥1,192,000) in financial & insurance services.

[Figure 4] The number of consumer affairs consultations and average payments made by product/service type (2018)

(Note) 1. Consumer affairs consultation information registered with PIO-NET (as of March 31, 2019).
2. The vertical axis means the number of consultations by product category. The product categories' widths in the horizontal axis means average payments made.
3. Product categories are arranged in descending order of the number of consultations.
4. Average payments made are calculated by the Consumer Affairs Agency, assuming that the payment is zero in cases with "No answer (No Input)."
5. "Transport & communications services" are divided into "Transport services" and "Communications services" in the figure.
6. The breakdown of "Financial & insurance services" is "Financing", "Deposits & investment products, etc.", and "Insurance", and shows the number of these categories proportions. It does not show the breakdown of average payments made. The average payments made in "Financial & insurance services" are ¥115,000 for "Financing", ¥3,919,000 for "Deposits & investment products, etc.", and ¥471,000 for "Insurance."
Consultations related to natural disasters increased after they occurred, such as "I cannot accept expensive renovation fees for my partially destroyed house" and "I received a suspicious e-mail that asks for donations."

Consultations related to social media increased in all age groups.

(Note) Consumer affairs consultation information registered with PIO-NET (as of March 31, 2019).
Part 2 Chapter 1 Section 4 Consumer issues which are now attracting attention

○ The number of consultations on crypto-assets (virtual currency) in 2018 was 1.7 times higher than in 2017, which saw a sudden increase for consultations.
○ The number of consultations on "information for sale" sold on the Internet as know-how on making money was approximately 9,000 cases in 2018, which is 10 times higher than 5 years ago.

[Figure 7] The number of consumer affairs consultations on "crypto-assets (virtual currency)"

[Figure 8] Consumer affairs consultations on "information for sale"

(Note) Consumer affairs consultation information registered with PIO-NET (as of March 31, 2019).
Consumer harm and problem value in 2018 was estimated to be about ¥6.1 trillion (payments made (including credit granted)).

Both the average contract/purchase value and average payment made per consumer affairs consultation increased.

The estimation of consumer harm and problem value is the economic loss scale of harm and problems which are recognized by consumers as consumer harm and problems, shown as payments for products and services.

<table>
<thead>
<tr>
<th>2014</th>
<th>2015</th>
<th>2016</th>
<th>2017</th>
<th>2018</th>
</tr>
</thead>
<tbody>
<tr>
<td>Contract/purchase value</td>
<td>About ¥7.8 trillion</td>
<td>About ¥7.4 trillion</td>
<td>About ¥5.9 trillion</td>
<td>About ¥6.4 trillion</td>
</tr>
<tr>
<td>Payments made (including credit granted)*</td>
<td>About ¥6.7 trillion</td>
<td>About ¥6.7 trillion</td>
<td>About ¥5.2 trillion</td>
<td>About ¥5.3 trillion</td>
</tr>
<tr>
<td>Payments made</td>
<td>About ¥5.5 trillion</td>
<td>About ¥6.0 trillion</td>
<td>About ¥4.7 trillion</td>
<td>About ¥5.0 trillion</td>
</tr>
</tbody>
</table>

* "Payments made (including credit granted)*" are the sum of payments made and future payments with credit cards, etc.

Notes
1. Consumer harm and problem value is the total expenses for products and services related to consumer harm and problems.
2. The estimated amount is obtained by multiplying the population over 15 with the probability of occurrence of consumer harm & problems obtained from the results of “Basic Survey on Consumer Life”, then multiplying the obtained amount with the average amount per instance of harm and problems calculated from consumer affairs consultation information, then adding the amount estimated as potential harm for elderly people, and correcting the amount obtained.
3. “Probability of occurrence” is estimated from the results of collected answers to the question in the Basic Survey on Consumer Life; “We would like to ask you about products you bought or services you used in the last year. Did you experience the following cases in the last year?” We asked the said question with regard to the following cases.
   ① Had Safety or health problems (e.g., injury, illness); ② Function/quality of goods or service quality was worse than expected; ③ They demanded payment significantly higher than expected; ④ Labelling and advertisements were significantly different from actual products and services; ⑤ I signed a contract or made a purchase owing to problem sales methods or pitches; ⑥ I encountered problems owing to troubles found in the contract & cancellation; ⑦ I fell victim to fraud and paid (or promised to pay) money to a business; ⑧ Other consumer harm experiences.
4. The average amount was calculated based on consumer affairs consultation information in each year (registered consultations by January 31 next year).
5. Note that the awareness survey used for this estimation is based on consumer awareness, so perspectives on consumer harm and problems are different depending on the respondent, and the attitude survey includes errors due to its nature.
Household consumption accounts for 50% in GDP, but consumption expenditure's growth remains low. In the household consumption's breakdown, payments for services are increasing, and communication expenses saw a significant increase in particular.

[Figure 11] Percentage of household consumption in nominal gross domestic product (GDP) (2018)

- Nominal gross domestic product (GDP): ¥548.9 trillion

  Consumption of Households: ¥297.1 trillion 54.1%
  Private Non-Res. Investment: ¥69.1 trillion 12.6%
  Public Investment: ¥71.1 trillion 4.1%
  Private Residential Investment: ¥16.7 trillion 3.0%
  Others: ¥119 trillion 21.7%

2. "Others" is the Final Consumption Expenditure of Private Non-Profit Institutions Serving Households/government consumption, change in private inventories, change in public inventories, and net export.
3. Percentages may not add up to 100 because of rounding.

[Figure 12] Transition of household final consumption expenditure by target category compared to 1994

(1994=100)

(Notes) 1. Based on the Cabinet Office, "National Accounts".
2. Expenditures were indexed with each category's expenditure in 1994 as 100.

[Figure 13] Transition of household consumption growth in real gross domestic product (GDP) and comparison with other countries

South Korea
Average in G7 countries (except Japan)
Japan

(Notes) 1. Based on the OECD stat.
2. Average in G7 countries (except Japan) is the simple average of growth rates in France, U.S., U.K., Germany, Italy, and Canada.
Declining birthrate, aging population, and declining population will further progress and the number of people living in households will decrease. Consumer affairs consultations on elderly people increased. Consultations on "billing fraud" increased after 2017.

**Figure 14** Transition in population in Japan

- Population aged 0 to 14 years (Left axis)
- Population aged 15 to 64 years (Left axis)
- Population aged 65 years & over (Left axis)
- Population ratio aged 0 to 14 years (Right axis)
- Population aged 65 years & over (Right axis)

(Notes) 1. Based on the "Population Census Report" and "Population Estimates" by the Ministry of Internal Affairs and Communications, and "Regional Population Projections for Japan (Estimation in 2017)" by the National Institute of Population and Social Security Research. Medium birthrate (death) projections were used for future projections.
2. Values are as of October 1 in each year.

**Figure 15** Consumer affairs consultations for elderly people

- 65-69 years
- 70-74 years
- 75-79 years
- 80-84 years
- 85 years & over

(Notes) 1. Consumer affairs consultation information registered with PIO-NET (as of March 31, 2019).
2. Consultations by contracting persons who are 65 years & over.

**Figure 16** Highest numbers of consultations on product/service types by elderly people

1. Goods in general
2. Adult websites
3. Fund-type investment products
4. Multi-purpose loan/consumer loan
5. Digital content

(Notes) 1. Consumer affairs consultation information registered with PIO-NET (as of March 31, 2019).
2. Items are products keywords (sub-categories) used in PIO-NET.
3. Consultations by contracting persons who are 65 years & over.
The growth of the e-commerce market is based on widespread use of the internet in consumer transactions.

The percentage of "Goods" has increased in consumer affairs consultations related to "online shopping."

**Figure 17** The e-commerce (B to C) market size in Japan

(Note) Based on the "Survey of Infrastructure Development Status for Data-driven Society in Japan (E-Commerce Market Survey)" by the Ministry of Economy, Trade and Industry.

**Figure 18** Percentage of consumer affairs consultations on "online shopping" by product/service type

(Notes) 1. Consumer affairs consultation information registered with PIO-NET (as of March 31, 2019).
2. "Other consultations" is less than 0.05%, so it is not shown in the graph.
3. Percentages may not add up to 100 because of rounding.
The size of cross-border e-commerce expanded. As consumers became able to easily make transactions with businesses outside Japan, troubles related to them started to occur.

As inbound travelers increased, their consumption also increased. The "Consumer Hotline for Tourists" was established in the National Consumer Affairs Center of Japan in 2018.
Part 1 Chapter 1 Section 3 Overview of consumer issues

- As social economic situations changed, consumer issues became diverse and complex. Fraudulent schemes' tactics became sophisticated.
- The number of consumer affairs consultations in 2018 was 1,018,000 cases. It was over 1 million cases for the first time in 11 years.
- Consultations on billing fraud in 2018 was 258,000 cases. It was about 1.6 times higher than 2017, which saw a sudden increase of the consultations.

**Figure 22** Transition of the number of consumer affairs consultations and change of consumer issues.

(Cases In 10,000s)

<table>
<thead>
<tr>
<th>Year</th>
<th>Car accident</th>
<th>Food fraud</th>
<th>Sales fraud</th>
<th>Other fraud</th>
</tr>
</thead>
<tbody>
<tr>
<td>1984</td>
<td>4.9</td>
<td>8.9</td>
<td>1.2</td>
<td>3.4</td>
</tr>
<tr>
<td>1985</td>
<td>6.3</td>
<td>10.2</td>
<td>1.4</td>
<td>4.5</td>
</tr>
<tr>
<td>1986</td>
<td>7.8</td>
<td>12.1</td>
<td>1.6</td>
<td>5.6</td>
</tr>
<tr>
<td>1987</td>
<td>9.2</td>
<td>14.3</td>
<td>1.8</td>
<td>6.8</td>
</tr>
<tr>
<td>1988</td>
<td>10.8</td>
<td>16.5</td>
<td>2.0</td>
<td>8.0</td>
</tr>
<tr>
<td>1989</td>
<td>12.3</td>
<td>18.7</td>
<td>2.2</td>
<td>9.2</td>
</tr>
<tr>
<td>1990</td>
<td>13.8</td>
<td>20.9</td>
<td>2.4</td>
<td>10.4</td>
</tr>
<tr>
<td>1991</td>
<td>15.3</td>
<td>23.1</td>
<td>2.6</td>
<td>11.6</td>
</tr>
<tr>
<td>1992</td>
<td>16.9</td>
<td>25.3</td>
<td>2.8</td>
<td>12.8</td>
</tr>
<tr>
<td>1993</td>
<td>18.4</td>
<td>27.5</td>
<td>3.0</td>
<td>14.0</td>
</tr>
<tr>
<td>1994</td>
<td>20.0</td>
<td>29.7</td>
<td>3.2</td>
<td>15.2</td>
</tr>
<tr>
<td>1995</td>
<td>21.6</td>
<td>32.0</td>
<td>3.4</td>
<td>16.4</td>
</tr>
<tr>
<td>1996</td>
<td>23.2</td>
<td>34.2</td>
<td>3.6</td>
<td>17.6</td>
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<tr>
<td>1997</td>
<td>24.7</td>
<td>36.5</td>
<td>3.8</td>
<td>18.8</td>
</tr>
<tr>
<td>1998</td>
<td>26.3</td>
<td>38.7</td>
<td>4.0</td>
<td>20.0</td>
</tr>
<tr>
<td>1999</td>
<td>27.9</td>
<td>41.0</td>
<td>4.2</td>
<td>21.2</td>
</tr>
<tr>
<td>2000</td>
<td>29.5</td>
<td>43.2</td>
<td>4.4</td>
<td>22.4</td>
</tr>
<tr>
<td>2001</td>
<td>31.1</td>
<td>45.5</td>
<td>4.6</td>
<td>23.6</td>
</tr>
<tr>
<td>2002</td>
<td>32.7</td>
<td>47.8</td>
<td>4.8</td>
<td>24.8</td>
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<tr>
<td>2003</td>
<td>34.3</td>
<td>50.1</td>
<td>5.0</td>
<td>26.0</td>
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<tr>
<td>2004</td>
<td>35.9</td>
<td>52.4</td>
<td>5.2</td>
<td>27.2</td>
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<td>2005</td>
<td>37.5</td>
<td>54.7</td>
<td>5.4</td>
<td>28.4</td>
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<td>2006</td>
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<td>57.0</td>
<td>5.6</td>
<td>29.6</td>
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<tr>
<td>2007</td>
<td>40.7</td>
<td>59.3</td>
<td>5.8</td>
<td>30.8</td>
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<tr>
<td>2008</td>
<td>42.3</td>
<td>61.6</td>
<td>6.0</td>
<td>32.0</td>
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<tr>
<td>2009</td>
<td>43.9</td>
<td>63.9</td>
<td>6.2</td>
<td>33.2</td>
</tr>
<tr>
<td>2010</td>
<td>45.5</td>
<td>66.2</td>
<td>6.4</td>
<td>34.4</td>
</tr>
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<td>2011</td>
<td>47.1</td>
<td>68.5</td>
<td>6.6</td>
<td>35.6</td>
</tr>
<tr>
<td>2012</td>
<td>48.7</td>
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<td>36.8</td>
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<tr>
<td>2013</td>
<td>50.3</td>
<td>73.1</td>
<td>7.0</td>
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</tr>
<tr>
<td>2014</td>
<td>51.9</td>
<td>75.4</td>
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<td>39.2</td>
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<td>2015</td>
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<td>7.4</td>
<td>40.4</td>
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<tr>
<td>2016</td>
<td>55.1</td>
<td>80.0</td>
<td>7.6</td>
<td>41.6</td>
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<tr>
<td>2017</td>
<td>56.7</td>
<td>82.3</td>
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<td>42.8</td>
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<tr>
<td>2018</td>
<td>58.3</td>
<td>84.6</td>
<td>8.0</td>
<td>44.0</td>
</tr>
</tbody>
</table>

(Note) With regard to the number of consumer affairs consultations
1. Consumer affairs consultation information registered with PIO-NET (as of March 31, 2019).
2. From FY1984 to FY2006, “FY” data was collected in accordance with the “2018 Consumer Life Annual Report” by the National Consumer Affairs Center of Japan. “Year” data was collected from 2007 to 2018.
4. Collected the number of consultations handled by way of consumer affairs centers, etc. across Japan since 2007, excluding consultations made through consultation offices.
5. Transition of consumer issues was made by the Consumer Affairs Agency. The graph shows representative consumer issues in each year.
As consumer issues became more diversified and complex, there were issues across multiple ministries and agencies and "niche area cases" or accidents which do not fall in the jurisdiction of the other ministries, and it became difficult to deal with such situations.

There was demand to establish a new organization which "leads the government with consumers as the leading actor", as the base for the government's paradigm transformation. On September 1, 2009, the Consumer Affairs Agency and Consumer Commission were established.

(Source) Consumer Administration Promotion Council "Summary of the consumer administration promotion meeting - Transformation to an administration which has consumers/citizens' perspectives -" (June 2008)
Since the Consumer Affairs Agency and Consumer Commission celebrate their 10th anniversary in September 2019, we review the activities during the past decade from the six perspectives below.

1. Unified consumer administration
2. Enhancing local consumer administration and establishing a consumer affairs consultation system
3. Unified promotion of consumer policies across ministries and agencies
4. Activities for realizing consumer citizenship
5. System for reflecting consumer opinions in consumer policies
6. Revitalizing industry activities as well as consumption activities

(Note) Made by the Consumer Affairs Agency.
Securing necessary budget for consumer administration's operation in severe financial situations.

The number of regular staff members has become 1.8 times larger than it was in FY2009.

(Figure 26) Transition of the Consumer Affairs Agency’s budget

(Figure 27) Transition of the number of regular staff members in the Consumer Affairs Agency

(Note) Number of people at the end of each fiscal year.
- Unified consumer administration: Taking charge of related laws and regulations -

- The Consumer Affairs Agency takes charge of laws that handle issues close to consumers.
- It reviews laws based on social/economic situations and enforces laws in accordance with the laws it takes charge of.

**Establishment and revision of major laws after the Consumer Affairs Agency was established**

**Consumer Safety Act**
- Revised in 2012: Establishing the Consumer Safety Investigation Commission
- Revised in 2014: Introduction of administrative measures against "niche area cases" on accidents which do not fall in the jurisdiction of the other ministries which are related to consumer financial accidents

**Act on Consumer Policies**
- Revised in 2012: Legislation introduced by Diet members; it became obligatory to submit the implementation status report of consumer administration by the government to the Diet.

**Act on Specified Commercial Transactions**
- Revised in 2012: Adding door-to-door purchase as types of transactions subject
- Revised in 2016: Enhancing measures against dishonest businesses (New establishment of order for prohibition of business against corporate executives who have been given business suspension orders)

**Act against Unjustifiable Premiums and Misleading Representations**
- Revised in June 2014: Establishing compliance systems regarding labelling
- Revised in November 2014: Introducing surcharge systems

**Food Labelling Act**
- Established in 2013 [Purpose]: Unifying systems related to food labelling
- Revised in 2018: Making it obligatory for food-related businesses that recall food to submit the report on the start and situation of the recall.

**Consumer Contract Act**
- Revised in 2016: Adding the following provisions, etc.
  1. Prohibiting excessive contracts
  2. Nullifying clauses that prohibit consumers from cancelling regardless of the reason
- Revised in 2017: Extending the valid period for the certification of qualified consumer organizations
- Revised in 2018: Adding the following provisions, etc.
  1. Prohibiting contracts concluded by acts of invoking fear
  2. Nullifying clauses that cancel the contract if consumers use the guardianship system

**Act on Promotion of Consumer Education**
- Legislation introduced by Diet members
- Established in 2012 [Purpose]: Comprehensive/unified promotion of consumer education

**Act on National Consumer Affairs Center of Japan**
- Revised in 2017: Adding security provision work for provisional seizure order as National Consumer Affairs Center of Japan's work

**Act on Promotion of Food Loss and Waste Reduction**
- Legislation introduced by Diet members
- Established in 2019 [Purpose]: Comprehensive promotion of food loss and waste reduction

**Enforcement status of major laws**

<table>
<thead>
<tr>
<th>Law name</th>
<th>Enforced mainly by</th>
<th>Measure detail</th>
<th>FY2018</th>
<th>Total from FY2009 to FY2018</th>
</tr>
</thead>
<tbody>
<tr>
<td>Consumer Affairs Agency</td>
<td>Business suspension order</td>
<td>8</td>
<td>103</td>
<td></td>
</tr>
<tr>
<td>Act on specified Commercial Transactions</td>
<td>Instruction</td>
<td>11</td>
<td>89</td>
<td></td>
</tr>
<tr>
<td>Bureau of Economy, Trade and Industry</td>
<td>Order for prohibition of business</td>
<td>15</td>
<td>15</td>
<td></td>
</tr>
<tr>
<td>Order for prohibition of business</td>
<td>Business suspension order</td>
<td>5</td>
<td>87</td>
<td></td>
</tr>
<tr>
<td>Act against Unjustifiable Premiums and Misleading Representations</td>
<td>Instruction</td>
<td>8</td>
<td>70</td>
<td></td>
</tr>
<tr>
<td>Order for prohibition of business</td>
<td>Payment order for surcharge</td>
<td>11</td>
<td>11</td>
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</tr>
<tr>
<td>(Life or health-related accidents)</td>
<td>Order for action</td>
<td>46</td>
<td>302</td>
<td></td>
</tr>
<tr>
<td>Consumer Safety Act</td>
<td>Awareness raising</td>
<td>1</td>
<td>3</td>
<td></td>
</tr>
<tr>
<td>(Property-related cases)</td>
<td>Awareness raising</td>
<td>12</td>
<td>71</td>
<td></td>
</tr>
<tr>
<td>Recommendation</td>
<td>Recommendation</td>
<td>0</td>
<td>2</td>
<td></td>
</tr>
</tbody>
</table>
In July 2017, "the Office of Consumer Policy Frontier" was established in Tokushima Prefecture as a base for developing/creating consumer administration based on policy analysis/research functions founded on demonstrations. The specific features of the office will be under consideration and review around FY2019.
- Enhancing local consumer administration -

- Strongly promoting the enhancement of local consumer administration, the front line of consumer administration.
- About ¥60 billion has been granted in total as grants to promote and strengthen local consumer administration.

**Figure 31** Progress status of "campaign for strengthening local consumer administration"

**Policy goal 1: Eliminate areas where consultation systems do not exist**
- Make all municipalities have consultation offices in place

<table>
<thead>
<tr>
<th>[April 1, 2013 → April 1, 2018]</th>
</tr>
</thead>
<tbody>
<tr>
<td>&lt;Local governments without consultation offices&gt;</td>
</tr>
<tr>
<td>95 municipalities → 0 municipalities</td>
</tr>
</tbody>
</table>

**Policy goal 2: Improve consultation system quality**
- Promote establishment of local consumer affairs centers
  - All municipalities with a population of 50,000 or more
  - 50% or more municipalities with a population of less than 50,000

<table>
<thead>
<tr>
<th>[April 1, 2013 → April 1, 2018]</th>
</tr>
</thead>
<tbody>
<tr>
<td>&lt;Preference that achieved the goal&gt;</td>
</tr>
<tr>
<td>- 19 prefectures → 35 prefectures</td>
</tr>
<tr>
<td>- 9 prefectures → 21 prefectures</td>
</tr>
<tr>
<td>- 38 prefectures → 43 prefectures</td>
</tr>
<tr>
<td>- 21 prefectures → 26 prefectures</td>
</tr>
<tr>
<td>- 4 prefectures → 11 prefectures</td>
</tr>
</tbody>
</table>

**Policy goal 3: Eliminate areas where Qualified Consumer Organizations do not exist**
- Promote the establishment of Qualified Consumer Organizations in the 3 areas (Tohoku, Hokuriku and Shikoku) where Qualified Consumer Organizations do not exist

<table>
<thead>
<tr>
<th>[April 1, 2013 → End of April 2019]</th>
</tr>
</thead>
<tbody>
<tr>
<td>&lt;Number of Qualified Consumer Organizations&gt;</td>
</tr>
<tr>
<td>11 organizations → 19 organizations</td>
</tr>
<tr>
<td>(Established in all areas)</td>
</tr>
</tbody>
</table>

**Policy goal 4: Promote consumer education**
- Formulate consumer education promotion plans
  - Establishment of regional councils for promoting consumer education
  - (All prefectures / government ordinance cities)

<table>
<thead>
<tr>
<th>[End of March 2014 → End of March 2019]</th>
</tr>
</thead>
<tbody>
<tr>
<td>&lt;Formulation of promotion plans&gt;</td>
</tr>
<tr>
<td>- 9 prefectures and 1 government ordinance-designated city</td>
</tr>
<tr>
<td>47 prefectures and 18 government ordinance-designated cities</td>
</tr>
</tbody>
</table>

**Policy goal 5: Establish "Watch-over Network"**
- Establish Local Councils for Ensuring the Safety of Consumers
  - (All municipalities with a population of 50,000 or more)

<table>
<thead>
<tr>
<th>[As of January 2017 → End of March 2019]</th>
</tr>
</thead>
<tbody>
<tr>
<td>&lt;Local governments establishing the Network with a population of 50,000 or more&gt;</td>
</tr>
<tr>
<td>21 municipalities → 98 municipalities</td>
</tr>
<tr>
<td>(Established in all municipalities with a population of 50,000; 2 prefectures (Tokushima and Hyogo))</td>
</tr>
</tbody>
</table>

---

Minister of State for Consumer Affairs and Food Safety visiting Nagano Prefecture
[Caravan for enhancing and strengthening local consumer administration] (February 2019)

**Figure 32** Transition of budgets in the local consumer administration

1. Created by the Consumer Affairs Agency.
2. "Independent revenue source" and "Funds and grants" come from consumer administration budgets for all local governments (in a broad sense), including all departments as well as the consumer administration division and the local consumer affairs centers. Final budgets are for FY2006 to FY2017, and the original budget is for FY2018.
3. The local allocation tax measure is for consumer administration costs in ordinary allocation tax (unit cost) granted from the national government to local governments.
Achieved 0 areas in FY2015 where consultation systems do not exist.
Started a consumer hotline from 2010, and the telephone number became 3 digits in 2015 (188 (I-ya-ya!)). The challenge is to increase public recognition.
The hotline has been widely promoted and spread with the mascot "IYAYAN" from July 2018.

**Figure 33** Status of local governments without consumer affairs consultation offices

**Figure 34** Public recognition of consumer hotline 188 (by age group)

1. Based on the "Survey on Current Local Consumer Administration" by the Consumer Affairs Agency.
2. Consumer affairs consultation offices include local consumer affairs centers.

(Notes) 1. Based on the "Basic Survey on Consumer Life" by the Consumer Affairs Agency (FY2018).
2. Answer to the question about the number (188); "Did you know the consumer hotline 188 (I-ya-ya)?"
3. Percentages may not add up to 100 because of rounding.
Establish systems for consolidating and analyzing information on consumer accidents and using them for spreading information and enforcing laws.

**[Figure 35] Gathering information on life or health-related accidents**

- **Life or health-related accidents occurred**
  - Concerned ministries and agencies/local governments
  - National Consumer Affairs Center of Japan
  - Local consumer affairs centers
  - Notices from Accident Information Databank
  - Member institutions except the Consumer Affairs Agency and National Consumer Affairs Center of Japan
  - Businesses

- **Notices of serious injuries:** 1,159
- **Notices of life or health-related accidents except serious injuries:** 1,536
- **PIO-NET data:** 12,734
- **Reports on serious product accidents:** 837
  - (Consumer products * 2)
  - Numbers of consultations received in FY2019: 6,602

- Register information on life or health-related accidents
- Register information on life or health-related consultation
- Register reported serious product accidents

**Accident Information Databank**

Cumulative total from September 2009 to the end of March 2019: 239,808 * 1
(Number of registrations in FY2018: 22,578)

*(Notes)*
1. Life or health-related accidents (including serious injuries) and serious product accidents mean the number of notified or reported cases in FY2019, and PIO-NET data mean the number of consultations received in FY2018 and registered in PIO-NET by March 31, 2019. Multiple institutions may provide a notification on one case, and a registration in the Accident Information Databank takes a certain period of time, so the cumulative total and the number of registrations does not match the sum of each number.
2. In FY2018, the number of consultations except for consultations handled by way of the National Consumer Affairs Center of Japan was totalized by going back to PIO-NET data in FY2009. Therefore, the number of cumulative registrations was changed.
3. In addition, medical institution network's member institutions provide accident information to the Consumer Affairs Agency.
4. The number of accesses to the Accident Information Databank in FY2019 was 39,904.
5. Consumer products are mainly provided for general consumers' living, and each of them is subject to safety control by other laws and regulations (food, medical goods and automobiles).

**[Figure 36] Example of awareness raising based on the provisions in the Consumer Safety Act (serious injuries related to life and health)**

Consumer Affairs Agency: A sponge toy in a capsule entered in an infant’s body! — Poor health continued for 4 months without knowing the cause. Later, the toy was removed under a general anesthetic
(Released on February 15, 2019)

1. Right after the capsule soaked in warm water
2. The capsule dissolves and the sponge appears
3. The sponge absorbs water and swells
4. The sponge breaks the capsule and goes back to its original shape

Provided by the National Consumer Affairs Center of Japan

The pictures show how a sponge came out from a capsule in water at 37°C.
In 2012, the Consumer Safety Investigation Commission was established to analyze accident causes and state opinions to relevant ministries. The commission has started investigating 16 cases and reported the final results on 14 cases.

**Flow of investigation into the causes of accidents by the Consumer Safety Investigation Commission**

- An accident occurs
- Obtain trigger information
- Gather detailed information
- Select investigation targets

  - When other ministries have investigated the accident, and the commission can get the results
  - Evaluation on investigation results by other ministries
  - Create and release evaluation documents

**Case for which investigation is complete**

- Gas-fired water heater accident (Tokyo)
- Pool accident at a kindergarten (Kanagawa)
- Accidents in mechanical multi-storey car park
- Accidents involving household heat pump water heater
- Escalator accident (Tokyo)
- Skin disorders caused by hair dye products
- Children accidentally ingesting drugs
- Accidents while using a handle-type electric wheelchair
- Elevator accident (Tokyo)
- Injuries caused by broken wooden floor tiles in gymnasiums
- Airway obstruction accidents due to toys in infants
- Accidents related to household cogeneration systems
- Accidents caused by electric shutters during operation
- Fire accidents from household photovoltaic power generation systems
- Accidents caused by walk-behind rotary snowblower
- Accidents on electric power-assisted bicycles with infants also riding on them
Summarizing the integrated governmental consumer policy as the Basic Plan for Consumers and strongly promoting it in accordance with the PDCA cycle.

Cooperating with relevant government institutes and promoting the consumer policy as a team.

**Overview of the 3rd Basic Plan for Consumers (from FY2015 to FY2019)**

- **Ensuring consumer safety**
  - Preventing accidents
  - Collecting information on accidents and preventing their occurrence and expansion
  - Investigating causes and preventing recurrence
  - Ensuring food safety

- **Establishing trusted labeling and ensuring its reliability**
  - Disseminating and applying the Act against Unjustifiable Premiums and Misleading Representations
  - Disseminating and improving labeling based on goods and services
  - Providing appropriate information through food labeling and strictly applying relevant laws and regulations

- **Ensuring that all transactions are fair**
  - Optimizing transactions depending on the goods and services
  - Establishing frameworks for a consumer relief system and protecting their interests

- **Forming a society where consumers can play the leading role in choice**
  - Protecting consumer group activities
  - Supporting and promoting activities of consumer groups, business operators, and trade associations

- **Establishing national and local consumer administration systems**
  - Providing relief for damage, processing complaints, and promoting dispute settlement
  - Measures against a developing advanced information and communication society

- **Enforcing plans effectively**
  - Creating the process schedule
    - Clear positioning as a government institute related to food safety (from 2012).
  - Measures against multiple-debt problems
    - "The Consultation Meeting in Relation to the Multiple-Debt Problem and Consumer Finance" has been held jointly with the Financial Services Agency once every half year (from 2012).
  - Activities for preventing children accidents
    - "Liaison Committee among Ministries and Agencies on Preventing Children Accidents" was established in 2016.
  - Measures against problems on illegal distribution of waste food
    - "Future measures against illegal distribution of waste food."
  - Measures against consumer problems related to medical cosmetic treatment
    - Some medical cosmetic treatment contracts were added to the Provision of Specified Continuous Services in 2017.
  - Measures against crypto-asset (virtual currency) problems
    - Raised awareness jointly with the Financial Services Agency and National Police Agency in 2017 and 2018.
  - Measures against sublease problems
  - Measures against gambling addiction
    - The Cabinet Office Minister of State for Consumer Affairs and Food Safety joined the HQ for the Promotion of measures against gambling addiction as the assistant manager of the HQ in 2018.
  - Decision on packaged measures against billing fraud
The Food Labelling Act was established in 2013 to create a comprehensive and unified system on food labelling.
- Providing consumers with nutrient declarations to support them in making proper food choices.

**Figure 41** Unifying food labelling systems

**JAS Act**
- [Purpose]
  - Improve the quality of agricultural products
  - Contribute to customers' choices through appropriate labelling on quality

**Health Promotion Law**
- [Purpose]
  - Improve nutrition and promote Japanese people's health

**Food Sanitation Act**
- [Purpose]
  - Prevent sanitation hazards caused by eating and drinking

**Food Labelling Act (Act No. 70 of 2013)**
- [Purpose]
  - Ensure the safety of foods and secure autonomous and rational food choices by general consumers.
  - New points regarding the Food Labelling Standards
    1. Obligatory labelling of nutrient declarations
    2. Improved rules related to the use of manufacturing plant identification marks
    3. Improved rules related to allergen claims
    4. Creation of a new system for function claims

*The Food Labelling Act and the Food Labelling Standards based on it have been in force since April 2015.*

**Figure 42** Overview of food labelling systems on health and nutrition

**Nutrient Declaration**
Packaged processed food is to be labelled with a nutrient declaration. Some foods are also labelled with nutrient content claims and/or nutrient reference values. Information on the nutritional features of food (such as calorie and nutrient values) can be obtained by checking the nutrient declaration.

In addition, the systems below are available for claims about nutrient functions or specified health uses:

- **Foods with Health Claims**
  - Nutritional function labelling

- **Foods with Nutrient Function Claims**
  - Displaying function claims about specific nutrients

- **Foods with Function Claims**
  - Displaying health function claims under the food business operator's responsibility.

- **Foods for Special Dietary Uses**
  - With labels indicating special purposes

  - Medical uses for persons with diseases
    - Approval criteria form
      - Low-protein food products
      - Allergen-free food products
      - Lactose-free food products
      - Comprehensive nutritional food products
    - Individual evaluation form
      - Powdered milk for pregnant and lactating women
      - Processed milk for infants
      - Processed liquid milk for infants
      - Food products for people with difficulty swallowing
      - Food products for people with difficulty swallowing
      - Food products with thickened soup

**Foods in General**
Any food labelled as a nutritional supplement, a health supplement, or a nutrient controlling food falls under this category.

- Number of accepted notifications for Foods with Function Claims: 1,735
- Number of approvals for Foods for Specified Health Uses: 1,068 (as of April 1, 2019)
Promoting consumer education in order to support consumer's independence and develop consumers who actively participate in the development of a better society.

Consumer education for young people is important, because the adult age will be younger from 2022.

Consultations from young people are mainly about troubles related to "rented apartments" and the use of the Internet. For men in their 20s, consultations regarding "multi-purpose loans/consumer loans" are also high.

[Figure 43] Goals in "Action program of promotion of consumer education for young people"

Carrying out lessons by using “Door to Society”
- To learn practical abilities

Developing and deploying consumer education coordinators
- Using external instructors in school education (Making effective use of knowledge and experience by people with business experience)
- Consumer education coordinators stand between and connect various related persons involved in consumer education and make adjustments.

[Figure 44] The number of most frequent consultations on products and services from young people (2018)

<table>
<thead>
<tr>
<th></th>
<th>15 to 19 years</th>
<th>20 to 24 years</th>
<th>25 to 29 years</th>
</tr>
</thead>
<tbody>
<tr>
<td>Men</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Cases</td>
<td>6,276</td>
<td>16,304</td>
<td>15,439</td>
</tr>
<tr>
<td>1 Adult websites</td>
<td>582</td>
<td>1,131</td>
<td>1,525</td>
</tr>
<tr>
<td>2 Digital content (general)</td>
<td>411</td>
<td>866</td>
<td>968</td>
</tr>
<tr>
<td>3 Online games</td>
<td>386</td>
<td>788</td>
<td>658</td>
</tr>
<tr>
<td>4 Other digital content</td>
<td>290</td>
<td>747</td>
<td>642</td>
</tr>
<tr>
<td>5 Goods in general</td>
<td>285</td>
<td>708</td>
<td>537</td>
</tr>
<tr>
<td>Women</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Cases</td>
<td>6,285</td>
<td>19,813</td>
<td>17,617</td>
</tr>
<tr>
<td>1 Other health food</td>
<td>621</td>
<td>1,245</td>
<td>1,709</td>
</tr>
<tr>
<td>2 Digital content (general)</td>
<td>460</td>
<td>1,174</td>
<td>885</td>
</tr>
<tr>
<td>3 Adult websites</td>
<td>373</td>
<td>1,161</td>
<td>818</td>
</tr>
<tr>
<td>4 Other digital content</td>
<td>312</td>
<td>999</td>
<td>678</td>
</tr>
<tr>
<td>5 Goods in general</td>
<td>299</td>
<td>932</td>
<td>537</td>
</tr>
</tbody>
</table>

Yellow : Digital content
Green : Things related to debts
Pink : Things related to beauty

(Notes) 1. Consumer affairs consultation information registered with PIO-NET (as of March 31, 2019).
2. Items are products keywords (sub-categories) used in PIO-NET.
From 2015, the "NO-FOODLOSS PROJECT" has been carried out as one of the "ethical consumption" actions and the national campaign for reducing food loss and waste.

The Act on Promotion of Food Loss and Waste Reduction was established in May 2019.
Using various communication tools to effectively provide information and education for consumers.

Implementing risk communication for spreading appropriate knowledge on food safety.

[Figure 46] Tools for communication with consumers

1. Websites
- Consumer Affairs Agency’s website (from 2009)
- Consumer Education Portal (from 2009)
- Consumer Information Services (from 2010)
- Public Relations and Information Department

2. Spreading information through social media
- Spreading information through Twitter
- Spreading information through Facebook
- Spreading information through YouTube

3. Mail magazine
- Children Safety Mail from Consumer Affairs Agency (from 2010)
- Recall Information Mail Service (form 2012)

4. Collaboration with private companies
- Yahoo! Japan (from 2014)
- Collaboration with the cooking recipe website Coolpad (from 2014)
- Collaboration with Mio Ito (from 2016)

5. Other
- TV programs Information from Kansai TV
- Radio programs Sayaka Aoki and JOY’s Weekly Japan
- News & Life Information Portal

[Figure 47] Regions from which people sensitive to producing regions hesitate to buy food

[Figure 48] Records of risk communication carried out by the Consumer Affairs Agency
Holding "Local Consumer Forum" and "Information Exchange Meeting with Consumer Groups" on a periodic basis.

Supporting activities by Qualified Consumer Organizations in accordance with the Consumer Organization Litigation System.

### Record on Local Consumer Forums (Places of the forums and number of participants)

<table>
<thead>
<tr>
<th></th>
<th></th>
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<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Hokkaido</td>
<td>Sapporo City (89 people)</td>
<td>Sapporo City (109 people)</td>
<td>Sapporo City (79 people)</td>
<td>Sapporo City (140 people)</td>
<td>Sapporo City (85 people)</td>
<td>Sapporo City (117 people)</td>
<td>Sapporo City (114 people)</td>
<td>Sapporo City (105 people)</td>
<td>Yubetsu City, Kamogawa Town (23 people)</td>
</tr>
<tr>
<td>Tohoku</td>
<td>Sendai City, Miyagi Prefecture (126 people)</td>
<td>Sendai City, Miyagi Prefecture (101 people)</td>
<td>Yamagata City, Yamagata Prefecture (160 people)</td>
<td>Aomori City, Aomori Prefecture (215 people)</td>
<td>Sendai City, Miyagi Prefecture (164 people)</td>
<td>Akita City, Akita Prefecture (100 people)</td>
<td>Mito City, Ibaraki Prefecture (174 people)</td>
<td>Fukushima City, Fukushima Prefecture (164 people)</td>
<td>Koriyama City, Yamagata Prefecture (17 people)</td>
</tr>
<tr>
<td>Kantou</td>
<td>Tokyo Metropolitan (141 people)</td>
<td>Saitama City, Saitama Prefecture (160 people)</td>
<td>Tsuchiura City, Ibaraki Prefecture (186 people)</td>
<td>Chiba City, Chiba Prefecture (261 people)</td>
<td>Utsunomiya City, Tochigi Prefecture (217 people)</td>
<td>Tochigi City, Tochigi Prefecture (220 people)</td>
<td>Nagano City, Nagano Prefecture (223 people)</td>
<td>Nagano City, Nagano Prefecture (253 people)</td>
<td>Nagano City, Nagano Prefecture (264 people)</td>
</tr>
<tr>
<td>Hokuriku</td>
<td>Kanazawa City, Ishikawa Prefecture (153 people)</td>
<td>Toyama City, Toyama Prefecture (120 people)</td>
<td>Fukui City, Fukui Prefecture (160 people)</td>
<td>Kanazawa City, Ishikawa Prefecture (232 people)</td>
<td>Toyama City, Toyama Prefecture (234 people)</td>
<td>Fukui City, Fukui Prefecture (170 people)</td>
<td>Kusatsu City, Shiga Prefecture (215 people)</td>
<td>Kusatsu City, Shiga Prefecture (215 people)</td>
<td>Toyama City, Toyama Prefecture (193 people)</td>
</tr>
<tr>
<td>Chubu</td>
<td>Hamamatsu City, Shizuoka Prefecture (212 people)</td>
<td>Hamamatsu City, Shizuoka Prefecture (200 people)</td>
<td>Nagoya City, Aichi Prefecture (142 people)</td>
<td>Nagoya City, Aichi Prefecture (159 people)</td>
<td>Hamamatsu City, Shizuoka Prefecture (251 people)</td>
<td>Nagoya City, Aichi Prefecture (264 people)</td>
<td>Ueda City, Nagano Prefecture (164 people)</td>
<td>Ueda City, Nagano Prefecture (216 people)</td>
<td>Nagoya City, Aichi Prefecture (284 people)</td>
</tr>
<tr>
<td>Kinki</td>
<td>Osaka City, Osaka Prefecture (217 people)</td>
<td>Osaka City, Osaka Prefecture (200 people)</td>
<td>Kobe City, Hyogo Prefecture (187 people)</td>
<td>Osaka City, Hyogo Prefecture (214 people)</td>
<td>Osaka City, Hyogo Prefecture (214 people)</td>
<td>Nara City, Nara Prefecture (105 people)</td>
<td>Osaka City, Osaka Prefecture (246 people)</td>
<td>Osaka City, Osaka Prefecture (246 people)</td>
<td>Osaka City, Osaka Prefecture (273 people)</td>
</tr>
<tr>
<td>Chugoku/Shikoku</td>
<td>Okayama City, Okayama Prefecture (167 people)</td>
<td>Hiroshima City, Hiroshima Prefecture (381 people)</td>
<td>Matsuyama City, Ehime Prefecture (382 people)</td>
<td>Yamaguchi City, Yamaguchi Prefecture (102 people)</td>
<td>Takamatsu City, Kagawa Prefecture (271 people)</td>
<td>Takamatsu City, Kagawa Prefecture (271 people)</td>
<td>Takamatsu City, Kagawa Prefecture (271 people)</td>
<td>Takamatsu City, Kagawa Prefecture (271 people)</td>
<td>Kochi City, Kochi Prefecture (127 people)</td>
</tr>
<tr>
<td>Kyushu/Okinawa</td>
<td>Fukuoka City, Fukuoka Prefecture (217 people)</td>
<td>Fukuoka City, Fukuoka Prefecture (200 people)</td>
<td>Saga City, Saga Prefecture (195 people)</td>
<td>Kumamoto City, Kumamoto Prefecture (250 people)</td>
<td>Kagoshima City, Kagoshima Prefecture (291 people)</td>
<td>Fukuoka City, Fukuoka Prefecture (286 people)</td>
<td>Nagasaki City, Nagasaki Prefecture (172 people)</td>
<td>Nagasaki City, Nagasaki Prefecture (186 people)</td>
<td>Miyazaki City, Miyazaki Prefecture (196 people)</td>
</tr>
</tbody>
</table>

(Note) Upper and middle rows show places of the forums, and bottom rows show number of participants in parentheses.

### Qualified Consumer Organizations and Specified Qualified Consumer Organizations in Japan

- **Kyoto Consumers Contract Network**
- **Kansai Consumer's Support Organization**
- **Hyogo Shohisha Net**
- **Shohisha Net Okayama**
- **Shohisha Net Hiroshima**
- ** Ehime Consumer Network**
- **Consumer's Support Organization Fukuoka**
- **Saga Consumer's Forum**
- **Kumamoto Consumers Net**
- **Oita Shohisha Mondai Network**

(As of the end of April 2019)

- **Hokkaido Consumers Net**
- **Consumer Citizen Net Tohoku**
- **Shohisha Shien Gunma Himawarinkai**
- **Specified Qualified Consumer Organization Saitama Organization To Get Rid of Consumer Damage**
- **Specified Qualified Consumer Organization Consumers Organization of Japan**
- **Japan Association of Consumer Affairs Specialists**
- **Shohisha Shien Kanagawa**
- **Consumer Support Network Ishikawa**
- **Consumer Network Tokai**

* There are 19 Qualified Consumer Organizations in Japan.

Achieved policy goal 3 of the campaign for strengthening local consumer administration (Eliminated areas (Tohoku, Hokuriku and Shikoku) in June 2018 that were lacking Qualified Consumer Organizations)

* There are 3 Specified Qualified Consumer Organizations (Blue) in Japan: Consumers Organization of Japan, Kansai Consumer's Support Organization, Saitama Organization To Get Rid of Consumer Damage).
Consumer policy revitalizes industrial activities by ensuring consumer safety and peace of mind and improving transparency of rules and predictability of administrative actions. This contributes to a sound market and virtuous circle of economy.

In October 2016, trade associations, consumer groups and government institutes formed the Consumer-oriented Management Promotion Organization in order to promote consumer-oriented management (sustainable management) by actively promoting "Voluntary Declaration of Consumer Orientation / follow-up activities" and "Award for good practices of consumer-oriented management."
The Consumer Commission actively carries out investigations and discussions as the third-party organization with monitoring functions for general consumer administration by governments. The Commission has carried out 20 proposals, 16 suggestions, 79 opinions, and 6 reports (*).

The Commission functions as a system for reflecting the opinions of consumers in consumer policy.

* Report based on Item 2, Paragraph 2, Article 6 of the Act Establishing the Consumer Affairs Agency and Consumer Commission

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**Table: Details of major proposals and opinions by the Consumer Commission (End of April 2019)**

<table>
<thead>
<tr>
<th>Classification by field</th>
<th>Category</th>
<th>No.</th>
<th>Primary details</th>
</tr>
</thead>
<tbody>
<tr>
<td>Consumer safety</td>
<td>Proposal</td>
<td>7</td>
<td>Automobile recall system, consumer safety administration, aesthetic and medical cosmetic treatment services, thorough information supplementing for preventing consumer accidents etc.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>9</td>
<td>Suction due to konjac jelly, use of accident information, the Food Sanitation Regulations etc.</td>
</tr>
<tr>
<td>Transaction/contract</td>
<td>Proposal</td>
<td>9</td>
<td>Advance payment for Free-Based Homes for the Elderly, dishonest solicitation for apartments, house renovation, fraudulent investment solicitation, credit card transaction, electronic money etc.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>16</td>
<td>Investment fraud about unlisted shares, door-to-door purchase of precious metals, etc., sales solicitation methods by telecommunication carriers, unrequested solicitation in commodity derivatives transactions, smartphone games, transaction with platforms, intervention etc.</td>
</tr>
<tr>
<td></td>
<td>Report</td>
<td>3</td>
<td>The optimal situation regarding discipline in relation to the Consumer Contract Act and Act on Specified Commercial Transactions etc.</td>
</tr>
<tr>
<td>Food labelling</td>
<td>Proposal</td>
<td>2</td>
<td>Ensuring the propriety of representation and advertisement regarding health food</td>
</tr>
<tr>
<td></td>
<td></td>
<td>6</td>
<td>Labelling of the countries of origin of ingredients, and Foods for Specified Health Uses etc.</td>
</tr>
<tr>
<td>Representation (except food labelling)</td>
<td>Proposal</td>
<td>1</td>
<td>Websites for medical cosmetic treatments</td>
</tr>
<tr>
<td></td>
<td>Report</td>
<td>1</td>
<td>Introduction of the exchange system in the Act against Unjustifiable Premiums and Misleading Representations</td>
</tr>
<tr>
<td>Local consumer administration</td>
<td>Proposal</td>
<td>3</td>
<td>Revitalization and support for local consumer administration etc.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>2</td>
<td>Enhancement of the local consumer administration’s power of enforcement etc.</td>
</tr>
<tr>
<td>Whistleblower protection system</td>
<td>Proposal</td>
<td>2</td>
<td>Review of the whistleblower protection system etc.</td>
</tr>
<tr>
<td></td>
<td>Report</td>
<td>1</td>
<td>The optimal situation regarding discipline in relation to the Whistleblower Protection Act</td>
</tr>
<tr>
<td>Personal information protection system</td>
<td>Proposal</td>
<td>3</td>
<td>Personal information protection system, use of personal data, mailing list dealers</td>
</tr>
<tr>
<td></td>
<td></td>
<td>1</td>
<td>Creation of the Consumer Special Measures Act</td>
</tr>
<tr>
<td>Consumer Special Measures Act</td>
<td>Proposal</td>
<td>1</td>
<td>Public utilities rates</td>
</tr>
<tr>
<td></td>
<td></td>
<td>28</td>
<td>Application for approval of increasing household electricity rates, follow-up for application, revision of public utility charges after consumption tax hike, liberalization of retailing of electricity and gas etc.</td>
</tr>
<tr>
<td></td>
<td>Report</td>
<td>1</td>
<td>Methods for assessing the electricity wholesale rates</td>
</tr>
<tr>
<td>Consumer education</td>
<td>Proposal</td>
<td>4</td>
<td>Basic policy on the promotion of consumer education, consumer education for young people etc.</td>
</tr>
<tr>
<td></td>
<td>Report</td>
<td>3</td>
<td>The optimal situation regarding National Consumer Affairs Center of Japan etc.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>19</td>
<td>Formulation of the Basic Plan for Consumer policy, verification, evaluation, revision of the process sheets etc.</td>
</tr>
<tr>
<td>Other</td>
<td>Proposal</td>
<td>2</td>
<td>White Paper on Consumer Affairs, various trials in the Consumer Affairs Agency (related to the Office of Consumer Policy Frontiers)</td>
</tr>
</tbody>
</table>

(Notes) 1. “Reports” are based on Item 2, Paragraph 2, Article 6 of the Act Establishing the Consumer Affairs Agency and Consumer Commission.
2. Items on multiple fields are posted multiple times and are not the total of proposals, opinions, etc.
Positive evaluation on many categories, including "Trust on consultation offices", with regard to the environment that surrounds consumers (consumer policy's subject). However, problems still exist in "Information spreading and education."

**Figure 55** Environment that surrounds consumers

(Notes) 1. Based on "Basic Survey on Consumer Life" by the Consumer Affairs Agency.
2. Answer to the question: "How much do you agree with the following statements about the environment that surrounds consumers?"
3. In the investigation in FY2012, the statement with the (*) mark was "I can trust local consumer affairs centers and consultation offices established in local governments which I can consult in case of problems."
4. The number of respondents was 6,690 in FY2012 and 6,053 in FY2018.
5. Percentages may not add up to 100 because of rounding.
Part 1 Chapter 2 Section 4 Evaluation and issues on the activities to date
- Evaluation on consumer policy from a consumer’s attitude - (2)

On Awareness on all major activities by the Consumer Affairs Agency increased.
- Some activities have high awareness and evaluation, but some remain at a low standard. We must make activities by the Consumer Affairs Agency known to more consumers through effective information spreading and PR.

**Figure 56** Activities by the Consumer Affairs Agency known to consumers

<table>
<thead>
<tr>
<th>Activities</th>
<th>0%</th>
<th>10%</th>
<th>20%</th>
<th>30%</th>
<th>40%</th>
<th>50%</th>
<th>60%</th>
<th>No answer</th>
</tr>
</thead>
<tbody>
<tr>
<td>Establishing rules on food labelling</td>
<td>3.3</td>
<td>8.7</td>
<td>12.0</td>
<td>19.5</td>
<td>23.9</td>
<td>25.5</td>
<td>49.2</td>
<td>0.2%</td>
</tr>
<tr>
<td>Regulating unjustifiable labelling on products and services,</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>such as fals labeling and misleading advertisements</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>15.9%</td>
</tr>
<tr>
<td>Providing information on harm related to consumer property,</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>18.9%</td>
</tr>
<tr>
<td>such as fraudulent schemes</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Investigating transactions that frequently cause problems,</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>9.3%</td>
</tr>
<tr>
<td>such as door-to-door sales and telemarketing sales</td>
<td></td>
<td></td>
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<td></td>
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<tr>
<td>Investigating the cause of accidents related to consumers’ life and health</td>
<td></td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>1.1%</td>
</tr>
<tr>
<td>Establishing systems for protecting consumers’ interests (collective</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>2.1%</td>
</tr>
<tr>
<td>litigation systems on consumer contracts and recovery from harm)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Promoting efforts toward local consumer administration,</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>4.0%</td>
</tr>
<tr>
<td>such as local consumer affairs centers</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Promoting consumer education and awareness raising about consumer life</td>
<td></td>
<td></td>
<td></td>
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<td></td>
<td></td>
<td></td>
<td>5.2%</td>
</tr>
<tr>
<td>Securing transparency of process for deciding public utility charges and</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>5.2%</td>
</tr>
<tr>
<td>appropriate charges</td>
<td></td>
<td></td>
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<td></td>
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<tr>
<td>Carrying out risk communication such as meetings and</td>
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<td></td>
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<td></td>
<td>4.3%</td>
</tr>
<tr>
<td>seminars on food and radioactive materials</td>
<td></td>
<td></td>
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<td></td>
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</tr>
</tbody>
</table>

*(Notes)* 1. Based on the “Basic Survey on Consumer Life” by the Consumer Affairs Agency.
2. Question in each year (multiple answers accepted in both years):
   - Investigation in FY2012: “Do you know about the following activities conducted by the Consumer Affairs Agency?”
   - Investigation in FY2018: “Did you know that the Consumer Affairs Agency has conducted the following activities since its foundation in 2009?”
3. Options in the investigation in FY2012:
   - (*1) Establishing systems for protecting consumers’ interests (collective litigation systems on consumer contracts and recovery from harm)
   - (*2) Regulating public utility charges
   - (*4) I know about the CAA but do not know about the activities above.
4. (*3) In this context, risk communication means the fact that consumers obtain information and knowledge on risks from specialists, and ask questions or state opinions on such information to share their acknowledgments about the risks.
5. (*5) Only present in FY2012.
6. "Others (0.2%)": in the investigation in FY2012 was excluded.

**Figure 57** Evaluation on activities by the Consumer Affairs Agency

<table>
<thead>
<tr>
<th>Activities</th>
<th>0%</th>
<th>10%</th>
<th>20%</th>
<th>30%</th>
<th>40%</th>
<th>50%</th>
<th>60%</th>
<th>No answer</th>
</tr>
</thead>
<tbody>
<tr>
<td>Establishing rules on food labelling</td>
<td>10.7</td>
<td>33.3</td>
<td>19.5</td>
<td>6.7</td>
<td>5.1</td>
<td>1.5</td>
<td>1.5</td>
<td>0.5%</td>
</tr>
<tr>
<td>Providing information on harm related to consumer property,</td>
<td></td>
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<td></td>
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<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>such as fraudulent schemes</td>
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</tr>
<tr>
<td>Investigating the cause of accidents related to consumers’ life and health</td>
<td></td>
<td></td>
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<td></td>
<td></td>
<td></td>
<td></td>
<td>4.0%</td>
</tr>
<tr>
<td>Establishing systems for protecting consumers’ interests (collective</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>2.4%</td>
</tr>
<tr>
<td>litigation systems on consumer contracts and recovery from harm)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Promoting efforts toward local consumer administration,</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>5.1%</td>
</tr>
<tr>
<td>such as local consumer affairs centers</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Promoting consumer education and awareness raising about consumer life</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>5.1%</td>
</tr>
<tr>
<td>Securing transparency of process for deciding public utility charges and</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>4.0%</td>
</tr>
<tr>
<td>appropriate charges</td>
<td></td>
<td></td>
<td></td>
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<td></td>
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<td></td>
</tr>
<tr>
<td>Carrying out risk communication such as meetings and</td>
<td></td>
<td></td>
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<td></td>
<td></td>
</tr>
<tr>
<td>seminars on food and radioactive materials</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

*(Notes)* 1. Based on the “Basic Survey on Consumer Life” by the Consumer Affairs Agency (FY2018).
2. Answers to the question: “How do you evaluate the activities by the Consumer Affairs Agency to which you answered ‘I know about them?”
3. Percentages may not add up to 100 because of rounding.
Part 1 Chapter 3 Prospects on optimal consumer policy in the future
Section 1 New issues on consumer policy

- New issues on future consumer policy include:
  1. Corresponding to new business models that use new technology,
  2. Global consumer issues, and
  3. Changed population/family composition and increasing consumers who are frequently involved in problems.

- Consumers also know that the importance of consumer issues related to aging, computerization, and globalization will grow.

- Digital platform businesses that have been widespread have increased the convenience for consumers, but have also created new problems such as more advanced and complex consumer issues.

---

**Figure 58** Issues which consumers think are important to take actions on for future consumer policy

- Taking actions for consumer issues related to aging and increasing one-person households: 73.0%
- Optimizing the handling of personal data like use history on the Internet: 60.4%
- Taking actions for consumer issues related to cashless settlement: 52.2%
- Preventing consumer harm of young consumers due to the younger adult age: 39.3%
- Preventing consumer problems related to foreign residents and inbound travelers: 29.4%
- Achieving a sustainable and responsible consumer life: 25.7%
- Taking actions for consumer issues caused by technological innovation such as artificial intelligence or development in computerization: 24.8%
- Taking actions for consumer issues related to virtual currency: 24.7%
- Taking actions for consumer issues related to purchases and sales between individuals: 22.2%
- International cooperation for taking action for troubles related to cross-border consumer transactions: 20.8%
- Others: 0.8%
- Nothing in particular: 7.7%
- No answer: 1.4%

(N=6,053, M.T.=382.3%)

---

**Figure 59** General composition of a digital platform business

(Source) Consumer Affairs Agency "Report on the 4th meeting on the optimal form of the Basic Plan for Consumers" (2019)

**Terms and Conditions of Platform (Standard agreement)**

**Items related to consumer protection in "what consumers expect in using online shopping"**

- From popular choices (multiple answers accepted):
  - Strengthening control on dishonest tenants (54.7%)
  - Strict control of personal information including payment information (49.3%)
  - Improved settlement/compensation after troubles (40.7%)
  - Improved reliability of labelling and explanations (39.3%)

(Source) Consumer Affairs Agency "Commodity Price Monitor Survey" (March 2019, definite report value)
Part 1 Chapter 3 Prospects on optimal consumer policy in the future
Section 1 New issues on consumer policy

- Consumer policy will need to contribute to the realization of a sustainable society that "leaves no one", which the sustainable development goals (SDGs) seek to achieve.
- It is important to promote "ethical consumption" and "consumer-oriented management", etc. in a unified manner in order to achieve SDGs.
- Neither has enough public recognition and interest from consumers, so spreading more information and providing further education are important.

**[Figure 60] What consumers do in their daily consumer life**

- Being conscious of water & electricity conservation: 71.3%
- Disposing of less edible food (food loss and waste): 59.6%
- Reducing garbage and reusing and recycling it: 55.7%
- Paying attention to information related to consumer issues on newspapers or the Internet: 48.2%
- Being interested in the environment/energy problems: 43.8%
- Reducing food mileage by buying locally grown foodstuff: 39.7%
- Consuming ethically: 10.2%

**[Figure 61] Interest in consumer-oriented management**

<table>
<thead>
<tr>
<th>Have interest (total)</th>
<th>Don't have interest (total)</th>
</tr>
</thead>
<tbody>
<tr>
<td>I have interest (total) 41.5%</td>
<td>I don't have interest (total) 57.8%</td>
</tr>
<tr>
<td>9.5</td>
<td>31.9</td>
</tr>
<tr>
<td>37.4</td>
<td>20.4</td>
</tr>
</tbody>
</table>

(Notes) 1. Based on the "Basic Survey on Consumer Life" by the Consumer Affairs Agency (FY2018).
2. Answer to the question: "Do you have interest in business activities that put importance on consumers (consumer-oriented management)?"
3. Percentages may not add up to 100 because of rounding.

**[Figure 62] Activities that you think are important in consumer-oriented management**

1. Sharing opinions, demands and complaints from consumers and using them for business activities: 50.6%
2. Developing products that take into account elderly people and persons with disabilities, and providing easy-to-understand information to them: 43.5%
3. Taking actions in cooperation with related departments when a consumer problem occurs: 43.1%
4. Establishing systems where risk information on consumer safety and security reaches managers: 41.4%
5. Establishing systems for observing laws: 28.7%
6. Developing and performing environmentally-sound products and activities: 28.4%
7. Providing information to consumers and communication mutually with them: 25.4%
8. Exchanging information with consumer groups and local consumer affairs centers: 24.2%
9. Performing in-company training for improving activities for consumers: 23.9%
10. Managers spreading consumer-oriented management policy internally and externally: 21.8%

(Notes) 1. Based on the "Basic Survey on Consumer Life" by the Consumer Affairs Agency (FY2018).
2. Answer to the question: "Which activities are important for businesses to promote consumer-oriented management?" (multiple answer accepted)
3. "Nothing in particular" (17.3%), "Others" (0.9%), and "No answer" (1.0%) are not included.
Part 1 Chapter 3 Prospects on optimal consumer policy in the future
Section 3 Further evolution of consumer policy

- Consumers want future consumer policy to: ① Secure an appropriate balance between improved consumer convenience and consumer protection; ② Perform active actions as well as after-the-fact checks especially for consumers who are frequently involved in consumer harm; ③ Strengthen self-reliance support and education for consumers; and ④ Promote cooperation among consumers, businesses and governments.

- It is necessary to improve the effect of future consumer policy by combining: ① The regulation method (governmental regulation, and establishing various rules, etc.); ② Support method (consumer affairs consultation, awareness raising, consumer education, providing information, supporting consumer group activities, etc.); and ③ Cooperation promotion method (ethical consumption, promoting consumer-oriented management, etc.).

**Figure 63** Opinions on optimal consumer policy

<table>
<thead>
<tr>
<th>Business control and consumer protection with laws</th>
<th>%</th>
<th>I agree</th>
<th>I rather agree</th>
<th>I can't say either way</th>
<th>I don't agree much</th>
<th>I don't agree</th>
<th>No answer</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. In order to improve customer convenience by forming free markets, only after-the-fact checks should be performed to the extent possible.</td>
<td>45.9</td>
<td>14.3</td>
<td>31.6</td>
<td>40.3</td>
<td>9.2</td>
<td>2.6</td>
<td></td>
</tr>
<tr>
<td>2. Damages to consumers should be prevented with advanced regulations on businesses</td>
<td>74.0</td>
<td>32.1</td>
<td>4.1</td>
<td>20.3</td>
<td>3.0</td>
<td>4.7</td>
<td></td>
</tr>
<tr>
<td>3. Protection for consumers frequently involved in consumer harm should be strengthened</td>
<td>75.4</td>
<td>37.3</td>
<td>38.1</td>
<td>17.8</td>
<td>3.2</td>
<td>2.0</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Support and education for consumers</th>
<th>%</th>
<th>I agree</th>
<th>I rather agree</th>
<th>I can't say either way</th>
<th>I don't agree much</th>
<th>I don't agree</th>
<th>No answer</th>
</tr>
</thead>
<tbody>
<tr>
<td>4. Consumer’s voluntary thinking and independent and rational decision making should be supported</td>
<td>66.6</td>
<td>24.0</td>
<td>42.6</td>
<td>27.0</td>
<td>3.0</td>
<td>2.5</td>
<td></td>
</tr>
<tr>
<td>5. Education on consumption activities’ effect on society and the environment should be spread.</td>
<td>63.4</td>
<td>20.8</td>
<td>42.5</td>
<td>30.0</td>
<td>3.5</td>
<td>2.5</td>
<td></td>
</tr>
<tr>
<td>6. In order to deter consumer harm by businesses, consumer groups’ activities should be supported.</td>
<td>58.5</td>
<td>19.7</td>
<td>38.8</td>
<td>33.5</td>
<td>4.5</td>
<td>2.4</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Cooperation promotion among consumers, businesses and governments</th>
<th>%</th>
<th>I agree</th>
<th>I rather agree</th>
<th>I can't say either way</th>
<th>I don't agree much</th>
<th>I don't agree</th>
<th>No answer</th>
</tr>
</thead>
<tbody>
<tr>
<td>7. Trust relationships and cooperation among consumers, businesses and governments should be promoted</td>
<td>70.1</td>
<td>26.3</td>
<td>43.8</td>
<td>24.1</td>
<td>2.3</td>
<td>2.5</td>
<td></td>
</tr>
</tbody>
</table>

(Notes) 1. Based on the “Basic Survey on Consumer Life” by the Consumer Affairs Agency (FY2018).
2. Answer to the question: “What do you think about each of the opinions below on optimal consumer administration?”

**Figure 64** Categories of governmental methods in consumer policy

- Government (National government and local governments)
- Support
  - Consumer affairs consultation
  - Awareness raising
  - Consumer education
- Cooperation promotion
  - Promoting ethical consumption and consumer-oriented management
- Regulation
  - Establishing systems
  - Administrative discipline

* Gap between information quality・quantity and negotiation ability of businesses, and that of consumers
"Part 2 Chapter 2" describes results of policies implemented by related ministries in FY2018.

Section 1: Ensuring consumer safety
1. Activities for preventing accidents
2. Collecting information on consumer accidents and preventing their occurrence and expansion
3. Accurately and quickly investigating causes and preventing recurrence of accidents
4. Ensuring food safety

Section 2: Establishing trusted labelling and ensuring reliability
1. Spreading, developing the awareness of, and strictly managing the Act against Unjustifiable Premiums and Misleading Representations, which generally control and prohibit unjustifiable labelling
2. Spreading and improving labelling depending on the products and services
3. Providing appropriate information on food labelling and managing related laws strictly

Section 3: Ensuring that all transactions are fair
1. Strictly enforcing and reviewing cross-functional laws and regulations on products and services
2. Optimizing transactions depending on the products and services
3. Optimizing transactions depending on the development of information communication technology
4. Preventing and controlling crimes such as fraud
5. Optimizing rules and measurements

Section 4: Forming a society where consumers can play the leading role in making choices and taking actions
1. Securing consumer policy's transparency and reflecting consumer opinions
2. Promotion of consumer education
3. Supporting and promoting voluntary activities of consumer groups, businesses operators and trade associations
4. Promoting fair and free competition and securing appropriate public utility charges
5. Promoting environmentally-sound consumption activities and business activities

Section 5: Establishing frameworks for relieving consumer harm and protecting consumer profit
1. Providing relieve for damage, processing complaints, and promoting dispute settlements
2. Protecting and increasing consumer profit depending on the development of an advanced information and communication society
3. Protecting and increasing consumer profit depending on the development of a globalized consumer life

Section 6: Establishing national and local consumer administration systems
1. Enhancing and strengthening national organization (including incorporated administrative agencies) systems
2. Establishing local systems