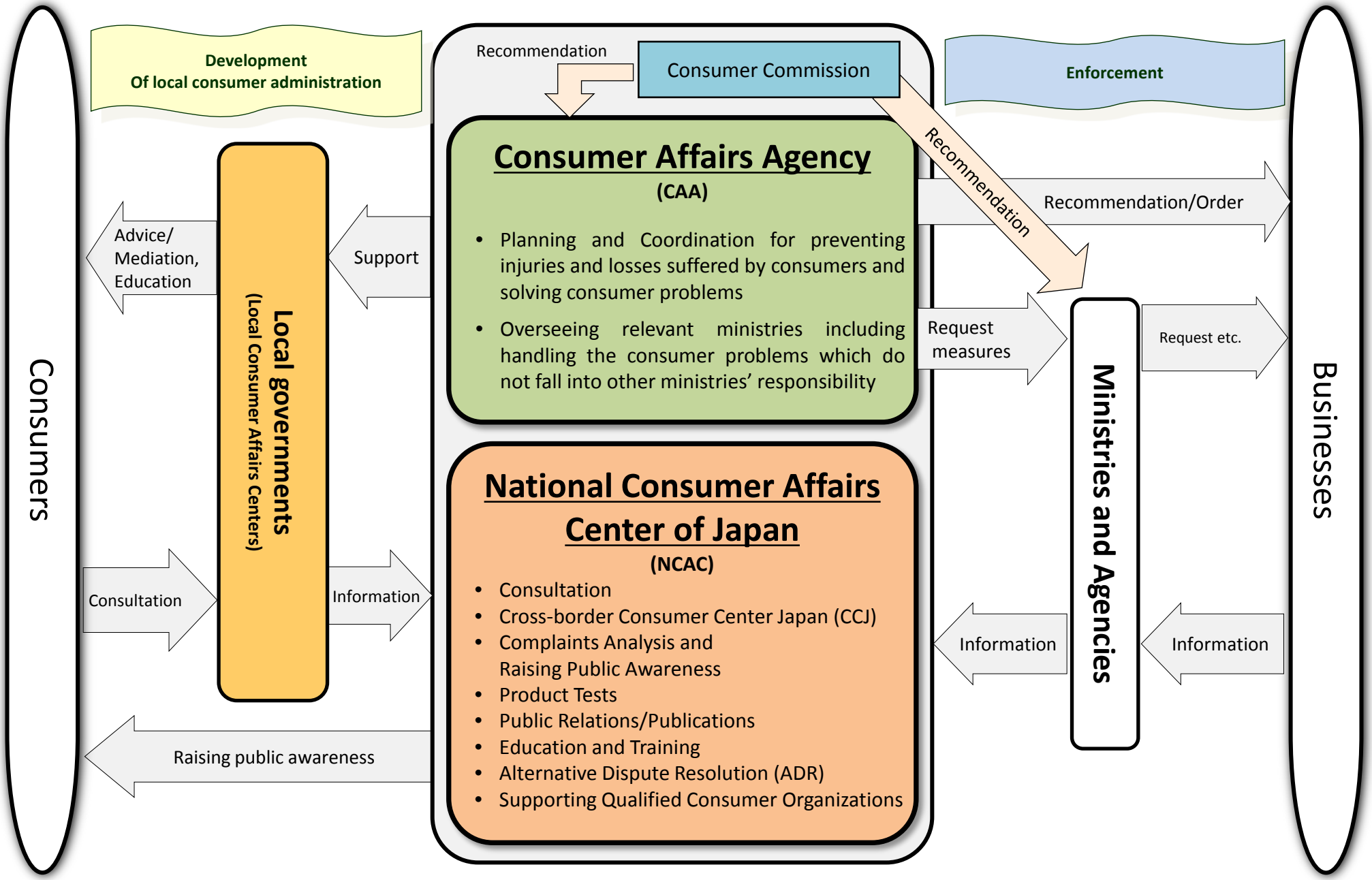Structure of consumer administration in Japan