

## Concrete Measures for Crime Victims and Their Progress

### Section 1

### Efforts to Recover the Victim's Damages and to Provide Them with Economic Support

#### 1 Supporting Victims' Claims to Compensation for Damages, etc.

##### ○ Major efforts

##### • Support by the Japan Legal Support Center (Ministry of Justice)

Depending on crime victims' individual circumstances, the Japan Legal Support Center (commonly called "Houterasu") introduces an attorney with experience and knowledge of victim support from among the attorneys recommended by Bar Association. The Center

has a list of 3,441 attorneys as of April 2016, and has already introduced attorneys to 1,603 cases in FY2015.

To improve the quality of services by attorneys supporting for crime victims, the Japan Legal Support Center has been training such attorneys in collaboration with the Bar Association and private entities supporting crime victims.

#### 2 Improvement of Systems Concerning Benefits and Other Payments

##### ○ Major efforts

##### • Consultations on possible ways for public funds to cover the costs of psychotherapies including counseling (Cabinet Office, National Police Agency, Ministry of Justice, Ministry of Health, Labour and Welfare, and Ministry of Education, Culture, Sports, Science and Technology)

"The consultation meeting on psychotherapies for crime victims utilizing public funds," which consists of experts, Cabinet Office, National Police Agency, Ministry of Justice, Ministry of Health, Labour and Welfare, and Ministry of Education, Culture, Sports, Science and Technology, finalized its proposal in January 2013, stating that both the police providing counselling and the public institutions providing mental support should nurture human resources who engage in counselling, in order to provide crime victims with better advice and psychotherapy in any district.

The Workshop also proposed that a seminar should be held to clarify the range of eligible recipients of public expenditures in terms of

who should judge the necessity of psychotherapy and counseling, its types, and the person in charge, and that based on the seminar, a proper public expenditure system was expected to be introduced.

The above proposal was reported to the Promotion Council held in March 2013, and the Council decided that according to the proposal, measures should be promoted.

In accordance with the decision, the National Police Agency held "The Seminar on a policy serving the recovery from mental trauma in crime victims," consisting of six experts, since March 2014, and summarized in April 2015 "The report on a policy serving the recovery from mental damage in crime victims."

Taking into consideration of the report, the Agency is guiding the prefectural police departments to allocate their certified counsellors of clinical psychology, and the Agency and the prefectural police departments shall publicize its system while developing the public expense system for counseling cost nationwide.

## Column 2

### Review of the Residual Property Project under the Criminal Accounts Damage Recovery Act

#### 1. What is the Criminal Accounts Damage Recovery Act?

The Criminal Accounts Damage Recovery Act stipulates that when a certain amount of the money transferred by the victim remains in the account (the account used by the criminal), the amount shall be returned by the financial institution to the victim to recover the victim's damage.

Despite that the above remedy exists, if the victim does not request money-back, the money might remain in the financial institution, for which the Act states that the financial institution shall transfer that money (hereinafter referred to as "Residual Property") to the Deposit Insurance Corporation of Japan, and that the Deposit Insurance Corporation of Japan shall utilize such residual property to support crime victims.

#### 2. What is the Residual Property Project?

Regarding the Residual Property Project implemented since FY 2013, the Criminal Accounts Damage Recovery Act stipulates that the residual property shall be used for (1) the project of the scholarship by lending system for children whose parent becomes a victim and (2) the project of the benefits for crime victim support groups

#### 3. Review of the Residual Property Project

Regarding the Residual Property Project, opinions have been gathered in the discussion to review the project toward the formulation of the Third Basic Plan. Based on the opinions, a project team was created to address the problems of the residual property under the Criminal Accounts Damage Recovery Act. The team reviewed the past management of the Residual Property, discussed the measures for improvement of crime victim supports, and summarized a report on March 2016.

#### 4. Reviewed items

The major items reviewed are as follows:

- (1) The project of the scholarship  
The project of the scholarship shall be changed from the lending system to the benefit system.
- (2) The project of the benefits for crime victim support groups  
The project of the benefits, in which groups' personnel expenses have not been paid, shall be increased the benefits for crime victim support groups to add the expenses for nurturing counselors (employment expenses).

## 3 Ensuring a Stable Residence

### ○ Major efforts

#### • Securing residence immediately after the incident and on a medium-term. (Ministry of Health, Labour and Welfare and National Police Agency)

The Child Guidance Centers accept temporary custody of a child including temporary entrustment as needed. Based on the Outline of Measures for Society with Decreasing Birthrate (decided on March 20, 2015 by the Cabinet), Ministry of Health, Labour and Welfare is improving the environment of temporary

custody places in the Child Guidance Centers, by utilizing the subsidy for the Measures to Support the Development of the Next Generation, in order to improve the mixed treatment of victimized and delinquent children. Since FY 2007, the National Police Agency has provided victims with temporary accommodation at public expense to alleviate their economic and emotional burdens when staying at their own residence became difficult because, for instance, the residence was

demolished because of the crime and the victims are unable to personally secure a place to stay.

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### Enactment of Ordinance for Measures for Crime Victims

Chigasaki city enacted “The Chigasaki City Crime Victim Support Ordinance” in November 2015. Before enacting the ordinance, the city referred to other cities’ ordinances and crime victims’ opinions, and considered the contents again and again in order to match with the situations of the city. The ordinance incorporates specific measures for crime victims, e.g., a consolation payment, support for relocation/rent, temporary custody of a child, and dispatch of a housework/care helper. The ordinance is mainly characterized as not overlapped with the country’s and prefecture’s measures; subsidies to crime victims who suffered damage abroad; and everyday life support for crime victims.

In order for crime victims to receive suitable supports, Chigasaki city is propagating the ordinance among citizens in cooperation with the police and relevant organizations, aiming to support crime victims in all areas.

#### Leaflet



Source: Chigasaki city

## 4 Stabilization of Employment

### ○ Major efforts

- **Disseminating and enlightening the leave system for recovery (Ministry of Health, Labour and Welfare)**

Employed crime victims might have to stay away from work to get medical treatment or appear in court, but the leave system has not been known enough among them. Therefore, Ministry of Health, Labour and Welfare prepared leaflets and distributed to the relevant government offices, economic organizations and

unions to make the system known to companies and employees, and held seminars.

When Ministry of Health, Labour and Welfare conducted a questionnaire in FY2015 whether the system should be deployed in companies, 90% of both companies and employees did not know the opinion that the system must be implemented. Ministry of Health, Labour and Welfare will continue PRs and enlightenment about it.

### Pamphlet to promote the Leave System for Recovery



Source: Ministry of Health, Labour and Welfare

## Section 2 Efforts for the Victims to Recover from or to Prevent Mental and/or Physical Damage

### 1 Provision of Healthcare and Welfare

#### ○ Major efforts

- **Enhancement of counseling opportunities offered by police for sexual crime victims (National Police Agency)**

The police is improving the counselling system to mitigate crime victims' mental damage, by arranging staff members with counselling expertise and by tying up with psychiatrists and general counselors. Currently, the prefectural police departments outsource the counselling and advisory services to psychiatrists and clinical psychologists to counsel crime victims and to improve staff's counselling skills. For victimized children, juvenile guidance officers provide counselling with the help of outside

professionals. In 2012 the National Police Agency deployed experienced counsellors who have been certified as clinical psychologists, in order to enhance the capability to counsel crime victims in the nationwide police departments.

- **Improvement of the school counselling system for victimized boys (Ministry of Education, Culture, Sports, Science and Technology)**

The Ministry provides subsidies for local governments that deploy social workers with special knowledge and techniques of social welfare in schools and in educational organizations according to local situations, and that provide them with training to improve the quality.

## 2 Securing Safety

### ○ Major efforts

#### • Information offer on offenders (National Police Agency and Ministry of Justice)

Based on “The damage-recurrence prevention guidelines” (the Notice by the National Police Agency Criminal Investigation Bureau Chief dated June 11, 2007), the National Police Agency has designated a crime victim, who might be re-victimized by the same offender, as an object person in terms of damage-recurrence prevention, and has taken measures for collecting information on possibility of damage recurrence; establishing a communication system to offer information according to the needs; instructing self-vigilance; security measures by the police; and warning to offenders.

The related organizations closely cooperate with each other to prevent the recurrence of crimes. The Ministry of Justice has established a notification system on release of offender in penal institution so that a crime victim can avert a contact with the same offender. When the Ministry receives from the police a notice of a sentenced person’s release, recognizes the necessity for measures against damage-recurrence, and considers it is appropriate to notify the victim, the Ministry

notifies the victim of the detail (the scheduled release date and expected place to live after the end of imprisonment; the scheduled release date and expected place to live after parole).

**Table: Notice of prisoner-release information to crime victims**

	Number of victims who requested the information	Number of victims who received the information
2002	264	125
2003	344	250
2004	622	440
2005	787	559
2006	1,135	779
2007	1,080	782
2008	855	663
2009	371	487
2010	391	490
2011	298	395
2012	300	361
2013	423	398
2014	414	338
2015	450	388
Total	7,734	6,455

Source: Ministry of Justice

### Column

#### 4

## Verification and Evaluation of Protective Measures for victims of Child Prostitution and Child Pornography

In June 2014, part of “The Act on Punishment of Activities Relating to Child Prostitution and Child Pornography, and the Protection of Children” was amended, and the name of the Law was changed to “The Act on Regulation and Punishment of Acts Relating to Child Prostitution and Child Pornography, and the Protection of Children” (hereinafter referred to as “Amended Law”). In accordance with the Article 16-2 (1) of the Amended Law, the Promotion Conference reviewed and evaluated the implementing status of the measures for protection of the children who had suffered detrimental effects mentally and physically by the facts that they were forced to be partners of child prostitution or depicted in child pornographic magazines and others.

Here, the results of the review and evaluation decided in the Promotion Council are summarized (the period is from July 15, 2014, when the Amended Law was enacted, to the end of 2015)

### 1. Activity to protect child victims

Consultations on child prostitution and child pornography cases are accepted through the Internet or anonymity, too, because child victims may not want damage to be known by others and tend to hide it. Therefore, efforts are being made to improve the environment where child victims can easily receive counselling.

Also because child victims might not recognize that they were victimized, it is necessary to prevent their damage from being hidden and make them understand that child prostitution and child pornography are crimes.

Because children might not know where they can consult about damage, it is important to take measures to always inform about the consultation desk to protect them early.

#### 2. Improvement of counselling skills

To properly support child victims, counselling skills need to be improved through training of counsellors and teachers in the Child Guidance Centers and schools, who have opportunities to directly contact with children.

#### 3. Enhancement of linkages and cooperation among institutions to protect child victims

The prosecutors, police departments and Child Guidance Centers have been cooperating with each other in questioning child victims to lighten their psychological burden.

Despite the linkage and cooperation system with proper roles shared among them, further cooperation will be needed with other bodies and groups, especially with schools, where children spend much time.

#### 4. Investigation research for protection of child victims

To promote protective measures properly and effectively, investigation research will be needed into children's psychology and the backgrounds against which children are potentially victimized.

#### 5. Conclusion

Although protective measures have fairly been spread around the country, criminal damage from child prostitution and child pornography tends to be hidden due to various reasons.

Therefore, further efforts will be needed in protective activity, counselling skills of those in charge of supporting child victims, and collaboration among the related organizations.

In addition to measures for crime victims, it is also desired to improve child's and parent's internet literacy and to provide them with preventive education, because children tend to be victimized when using novel communication tools on the Internet, such as SNS (Social Networking Service).

### 3

## Considerations and Other Regards to be Shown during the Process of Protection, Investigation, and Trial, etc.

#### ○ Major efforts

##### • Appropriate operation of measures such as video links (Ministry of Justice)

Regarding criminal procedure, the Ministry of Justice has, through meetings and trainings, been improving the operation of the opinion statement system and the video link system, so that a prosecutor responds properly to a crime victim and reflect his/her opinions on the trial, and mitigates witness's anxiety and burden upon

testimony. The Ministry prepares the information on these systems in pamphlets for crime victims.

In 2015, the total number of witnesses attended by an attendant was 141, the total number of witnesses for whom the shielding measure was taken was 1,563, and the total number of witnesses for whom the video link system was used was 290, during the examinations.

**Table: Application of witness protection**

Year	Witness Protection Measures		
	Attendant	Shield	Video link
2011	136	1,317	242
2012	121	1,757	288
2013	116	1,792	278
2014	112	1,661	299
2015	141	1,563	290

(Notes)

1. Data (approx. figures) from General Secretariat of the Supreme Court
2. The number of witnesses represents the total number who appeared at High Court, District Court and Summary Court

Source: Ministry of Justice

### Section 3

## Efforts to Broaden Opportunity for Victims to Participate in Criminal Procedures

### 1

## Development of System to Broaden Opportunities to Participate in Criminal Procedures

#### ○ Major efforts

- **Increased information offer on criminal procedures (Ministry of Justice)**  
The Ministry of Justice prepared a pamphlet titled “For Victims of Crime” which clearly explains various protection and support systems for crime victims, including the victim participation system and the juvenile hearing attendance system for the Public Prosecutors Office to hand it over to crime victims upon questioning and in various events. The contents of the pamphlet are posted in the websites of the Ministry of Justice and the Public Prosecutors Office.

#### Pamphlet for crime victims prepared by the Ministry of Justice



Source: Ministry of Justice

## Section 4 Efforts to Improve the System to Support Crime Victims

### 1 Providing Consultation, Information and others

#### ○ Major efforts

##### • Promotion to establish comprehensive response desks at local governments (Cabinet Office)

Taking various opportunities of the Crime Victim Policy Division Directors' meetings or the workshops for local government staff members, the Cabinet Office has been requesting the local governments to install a response desk (hereinafter referred to as "Comprehensive response desk"), which provides crime victims with comprehensive solutions to their problems and consultations. Since FY 2011, all districts have installed the comprehensive response desk.

The Cabinet Office also checks local

governments for an existence of the division for crime victim policies (hereinafter referred to as "Crime Victim Policy Division"), lists the divisions on the Crime Victim White Paper, as well as requests local governments to establish such a division and a comprehensive response desk, at every opportunity of the Crime Victim Policy Division Directors' meetings or the workshops for local government staff members. As of April 2016, all 1,721 municipalities in the country (including Tokyo 23 wards, except for ordinance-designated cities) have the Crime Victim Policy Division, and 1,664 municipalities (about 97%) have the comprehensive response desk.

#### Column 6

### Activity of the Public Transport Accident Victims Support Office

Ministry of Land, Infrastructure, Transport and Tourism established in April 2012 the Public Transport Accident Victims Support Office to support victims from public air, rail, and land transport accidents.

This is based on "the summary of the workshop on how to support victims from public transport accidents" (June 2011), and has the following functions to assist victims:

1. Help desks to provide information for victims who suffered damage by any chance from public transport accidents, and
2. Coordination to help victims' living for a medium- to long- term from the time they suffered damage until they can recover normal life.

In cooperation with related organizations, the Support Office has been improving the functions by acquiring basic knowledge and preparing for victims with face-to-face service.

As of April 2016, in the Support Office, 61 staff members are in charge of supporting victims from public traffic accidents, while engaging concurrently in the duty of the Support Office, under the head of the Support Office.

The Support Office shall continue to support steadily for traffic accident victims, by getting advice from people concerned, constructing networks with outer organizations, and requesting public transport operators to make support plans for traffic accident victims.



## 2 Assisting Private Entities

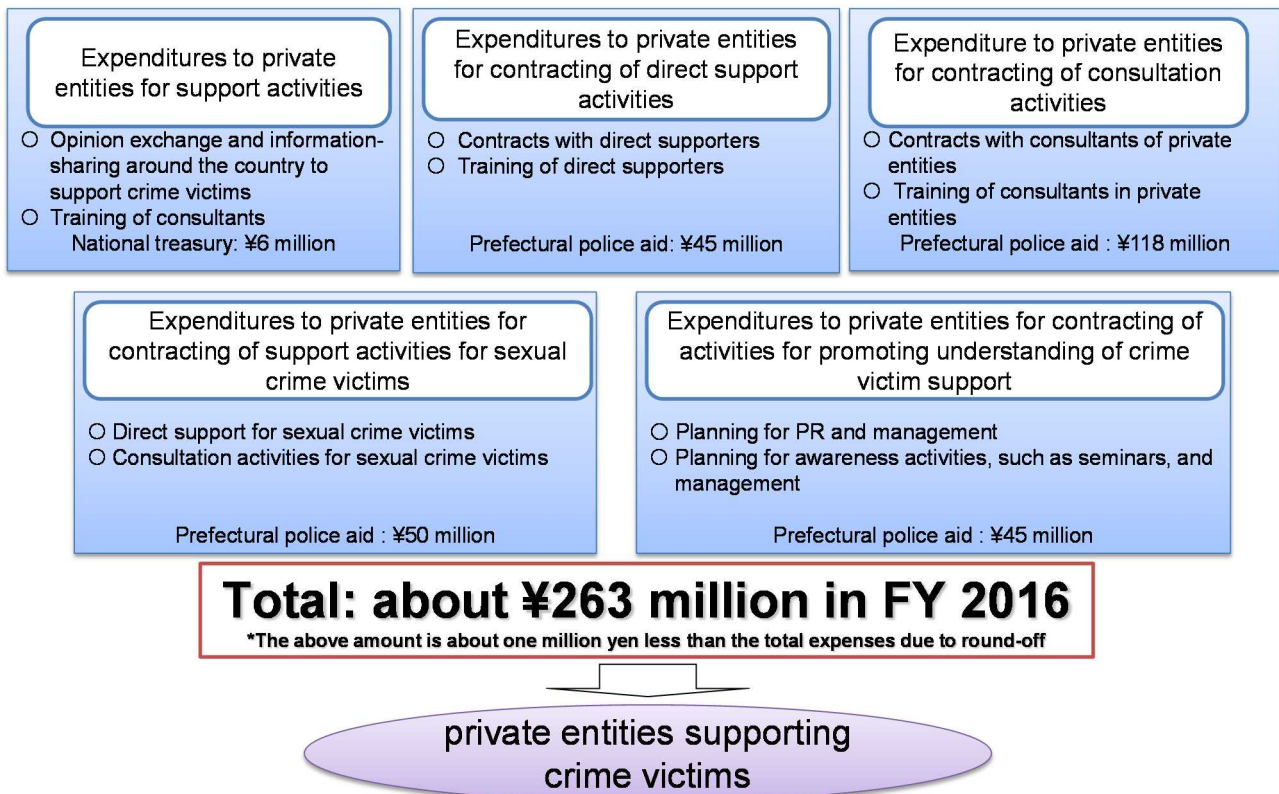
○ Major efforts

• **Enhancement on the assistance to private entities (National Police Agency)**

The police has been helping private entities supporting crime victims by dispatching lecturers for their seminars, and providing financial support for their expenditures by taking

budgetary steps for outsourcing various tasks to such entities, including expenditures required for activity support, direct supports, consultations, direct support for sexual crime victim’s early recovery, and campaigns to raise awareness of crime victim supports.

**Fig.: Government financial aid for private entities supporting crime victims**



## Column

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## Local Projects for Promoting Crime Victim Support Systems

The Cabinet Office has been promoting the crime victim support projects co-hosted by municipalities and ordinance-designated cities. In 2015, workshops and symposiums were held for local government staff and people involved in crime victim support, in Miyagi, Osaka, Wakayama and Okinawa prefectures and Yokohama, Nagoya and Osaka cities. Here will be introduced the projects of Okinawa and Yokohama.

**[Okinawa]**

Every year, Okinawa prefecture has been holding workshops for municipal staff members in charge of the comprehensive response desk, providing basic knowledge needed for crime victim counselling service.

In 2015, workshops were held in remote islands like the main land of Okinawa, Miyako Island, and Ishigaki Island for municipal staff members. Dr. Takashi Inada, a psychiatrist, lectured about the method and key points to deal with crime victims, and the responsible staff from various related-organizations explained the measures for crime victims. The participants stated impressions that they could well understand the mental situations of crime victims, thus the awareness and cooperation toward the support being raised among remote islands' municipal employees.



**View of the workshop**

**[City of Yokohama]**

City of Yokohama held a related-organizations' joint meeting (a workshop) and a case-review meeting by using virtual cases, for the purpose of visualizing their cooperation for seamless support for crime victims. Such meetings were held several times from July to December 2015, by inviting Junko Otsuka, a professor at Teikyo Heisei University and supervisor of many institutions' linkages, as well as crime victims' families, bereaved families, and private entities supporting crime victims as advisors. Besides major institutions and groups involved in crime victim support, many staff members participated from the Welfare & Health Centers in three wards in City of Yokohama (the Welfare & Health Division, Elderly & Disabled Support Division, Children and Families Support Division, Public Assistance Division, and Health Insurance & Pension Division). The projects deepened mutual understanding about the role of each organization, and raised awareness that support for crime victims should be a matter of central focus.

The case-review meeting brought about shared recognition: the importance of grasping needs of crime victims; their needs change as time proceeds; and the importance of coordinated roles among the related organizations to provide seamless support.



The first related-organizations' joint meeting



The Second case-review meeting

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## Promoting Crime Victims Support System of “National Network for Victim Support”

National Network for Victim Support (NNVS) is a specified non-profit organization consisting of private entities supporting crime victims in each district. This network was launched by eight groups in 1998. Thereafter, the number of the groups has increased year by year, and in 2009 all prefectural private entities supporting crime victims eventually joined. Currently, NNVS has been working actively together with nationwide 48 groups in order to realize society where crime victims, their families and bereaved families can get support anytime and anywhere, and to protect their dignity and rights.

In June 2015, the Tokushima Crime Victim Support Center, one of the group members, was designated as an early support group for crime victims, thereby all the prefectural early support groups for crime victims have been reinforced. In cooperation with the police and the related organizations, they tackle early support for crime victims immediately after they suffered damage. NNVS has widely been appealing the reality and needs of crime victims to protect their human rights, disseminating the waves of support.

One example is “The National Crime Victim Support Forum” in every autumn co-hosted by the related organizations. In the 2015 Forum, which marked the 20th anniversary, a lecture was given under the title of “Toward the society without damage from traffic crime”, with the presence of Their Imperial Highnesses Prince and Princess Akishino.

### The National Crime Victim Support Forum



By courtesy of The National Crime Victim Support Forum

Together with the nationwide support groups, NNVS aims to improve support activity in terms of both quality and quantity, and to contribute to realizing society where crime victims can receive support anytime and anywhere around the country.

## Section 5 Effort to Foster the Understanding among Citizens and to Earn Their Consideration and Cooperation

### 1 Fostering Understanding among Citizens

○ Major efforts

- Implementation of advocacy projects on crime victim related measures during respective promotion periods (Cabinet Office, Ministry of Justice, and Ministry of Health, Labour and Welfare)

The Cabinet Office has been addressing the elimination of violence against women through the “Campaign for Eliminating Violence against Women” (from November 12 to 25 every year) in cooperation with local governments, women’s groups, and other related organizations.

The Cabinet Office also carried out the Nationwide Traffic Safety Campaign in spring (from May 11 to 20, 2015) and autumn (September 21 to 30, 2015) on Prevention of Traffic Accidents of Children and Elderlies, to appeal the misery of traffic accidents and preciousness of life to the public while incorporating perspectives of traffic victims. The Ministry of Justice, in order to promote consideration and protection for the human rights of crime victims, carries out various promotion activities, under the slogan of “Consider the Human Rights of Crime Victims and their Families,” as one of the annual priority targets of activities for human rights awareness-raising, such as holding lectures and workshops, distributing leaflets dealing with human rights issues of crime victims and crime victim support, during the Human Rights Week (December 4 to 10) and other times throughout the year.

From 2004, the Ministry of Health, Labour and Welfare is conducting intensive advocacy activities during November as the Month to Promote Prevention of Child Abuse to deepen the understanding and to raise awareness of every parts of the society on child abuse in collaboration with related ministries and agencies, local governments, and related organizations. In FY 2015, the Ministry of Health, Labour and Welfare decided a monthly slogan, “You could save a child ‘by any chance,’” and held “a nationwide child abuse prevention forum” in Yokohama, Kanagawa (November 8) to enlighten people that child abuse is a problem to be solved by society as a whole, distributing

PR posters and leaflets, and informing of “Child Guidance Center Nationwide Dial.”

#### Poster for the Nationwide Traffic Safety Campaign



内閣府

Source: Cabinet Office

#### Poster for the Month to Promote Prevention of Child Abuse



Source: Ministry of Health, Labour and Welfare

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## Campaigns of Crime Victim's Week

The Cabinet Office has been carrying out publicity and education projects during the Crime Victim Week (from November 25 to December 1), in corporation with the National Police Agency, Ministry of Internal Affairs and Communications, Ministry of Justice, Ministry of Education, Culture, Sports, Science and Technology, Ministry of Health, Labour and Welfare, and Ministry of Land, Infrastructure, Transport and Tourism.

In the FY 2015 Crime Victim Week, the 10th annual project, a main event was carried out in Tokyo on December 1, and local events co-hosted by local governments were carried out in Kyoto (November 14) and Hiroshima (November 28).



the main event

Since FY 2007, the Cabinet Office has been accepting slogans for the Crime Victim Week. In 2015, of 5,123 slogans sent from around the country, Mr. Kazuhiro Ikenaga's slogan, "Warm-heartedness from you, districts and society" was selected as the best, and commended during the main event. The posters for the Crime Victim Week with this slogan were distributed to all local governments to be used for publicity and education projects, and posted in stations, related-organizations and libraries.



Poster for the Crime Victim Week

Local governments also carried out various projects, including lectures and panel exhibitions during the Crime Victim's Week. The detail of the projects is available on the Cabinet Office's website and Facebook for "The Measures for Crime Victims."

**The crime victim support symbol mark Gyutto-chan**



犯罪被害者等支援  
シンボルマーク  
「ギュっとちゃん」