

Basic Plan on Measures against Child Sexual Exploitation

– For a society that protects the future of children –

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Ministerial Meeting Concerning Measures Against Crime

“Child sexual exploitation” shall refer to the sexual exploitation of children (meaning, committing a criminal act against a child [i.e., a person under 18 years of age, the same shall apply hereinafter] that sexually victimizes the child for the purpose of satisfying one’s sexual gratification or for the benefit of oneself or a third party, such as child prostitution, as defined in Article 2, paragraph 2 of the Act on Regulation and Punishment of Acts Relating to Child Prostitution and Child Pornography and the Protection of Children [Act No. 52 of 1999, hereinafter referred to as the “Act Against Child Prostitution and Child Pornography”] [the same shall apply hereinafter], the production of child pornography, as defined in Article 2, paragraph 3 of the Act Against Child Prostitution and Child Pornography [the same shall apply hereinafter], and other acts, or committing any act subject to Article 60 of the Child Welfare Act [Act No. 164 of 1947] by operating a business in a form focused on children as sexual objects or committing any similar acts) and acts of encouraging the sexual exploitation of children (brokerages for child prostitution, trafficking in children for the purpose of child prostitution, provision of a place for business in a form focused on children as sexual objects, development of a website for the purpose of providing child pornography, etc.).

Source: “Regarding the Basic Policy for Practices Relating to Measures against Child Sexual Exploitation” (Approved by the Cabinet on March 29, 2016)

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I. Upon Establishing the “Basic Plan on Measures against Child Sexual Exploitation”

Creating a society where every child, as a part of the next generation, grows up healthy without being harmed mentally or physically is an issue shared by all of us.

Child sexual exploitation, such as the production of child pornography or child prostitution, is an extremely heinous act that causes harm to children mentally and physically, and seriously violates their human rights, which should not be forgivable. Even worse, child sexual exploitation is committed by adults, who should protect and nurture children, and, in many cases, child sexual exploitation continues to harm child victims for a long period beyond time and space, via the internet.

Looking at the current state of this issue in Japan, the number of arrested cases and the number of offenders arrested for child pornography as well as the number of child victims all keep hitting record highs since statistics began. The number of children that have become victim of child prostitution as a result of using community sites also keeps rising. In addition, heinous crimes such as those that victimize younger children that are unable to resist never seem to stop, and new forms of business focusing on children as sexual objects have emerged one after another.

Efforts toward the eradication of child sexual exploitation are a common concern of international society. Failing to make sufficient efforts and to disseminate precise information about how we can tackle this issue would subject us to criticism from international society.

Toward the start of the Tokyo 2020 Olympic and Paralympic Games, the government of Japan is now making efforts to realize “Japan, the Safest Country in the World.” We also need to show both at home and abroad that Japan is a safe country, especially for children, where child sexual exploitation is severely punished.

To this end, not only an approach that treats symptoms but also measures to address the factors and background regarding child sexual exploitation are necessary for ensuring the eradication of child sexual exploitation.

Based on the above understanding, the government seeks to realize a society where children are protected from sexual exploitation in every way and space, including at home, in occupational settings, and in the local community, by implementing multi-faceted and comprehensive measures in an integrated manner, focusing on children, their parents/guardians, offenders, and tools or places used for sexual exploitation. This is in addition to mention raising public awareness so that child sexual exploitation can be wholly prevented, while securing cooperation from people from all walks of life.

II. Approaches and Outline of the “Basic Plan on Measures against Child Sexual Exploitation”

Based on the recognition stated in I. above, this “Basic Plan on Measures against Child Sexual Exploitation” (hereinafter referred to as the “Basic Plan”) sets forth the policies that the government should implement during the target period before the Tokyo 2020 Olympic and Paralympic Games for the eradication of child sexual exploitation under the framework of existing laws and regulations.

Under this Basic Plan, related ministries and agencies shall promote concrete measures in cooperation not only with people from all walks of life, private business operators, and organizations concerned, but also with international society, while reviewing the implementation status as necessary with general coordination by the National Public Safety Commission.

This Basic Plan has the following six pillars, and the concrete measures for each pillar will be described in III.

1. Enhancement of public awareness regarding the eradication of child sexual exploitation, development of social awareness, and the strengthening of collaboration with international society

It is highly probably that incidents of child sexual exploitation are hidden for various reasons. To detect them early, in addition to developing an environment where child victims feel comfortable in reporting such incidents and consulting with others, it will be effective to encourage anonymous reporting by the general public. Although related ministries and agencies have already established a system to receive anonymous reports of child sexual exploitation, the current state of reporting is not satisfactory. It is necessary to further raise public awareness toward the issue of child sexual exploitation

As from the fact that, in some large-scale entertainment areas, businesses focused on children as sexual objects are openly operated, customers exist that expect sexual services from children. Also, the sexual victimization of children through the use of the internet would not occur without the existence of offenders that desire contact with children. In order to eradicate the existence of such offenders, it is essential to heighten public opinion to be vehemently opposed to child sexual exploitation in any form.

Meanwhile, Japan has been promoting efforts for various measures against child sexual exploitation such as child pornography in collaboration with international society and is providing information on such efforts to international society through various opportunities. For the future, it will be necessary to continue promoting efforts in collaboration with international society, and at the same time, to provide more information to international society from the viewpoint of gaining a better understanding from international society of our efforts.

2. Support for children and families to ensure the sound growth of children without victimization by sexual exploitation

With the rapid proliferation of the internet connection devices such as smartphones and the use of various services

including smartphone applications among children, more children have become victims of sexual exploitation through the use of community sites, etc. In order to prevent such victimization, it is important for children and their parents/guardians to correctly recognize the potential risks associated with the use of the internet via smartphones, etc., and the effective means to reduce the risks, such as the filtering services, along with taking necessary measures. However, with the increase of the points to be noted by children and their parents/guardians in using the internet, their burden is increasing. Therefore, mobile carriers and internet service providers as well as schools and other organizations concerned with children and their parents/guardians need to work together to support children and their parents/guardians on a continuous basis so that children can use the internet safely and securely.

Meanwhile, looking into cases of children sexually victimized as a result of using community sites or working for businesses focused on children as sexual objects, there are cases where children sought encounter with someone on the internet or in some cases where they willingly engaged in sex-related businesses thoughtlessly in order to attain a feeling of belonging, due to the absence of such a feeling either at home or at school, for various reasons (including economically), though their family environments vary greatly. When providing support for these children, it may be necessary to improve their family environment in the medium-to-long term, depending on circumstances. Also, considering the current situation that requires the creation of an environment where all of society can help children grow up due to the increase of single-parent families, it will be appropriate to keep an eye on the children that repeat problematic behavior, such as hanging out in the middle of night (because they may not feel that they belong at home for other reasons) and their parents/guardians, in cooperation with organizations concerned, while providing appropriate support.

3. Promotion of measures to prevent the occurrence and spread of victimization that focuses on tools used for child sexual exploitation

In many cases, child prostitution or child pornography offenders access community sites to hunt for children with the intent to have sex with them from the beginning. For the prevention of the occurrence and spread of victimization by child sexual exploitation, it is necessary to implement measures focused on the tools used for child sexual exploitation.

In particular, the following situation must be dealt with properly.

- Smartphones that have wireless LAN connection and application download functions or tools that intermediate the encounter between offenders and child victims, such as SNS, are becoming more widely used, diversified, and sophisticated.
- With the decline in the utilization rate of the filtering services that are effective in preventing children from viewing illegal/harmful information on the internet, the chances increase for children to encounter ill-intentioned persons and to become victims.

In addition, child pornography will continue hurting a child victim for a long period of time once a picture of a

child is posted on the internet. Given the increasing tendencies of child pornography-related crimes, it is necessary to further promote measures to prevent the distribution of and access to images of child sexual exploitation on the internet, including the deletion of such images.

4. Prompt protection of child victims and the promotion of appropriate support

As child sexual exploitation inflicts harm on children mentally and physically, it is necessary to physically separate the child victim from the offender and to protect the child immediately as soon as an offense is detected and, depending on the mental and physical damage that the child victim suffers, to start appropriate support so that the damage is healed early and so that the child victim can live a peaceful and positive life in society.

In doing so, the following circumstances must be considered and dealt with appropriately.

- Incidents of child sexual exploitation are highly probable to be hidden for various reasons such as that the child victim is too young to report the situation and to consult with someone about what occurred, that the child victim does not want others to know about the incident because of the relationship with the offender, or that the child victim does not realize that they are actually a victim.
- For the protection and support of child victims, not only temporary custody in the initial stage but also continuous support including mental care are highly necessary. In some cases, medium- to long-term support is required, including the improvement of the family environment of the child victim and the rebuilding of the family relationship. In order to implement such support continuously and effectively, collaboration between related administrative bodies and private organizations concerned, etc., is important.
- When protecting and supporting a child victim, sufficient attention must be given to prevent secondary victimization.
- It is pointed out regarding protection and support for child victims that necessary information is not thoroughly disseminated to those that need such, including child victims.

5. Strengthening of crackdowns based on the situation of victimization and the rehabilitation of offenders

As child sexual exploitation is an extremely heinous act that causes mental and physical damage to children, who are the bearers of the next generation, the police have been promoting crackdowns by aggressively applying the provisions of the Penal Code (Act No. 45 of 1907), Act Against Child Prostitution and Child Pornography, labor-related laws and regulations, child welfare-related laws and regulations, prefectural ordinances regarding the sound development of children, and other laws and regulations.

However, the situation of child sexual exploitation is becoming more serious. For example, refer to the following.

- The number of arrested cases for child pornography crimes in 2016 was 2,097, an increase for nine

consecutive years since 2008, and the number of child victims was 1,313, a 4.8-fold increase in the past 10 years. Both reached record highs.

- With the rapid proliferation of internet connection devices such as smartphones and the use of various services including SNS among children, cases of children victimized in sexual exploitation through the use of community sites, etc., are on the increase. Among them are cases of organized crime syndicates taking advantage of the anonymous nature of the internet, such as in pretending to be a child and intermediating child prostitution in the name of “patronage dating,” cases where new applications providing images for a price are used, and cases of wide-area-based abduction. As a result, the burden of investigation is increasing.
- In the businesses focused on children as sexual objects that are emerging in some large-scale entertainment/amusement areas, although they are disguised as operating in compliance with existing various business regulations, illegal sexual services are provided with the consent or under the direction of the operator, or children are in some way sexually victimized.

In addition, as it is important to prevent once-arrested offenders from repeating the offense, the following situation of the offenders must be taken into account and dealt with appropriately.

- Some offenders lack the realization that they are committing a heinous and despicable act by treating children, who are the bearers of the next generation and who should be protected, as a means for satisfying their sexual urges, and others commit offenses with no consideration for the feelings of the child victims.
- It is concerned that these types of offenders as described above will continue committing offenses or will take new child victims, even if they have been punished.

6. Strengthening of the foundation for realizing a society where children will never become victims of sexual exploitation

It is necessary to establish a system for securing the steady and appropriate implementation of each measures set forth in the Basic Plan.

III. Concrete Measures under the “Basic Plan on Measures against Child Sexual Exploitation”

1. Enhancement of public awareness for the eradication of child sexual exploitation, development of social awareness, and the strengthening of collaboration with international society

(i) Convening of a public-private conference for the promotion of social awareness

A conference consisting of related ministries and agencies, educational bodies, medical bodies, business bodies, and NPOs, etc., shall be convened in order to promote social awareness regarding the eradication of child sexual exploitation under cooperation between the public and private sectors and, based on an appropriate division of roles between the public and private sectors through the active sharing of information and know-how, effective efforts shall be promoted. (National Police Agency, Cabinet Secretariat, Cabinet Office, Ministry of Internal Affairs and Communications, Ministry of Justice, Ministry of Foreign Affairs, Ministry of Education, Culture, Sports, Science and Technology, Ministry of Health, Labour and Welfare, and Ministry of Economy, Trade and Industry)

(ii) Promotion of public relations and public awareness-raising activities toward the general public for the prevention of victimization through child prostitution and child pornography and for the prevention of the distribution of and access to images of child pornography on the internet

Based on the analysis results of the situation of child victimization through child prostitution and child pornography, public relations and public awareness-raising activities for the prevention of victimization through child prostitution and child pornography shall be promoted on the website or through government public relations and efforts shall be made to make it widely known that child prostitution and child pornography constitute a serious violation of the human rights of children. Also, in order to prevent “self-generated” crime (meaning a child pornography crime in which children are deceived or threatened to generate their own sexually explicit material and send the material by e-mail or other means; the same shall apply hereinafter), public relations and awareness-raising activities toward schools, local communities, and families shall be promoted on such occasions as parent briefing sessions, juvenile delinquency prevention classes, and lectures on cybersecurity, etc.

In addition, as part of efforts to further facilitate the elimination of child pornography on the internet, the public and private sector shall jointly promote wide-ranging public relations and awareness-raising activities toward the general public regarding government efforts to prevent the distribution of and access to images of child sexual exploitation and shall encourage the reporting of illegal information relating to child pornography to relevant organizations on various occasions, such as during juvenile delinquency prevention classes and lectures on cybersecurity. (National Police Agency, Cabinet Office, Ministry of Internal Affairs and Communications, Ministry of Education, Culture, Sports, Science and Technology, and Ministry of Health, Labour and Welfare, and Ministry of Economy, Trade and Industry)

(iii) Awareness-raising of overseas travelers

Public awareness is promoted through the Overseas Security Answer Book, a pamphlet published by the Ministry of Foreign Affairs and distributed to Japanese overseas travelers, addressing “prostitution is listed among the cases

where Japanese nationals could become criminals. In the section “Case study: Trouble During Travel and Solutions,” the Book supplements that prostitution is prohibited in many countries and constitutes a felony crime in some countries and that child prostitution or the possession of child pornography is a crime penalized under the laws of Japan even if committed abroad. (Ministry of Foreign Affairs)

(iv) Transmission of information about government efforts via the website

A section for measures against child sexual exploitation has been created on the website of National Police Agency through which information about government efforts for measures against child sexual exploitation shall be provided. (National Police Agency)

(v) Implementation of domestic public relations regarding the Convention on the Rights of the Child and the Optional Protocol to the Convention on the Rights of Child on the sale of children, etc.

On the website of the Ministry of Foreign Affairs, section for the following have been created: the Convention on the Rights of the Child, Optional Protocol to the Convention on the Rights of the Child on the sale of children, etc., (which refers to the Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution and child pornography; the same shall apply hereinafter), the government’s report to the Committee on the Rights of the Child, the concluding observations issued by the committee in response to said government’s report, and the electronic version of the leaflet of the convention, thereby promoting domestic public relations. (Ministry of Foreign Affairs)

(vi) Implementation of public relations and awareness-raising activities for the eradication of trafficking in persons
Creating posters and leaflets of measures against trafficking in persons with the aim to appeal to the demand-side of sexual exploitation and raise public awareness on this issue and distributing these to local governments, airports and marine ports, universities and technical colleges, the Japan Association of Travel Agents, the International Organization for Migration (IOM), and other related organizations and bodies. (Cabinet Office, Cabinet Secretariat, National Police Agency, Ministry of Justice, Ministry of Foreign Affairs, Ministry of Education, Culture, Sports, Science and Technology, and Ministry of Health, Labour and Welfare)

(vii) Implementation of training for those that are engaged in the education and awareness-raising of young people
Providing awareness-raising and prevention trainings on violence against women for people who have opportunities to educate young people with aim to enhance educational and learning activities for the youth. (Cabinet Office, and Ministry of Education, Culture, Sports, Science and Technology)

(viii) Consideration for crime victims whose damage tends to be hidden

To make people understand reality of victims of sexual crimes and victimized children whose damage tends to be hidden by symposiums occasionally, and heighten awareness and motivation to support victims by the whole society. (National Police Agency, Cabinet Office, Ministry of Internal Affairs and Communications, Ministry of Justice, Ministry of Education, Culture, Sports, Science and Technology, and Ministry of Health, Labour and Welfare)

(ix) Improvement of access to activity subsidies by private organizations

Efforts shall be made to improve access by researchers, volunteer groups, etc., (engaging in research studies related

to measures against child sexual exploitation or support activities for victims) to information regarding activity subsidy projects by summarizing information about the subsidy projects of private organizations and setting up links to the websites that provide such information in the section of measures against child sexual exploitation on the website of the National Police Agency. (National Police Agency)

(x) Assistance for the awareness-raising activities of private organizations for the protection of children

In order to prevent children from being involved in crimes through the internet, the government will provide assistance for the continuous implementation of awareness-raising activities to prevent the victimization of children by participating in awareness-raising activities conducted by private organizations, such as the Japan Internet Safety Promotion Association, for the purpose of encouraging the use of filtering services, on occasions to consider such activities, and providing necessary information and advice. (Ministry of Internal Affairs and Communications, and Ministry of Economy, Trade and Industry)

(xi) Promotion of comprehensive measures to prevent victimization based on the Act on Development of Internet Environment for Young People, etc.

In light of the ongoing occurrence of cases where children are victimized by sexual exploitation such as child pornography crimes or are involved in trouble via the use of the internet, measures shall be taken pursuant to the Act on Establishment of Enhanced Environment for Youth's Safe and Secure Internet Use (Act No. 79 of 2008) and (Third) Basic Plan regarding Measures to Ensure Youth's Safe and Secure Internet Use (July 30, 2015 Decision of the Headquarters for the Promotion of Development and Support for Children and Young People) so as to reduce opportunities where children access illegal/harmful information as much as possible. In addition, related ministries/agencies and related business operators shall be united to promote publicity and awareness-raising activities on proper internet use by children toward children and their parents/guardians, etc., along with research studies, and other measures, comprehensively. (Cabinet Office, National Police Agency, Ministry of Internal Affairs and Communications, Ministry of Justice, Ministry of Education, Culture, Sports, Science and Technology, and Ministry of Economy, Trade and Industry)

(xii) Efforts in "Campaign for Eliminating Violence against Women"

During the annual Campaign for Eliminating Violence against Women (from November 12 to 25, which is the International Day for the Elimination of Violence against Women), public relations and awareness-raising activities are developed toward eliminating violence against women including child sexual exploitation in collaboration with local governments, women's groups and other relevant organizations. (Cabinet Office and other related bodies)

(xiii) Efforts during "National Month for the Prevention of Juvenile Delinquency and Juvenile Damage"

During the "National Month for the Prevention of Juvenile Delinquency and Juvenile Damage" observed every July and the "National Month for Assisting the Development of Children and Youths" observed every November, the prevention of crime victimization detrimental to the well-being of young people shall be given high priority, and public relations and awareness-raising activities shall be promoted in collaboration and cooperation with related organizations and bodies and local residents to enhance people's understanding about measures against child sexual exploitation. (Cabinet Office, National Police Agency, and other related bodies)

(xiv) Efforts during “Child Abuse Prevention Month”

During “Child Abuse Prevention Month” every November, which is designated based on the idea that the life, rights, and future of children should be protected by all of society, public relations and awareness-raising activities shall be promoted jointly with local governments and related bodies, so as to raise social awareness toward the issue of child abuse, including sexual abuse. (Ministry of Health, Labour and Welfare, and other related bodies)

(xv) Strengthening collaboration with foreign investigative authorities and international mutual legal assistance

- For crimes of child sexual exploitation such as child prostitution and child pornography crimes committed abroad by Japanese nationals or such crimes committed in Japan that were detected by reports from abroad, arrests should be actively made in collaboration with overseas investigative authorities. (National Police Agency)
- In carrying out investigations and trials of child sexual exploitation cases such as child prostitution and child pornography, when necessary, a mutual legal assistance request shall be made to foreign countries in accordance with international comity or relevant international agreements such as mutual legal assistance treaties, so as to realize proper punishment.

When a mutual legal assistance request is made to Japan by foreign states, Japan earnestly provides assistance in accordance with the relevant domestic laws, including the Act on International Assistance in Investigation and Other Related Matters (Act No. 69 of 1980), thereby strengthening international cooperation on a global scale. (Ministry of Justice and Ministry of Foreign Affairs)

(xvi) International dissemination of information on the Basic Plan on Measures against Child Sexual Exploitation

By translating the Basic Plan on Measures against Child Sexual Exploitation into English and utilizing it for the reports submitted to international organizations and for various international meetings, efforts shall be made to gain better understanding from international society on detailed measures against child sexual exploitation taken in Japan and the government’s commitment. (National Police Agency and Ministry of Foreign Affairs)

(xvii) Strengthening of international collaboration and the promotion of information dissemination to international society through participation in international efforts

Through active participation in the activities of G7 Rome/Lyon Group and the ICPO, international collaboration shall be strengthened by facilitating information exchange with countries around the world, and thus the dissemination of information on our efforts shall be promoted. (National Police Agency, Ministry of Justice, and Ministry of Foreign Affairs)

(xviii) Participation in “WePROTECT Global Alliance to End Child Sexual Exploitation Online”

Through participation in “WePROTECT Global Alliance to End Child Sexual Exploitation Online,” which is a new framework for international collaboration under which governments and private businesses around the world cooperate to take measures against child sexual exploitation on the internet, international collaboration shall be strengthened by facilitating information exchange with countries around the world, and information dissemination shall be actively promoted concerning public-private joint efforts implemented in Japan so as to gain better understanding from international society. (National Police Agency, Cabinet Secretariat, Cabinet Office, Ministry of

Internal Affairs and Communications, Ministry of Justice, Ministry of Foreign Affairs, Ministry of Education, Culture, Sports, Science and Technology, Ministry of Health, Labour and Welfare, and Ministry of Economy, Trade and Industry)

(xix) Holding of seminars concerning measures against child sexual exploitation

Seminars shall be held to disseminate information on measures against child sexual exploitation taken in Japan under which the public and private sectors collaborate for the eradication of child sexual exploitation and the protection of child victims, in order to gain better understanding of Japan's efforts from the general public and international society. (National Police Agency)

(xx) Building of the platform for promoting international collaboration for the eradication of human trafficking cases
In order to promote the arrest of brokers of trafficking in persons in Japan and abroad and to prompt the protection of victims, contact-point liaison meetings with related administrative bodies, foreign embassies in Tokyo, international organizations, NGO, etc., shall be held to share information and have talks aimed at facilitating the smooth handling of such crimes. (National Police Agency)

(xxi) Implementation of the Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution and child pornography (hereinafter referred to as "the Protocol") and release of the information on domestic actions

Japan will endeavor to ensure the implementation of the Protocol in line with the purport of the concluding observations which were issued by the Committee on the Rights of the Child ("CRC") in response to Japan's national report submitted in accordance with the provisions of the Protocol and, as necessary, taking into consideration the recommendations in the report of the Special Rapporteur on the sale of children, child prostitution and child pornography. Japan will also proactively release the information on Japan's actions through the above-mentioned national report to the CRC as well as other channels. (Ministry of Foreign Affairs, Cabinet Secretariat, Cabinet Office, National Police Agency, Ministry of Justice, Ministry of Education, Culture, Sports, Science and Technology, and Ministry of Health, Labour and Welfare)

2. Support for children and families to ensure the sound growth of children without victimization by sexual exploitation

(i) Promotion of "Spring Safety Net / New Term Action" under collaboration between the public and private sectors
In collaboration and cooperation with local governments, related business operators, schools, and community groups, etc., promotions and awareness-raising activities targeting children and their parents shall be conducted to encourage the use of filtering and rulemaking at home and to enhance the internet literacy, so that young people can use internet connection devices such as smartphones safely and securely, particularly intensively at the beginning of the new school year in spring (in Japan) when many children may carry smartphones, etc., for the first time. (Cabinet Office, Cabinet Secretariat, 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 Economy, Trade and Industry)

(ii) Implementation of awareness-raising activities for safe and secure internet use by children

- In order to ensure safe and secure internet use by young people, an awareness-raising course called “e-Net Caravan” is provided to children as well as their parents/guardians and teachers, who are supposed to protect, educate, and guide children, in collaboration with telecommunication-related organizations, and, starting from September 2016, an advanced course for parents/guardians and teachers, called “e-Net Caravan plus,” is also being provided with a view toward raising awareness for the importance of filtering and ensuring that everyone knows how to use filtering services. (Ministry of Internal Affairs and Communications, and Ministry of Education, Culture, Sports, Science and Technology)
- With the cooperation of the police and in collaboration with NPOs nationwide, the Internet Safety Class for young people, their parents/guardians, and teachers shall be held so as to raise awareness on information security and countermeasures against illegal/harmful information, including filtering services. The awareness-raising materials used in the class and the contents of the class shall be updated from time to time to reflect changes in the internet use environment and the situation surrounding child pornography. (Ministry of Internal Affairs and Communications, and Ministry of Economy, Trade and Industry)
- Awareness-raising activities using the booklet covering the issue of revenge pornography victimization and child pornography victimization through community sites and SNS shall be promoted. (Ministry of Justice)
- At the general meeting or national convention of the National Congress of Parents and Teachers Associations of Japan and the National Federation of High School Parent-Teacher Associations, materials for raising awareness regarding the importance of filtering services, etc., shall be distributed to disseminate knowledge about the appropriate use of the internet and how to avoid victimization by sexual exploitation due to use of the internet. (Ministry of Education, Culture, Sports, Science and Technology)
- In order to make parents/guardians aware of potential risks associated with the use of the internet by children and of measures to prevent the criminal victimization of children, a leaflet for the prevention of the criminal victimization of children through the use of internet, titled “Stop! Internet Crimes,” shall be produced, thereby promoting raising-awareness activities. (National Police Agency)
- As part of efforts to facilitate the safe and secure use of the internet by young people, awareness-raising and educational materials for parents/guardians shall be produced and made publicly available in collaboration with related ministries and agencies, thereby promoting awareness-raising activities. (Cabinet Office)

(iii) Assistance for the establishment of a cooperative structure at the local level for the safe and secure use of the internet by young people

By holding the “Forum for the Creation of the Internet Use Environment for the Youth” in several places nationwide in cooperation with local governments and related organizations, the government shall assist in the establishment of cooperative structures at the local level to facilitate the safe and secure use of the internet by young people. (Cabinet Office)

(iv) Assistance in publicity and awareness-raising activities at the local and family level for the proper use of the internet by children

With the aim of encouraging the proper use of the internet by children, in addition to assistance for “School Internet Patrols” conducted by the governments of each prefecture and designated cities via the use of internet patrols and private specialized bodies, assistance shall be provided through the Comprehensive Project for Promoting Support for Education at home in Local Communities so that classes on the risks and proper use of mobile phones and the internet will be provided to parents/guardians on such occasions as the medical checkups of children before they begin school, parents’ meetings, parents’ days, etc. Also, in order to adapt to the rapidly evolving and expanding internet environment, advanced measures against harmful environments at the local level shall be promoted through the “Community Support Project for Internet-related Measures,” including the training of internet literacy instructors and the establishment of a system to deal with problems involving the internet. (Ministry of Education, Culture, Sports, Science and Technology)

(v) Enhancement of information on moral education at schools

Using the instruction manual, etc., concerning information on moral education, seminars and forums for information on moral education for school teachers shall be held in an effort to disseminate information on moral education throughout the nation, and awareness-raising materials for children and students shall be produced and distributed so as to address new issues associated with computerization. (Ministry of Education, Culture, Sports, Science and Technology)

(vi) Development and publication of internet literacy indicators (ILAS) for the safe use of the internet by young people

A test to visualize the ability of young people to cope with dangers and threats on the internet and the actual status shall be conducted along with a questionnaire survey on the use of information communication devices (smartphones, etc.) by young people, and the results shall be analyzed, compiled, and made public every year as the “Internet Literacy Assessment indicator for Students (ILAS).” (Ministry of Internal Affairs and Communications)

(vii) Surveys for cleaning up harmful environments surrounding juveniles

- In order to promptly and appropriately deal with the situation where businesses in which high school girls serve customers via sexual behavior emerge one after another in different methods such as the “girls izakaya (Japanese style restaurant bar)” and the “high school girls rifure (reflexology),” a survey on the actual state of new types of business focused on children as sexual objects shall be conducted. (National Police Agency)
- In order to correctly grasp the situation of crime victimization caused by the use of community sites and to take various measures to prevent the victimization of children, a survey on the actual state of crimes resulting from the use of community sites, etc., shall be conducted. (National Police Agency)

(viii) Promotion of street guidance activities

Efforts shall be made in collaboration with related organizations and volunteers to find delinquent juveniles by actively talking to young people focusing on the time and place where gatherings of delinquent juveniles or delinquency are likely to take place and, when a delinquent juvenile is found or taken into custody, necessary warnings and guidance shall be provided to such juvenile or his/her parent/guardian taking into consideration the characteristics of such juvenile. By promoting these street guidance activities, efforts shall be made to prevent such

juvenile from becoming a victim of sexual exploitation and to early detect and protect child victims. (National Police Agency)

(ix) Promotion of the activities of juvenile guidance commissioners for the sound development of juveniles

Juvenile guidance commissioners commissioned by Prefectural Public Safety Commissions based on the Act on Control and Improvement of Amusement Business, etc. (Act No.122 of 1948) shall be provided with assistance such as the provision of information on the situation of juvenile delinquency, and the commissioner's activity to ensure the sound development of juveniles shall be promoted, including street juvenile guidance, advice to the operators of amusement businesses, and assistance to juvenile victims, etc. (National Police Agency)

(x) Support for delinquent juveniles, etc., at Juvenile Classification Homes

As part of the community assistance programs of Juvenile Classification Homes (Juvenile Legal Support Center), support for delinquent juveniles and their families, etc., shall be promoted in collaboration with related organizations to prevent juvenile delinquency and to rehabilitate delinquent juveniles. (Ministry of Justice)

(xi) Strengthening of assistance in cybercrime prevention volunteer activities

The establishment of cybercrime prevention volunteer organization groups, which engage in educational activities for the prevention of crimes in cyber space, public relations, and awareness-raising activities for the enhancement of awareness regarding social norms, online environment cleanups through cyber patrols, and other activities, shall be encouraged, and assistance in cybercrime prevention volunteer activities including activities to prevent child sexual exploitation shall be strengthened through the distribution of the Manual for Cybercrime Prevention Volunteer Activities (Model), "Cybercrime Prevention Volunteer Training Curriculum (Model)," etc. (National Police Agency)

(xii) Support for single-parent families

In order to help single-parent families facing financial difficulties achieve self-reliance, comprehensive support shall be provided under the Project to Assist in the Self-reliance of Families Including Single-parent Families and Families with Multiple Children approved in December 2015 (at the meeting of the Council for Combating Childhood Poverty), such as in: i) doubling the additional amount of the child rearing allowance for the second- and later-born children (starting from the allowance for August 2016), ii) extending the duration of grants from the subsidies for the promotion of advanced vocational training, which is aimed at facilitating the acquisition of qualifications advantageous in securing a job, from two years to three years (starting from FY2016), iii) promoting the provision of one-stop services at local government consultation counters to handle issues peculiar to single-parent families, and iv) creating places where support for the acquisition of good lifestyle habits and learning support can be provided after the hours of after-school children's clubs. (Ministry of Health, Labour and Welfare)

(xiii) Employment support for parents in single-parent families

Employment support shall be provided to parents in single-parent families through the following measures.

- With respect to employment support at Hello Work (a public employment security office), one-stop-type employment support systems shall be established throughout the nation by setting up Hello Work consultation counters at municipal welfare offices for needy persons including welfare recipients and the recipient of child rearing allowances, and team support shall be provided under agreements between Hello

Work and local governments.

- At Hello Work for Mothers, comprehensive and consistent support for the jobseekers with small children shall be continued so as to assist them in re-entering labor market. For parents in single-parent families, in particular, employment support shall be strengthened by staffing specialized counselors. Subsidies for the employment development of designated job seekers shall be granted to employers that have employed parents in single-parent families. In addition, employers that have employed parents in single-parent families shall be entitled to receive an additional amount of Career Development Subsidy for employers that have employed fixed-term contract workers as regular employees and trial employment incentive payments for employers that have provided a certain period of trial employment opportunities to job seekers that have difficulties in obtaining employment. Thus, support shall be provided through employment-related subsidies. (Ministry of Health, Labour and Welfare)

(xiv) Employment support for youths

In addition to employment support for new graduates and young non-regular workers (“freeters”) who are seeking employment provided at Hello Work, specialized consultation support for inactive NEET to help achieve vocational independence and consultation services concerning job retention, career enhancement, etc., for those that are employed shall be provided at Regional Youth Support Stations. (Ministry of Health, Labour and Welfare)

(xv) Support for poor persons

Under the Act for Support System for Self-reliance of Poor Persons (Act No. 105 of 2013), support for children from poor families and their parents/guardians shall be implemented through the “Consultation Service for Self-reliance,” which provides comprehensive support, and the “Learning-assistance Service for Children from Poor Households,” etc. (Ministry of Health, Labour and Welfare)

3. Promotion of measures to prevent the occurrence and spread of victimization that focuses on tools used for child sexual exploitation

(i) Assistance in measures against such tools as taken by private organizations to protect children

In order to prevent children from being involved in crimes via the internet, the government shall (by participating in the discussion of measures by private organizations including the Content Evaluation and Monitoring Association (EMA) and Japan Internet Safety Promotion Association, and by providing advice) provide assistance in the promotion of continuous efforts by content operators to protect children, such as in the introduction of effective “Internet zoning” (which refers to a tool to control the transmission and receipt of short messages between adults and children or ID searches on websites using the age information owned by mobile carriers so as not to allow ill-intentioned adults to approach children; the same shall apply hereinafter) utilizing the age verification function of mobile phone users or their age information, or the strengthening of the system to monitor websites such as the checking of short-message content in message exchange services. (Ministry of Internal Affairs and Communications, and National Police Agency)

(ii) Assistance in voluntary efforts by mobile carriers, third-party organizations, etc., to promote the use of filtering

services

Under the ICT Service Safety and Security Study Group, the “Task Force on the Development of Secure and Safe Internet Use Environment for the Youth” has been set up and participated in by experts, mobile carriers, etc., and shall make recommendations concerning the publicity of filtering services for mobile phones and the improvement of the utilization rate in light of the issues to be tackled, thereby promoting voluntary efforts by mobile carriers and third-party organizations concerned with filtering approval. (Ministry of Internal Affairs and Communications)

(iii) Assistance for the operation of the Guidelines on Measures for Illegal Information on the Internet and Model Contract Articles on Measures for Illegal/Harmful Information

By participating in the liaison conference on measures for illegal information held by trade associations (Telecommunications Carriers Association, Telecom Services Association, Japan Internet Providers Association, and Japan Cable and Telecommunications Association) as an observer and otherwise, the government will provide assistance in the proper operation of the Guidelines on Measures for Illegal Information on the Internet, including the criteria for child pornography that should be deleted and the criteria for the violation of the Act on Regulation on Soliciting Children by Using Opposite Sex Introducing Service on Internet (Act No. 83 of 2003; hereinafter referred to as the “Online Dating Sites Regulation Act”), and the Model Contract Articles on Measures for Illegal/Harmful Information,” including the provisions regarding the blocking of child pornography and the provisions prohibiting child prostitution, which have been established by said trade associations. (Ministry of Internal Affairs and Communications)

(iv) Assistance in consultation services concerning illegal/harmful information on the internet

In order to strengthen measures taken by internet service providers (hereinafter referred to as “ISPs”) for illegal/harmful information on the internet based on relevant guidelines, the government will provide assistance for the operation of the Consultation Center for Illegal/Harmful Information, which conducts consultation for general internet users concerning illegal/harmful information on the internet, consultation for school officials concerning cyberbullying, etc., and consultation for ISPs, etc., concerning requests for deletion from general internet users, organizations dealing with human rights violations, the Internet Hotline Center, and police, etc. (Ministry of Internal Affairs and Communications)

(v) Promotion of various measures toward improvement in the effectiveness of blocking

Images of child sexual exploitation on the internet significantly infringes on the rights of children. In an effort to protect the rights of children, ISPs and other business operators have been implementing blocking on a voluntary basis since April 2011. For the purpose of encouraging the voluntary introduction of effective blocking by ISPs and other business operators, while paying attention not to cause any unreasonable effects on the secrecy of communications and the freedom of expression of internet users, continuous efforts shall be made so as to have ISPs and other related parties understand the significance and effectiveness of blocking in preventing the distribution of child pornography on the internet.

Furthermore, assistance shall be provided so that, after any images of child pornography are detected, irrespective of

the nationality of the servers, information will be provided from the National Police Agency and the Internet Hotline Center to the body to prepare and manage the address lists of websites containing child pornography, and so that the preparation of an address list of websites containing child pornography and the provision of relevant address lists to ISPs and other related parties by the body to prepare and manage the address lists of websites containing child pornography will be implemented rapidly and effectively. In addition, assistance shall be continuously provided so that ISPs can implement blocking in a stable manner. (Ministry of Internal Affairs and Communications, National Police Agency, and Ministry of Economy, Trade and Industry)

(vi) Measures for the business operators of online dating sites and community sites

The National Police Agency shall provide information about the actual state of child sexual exploitation to major online dating site business operators and shall request them to take measures to prevent the sexual victimization of children. For the elimination of prostitution organizations, in particular, the exchange of information with online dating site business operators and a study of measures will be implemented.

Information about the actual state of child sexual exploitation will also be provided individually to major community site business operators and, according to the size of the business and the type of services provided, efforts shall be made to have them strengthen voluntary measures to prevent the sexual victimization of children, such as the cleanup of the community site environment or the introduction of stricter age verification systems, with a view toward introducing effective Internet zoning. (National Police Agency)

(vii) Promotion of measures to prevent the distribution of and access to images of child pornography

Efforts shall be made to detect illegal information related to child pornography through cyber patrols and reports to the Internet Hotline Center or the anonymous reporting program and, if such information is detected, a request for deletion shall be issued to the site administrator by the police or the Internet Hotline Center. (National Police Agency)

(viii) Operation of the Internet Hotline Center

The operation of the Internet Hotline Center shall continue via outsourcing to the private sector. The role of the Internet Hotline Center includes receiving reports on illegal information including information on the public display of child pornography prohibited under the Act Against Child Prostitution and Child Pornography or information on soliciting prohibited under the Online Dating Sites Regulation Act, reporting to the police, and issuing a request to the site administrator for deletion. The Internet Hotline Center shall report to the police about child pornography, provide information to the Internet Content Safety Association, which prepares and manages address lists of websites containing child pornography in order to contribute to the blocking of images of child pornography, and provide reports on the images of child pornography stored on overseas web servers to INHOPE, which is a collaborative network of counterpart organizations around the world. (National Police Agency)

(ix) Elimination of criminal organizations and illegal adult entertainment establishments in entertainment/amusement areas by nurturing an atmosphere encouraging crime prevention volunteer activities

The elimination of criminal organizations and illegal adult entertainment establishments in entertainment/amusement areas and destruction of “criminal infrastructure” shall be facilitated through the enhancement of the activities of

crime prevention volunteer groups including residents' associations and firefighting services under collaboration with local shopping districts and municipal governments. (National Police Agency)

4. Prompt protection of child victims and the promotion of appropriate support

(i) Creation of a comfortable environment for children and their parents/guardians for consultations

- At the Juvenile Support Center established in the prefectural police department and at the juvenile section of police stations, police officers and juvenile guidance officials shall meet and talk with children or their parents/guardians and provide necessary advice and guidance according to the contents of the consultation. Also, telephone consultations shall be provided under the name of the “Young Telephone Corner” or as another name in an effort to detect child victims at an early date. As a means of consultation, the introduction of a toll-free telephone number and consultation services at night or on holidays via e-mail, etc., shall be promoted. In addition, it should be actively announced that anonymous consultation is available. (National Police Agency)
- In addition to the counseling services concerning human rights issues including sexual exploitation, as provided by Legal Affairs Bureaus and District Legal Affairs Bureaus throughout Japan, the Ministry of Justice is taking various measures including the operation of a toll-free telephone counseling services called “Children’s Rights Hotline” and human rights counseling services on the internet called “SOS e-mail,” along with the distribution of “Children’s Rights SOS Mini-Letters” (pre-stamped and addressed sealable postcards, for human rights counseling) to elementary and junior high school students. Information on these counseling services shall be further disseminated through posting on the website of the Ministry of Justice as well as distributing awareness-raising booklets and leaflets containing such information to the general public. (Ministry of Justice)

(ii) Responses considering convenience for the person undergoing a consultation

When a consultation is requested by a victim of child sexual exploitation via various consultation services including general telephone consultation services such as #9110 (police consultation telephone number) and #189 (nationwide hotline connected to Child Guidance Centers), appropriate advice and information shall be provided and, if it is appropriate that the matter be handled at another administrative body or another organization, smooth handover shall be ensured with consideration given to privacy protection. (National Police Agency, Ministry of Justice, and Ministry of Health, Labour and Welfare)

(iii) Appropriate handling of children’s rights issues

When a suspected human rights violation is recognized through a human rights counseling etc., such a case shall be investigated as a human rights violation case, and appropriate measures shall be taken depending on a case, including the protection of the child victim, in collaboration with the police, Child Guidance Centers, and other related organizations. (Ministry of Justice)

(iv) Dissemination of the anonymous reporting program for the creation of a secure society

The anonymous reporting program under which anonymous reports of human trafficking crimes or suspected human

trafficking crimes, crimes related to people's welfare, child abuse, etc., are received and information fees are paid according to the degree of contribution to the arrest or the protection of the victim shall be publicized as part of efforts for the early detection of these crimes, which tend to be hidden. (National Police Agency)

(v) Promotion of guidance for children involved in businesses focused on children as sexual objects

If a child is engaged in a businesses focused on children as sexual objects, the morality of the child will be adversely affected and their moral character may decline. Moreover, engaging in such business could lead to sexual victimization via rape, indecent assault, child prostitution, or other sexual offenses.

Therefore, i) an act of handing out flyers for a business serving customers using children as feature of the services or a business of entertaining customers by playing to sexual gratification, or an act of orally soliciting customers for such a business, ii) an act of hanging out a place where such business is operated, iii) an act of working for such a business (excluding those described in i)), and iv) an act of inducing other children to work for such a business are designated as subject to correction guidance. The police shall take those children that have been involved any of the above into custody and shall contact their parents/guardians and school officials to urge them to admonish or punish the children in question. (National Police Agency)

(vi) Promotion of cyber guidance

In order to protect children from crimes involving personal welfare caused by the use of the internet and to promote the sound development of children, the police shall promote cyber guidance in which, if an inappropriate message on the internet by a child such as an offer of "patronage dating" is detected during a cyber patrol, the police shall contact the child that wrote such message and directly provide warning and guidance. (National Police Agency)

(vii) Support, etc., for children at Child Guidance Centers and local governments

When a Child Guidance Center receives a consultation concerning a child that has been harmed mentally and physically due to sexual abuse or child pornography crime, support shall be provided such as temporary custody when his/her safety needs to be secured, assistance concerning a visit to a medical institution to receive specialized medical care, counseling by child psychologists, and admission to a child welfare facility for the child for whom it is difficult to return home, and the case shall be reported to the police after confirming the damage caused by the situation. Also, municipal governments shall fully collaborate and share information with Child Guidance Centers and other related organizations through the Regional Council for Children in Need of Protection to provide consultation for child victims of sexual abuse or child pornography crimes in a more familiar environment and to provide necessary support.

In addition, information about the nationwide hotline number to Child Guidance Centers (189), including the fact that anonymous reporting is acceptable, shall be widely disseminated so that anyone that has spotted a child that seems to be abused can call the Child Guidance Center without hesitation. (Ministry of Health, Labour and Welfare)

(viii) Improvement of convenience for victims of sexual crimes in obtaining information

In addition to the current measures, including the establishment of the "Sexual Crime Emergency Call" telephone

consultation service and consultation offices, public announcements regarding these consultation service, and the distribution of “Guidance for Victims of Crime” to victims of sexual crimes, the police shall make efforts to improve convenience for victims of sexual crimes in obtaining information based on requests from the victims of sexual crimes. As for victims that do not want to take legal action, further efforts shall be made to help them receive early support from crime victim support groups more easily by, with the consent of the victim, providing the contact information of the victim and the content of the consultation to a group that provides early-stage assistance to victims of crime. (National Police Agency)

(ix) Enhancement of support for victims of sexual crimes and sexual violence

Based on the Fourth Basic Plan for Gender Equality (approved by the Cabinet on December 25, 2015), a support system, including establishing the one-stop support center for victims of sexual crimes and sexual violence and other supports for the victim shall be enhanced. (Cabinet Office, National Police Agency, and Ministry of Health, Labour and Welfare)

(x) Promotion of the protection of trafficking victims

Considering the fact that many trafficking victims are women and children and based on the Japan’s 2014 Action Plan to Combat Trafficking in Persons (approved at Ministerial Meeting Concerning Measures Against Crime on December 16, 2014), the accurate identification of victims and proper protection shall be promoted in collaboration with related organizations. (National Police Agency, Cabinet Secretariat, Ministry of Justice, Ministry of Foreign Affairs, and Ministry of Health, Labour and Welfare)

(xi) Implementation of continuous support for child victims

Juvenile guidance officials and specialized juvenile consultation officials shall provide continuous support through systematic counseling according to the character of each child victim and the coordination of the environment in collaboration with family, schools, and Child Guidance Centers. (National Police Agency, Ministry of Education, Culture, Sports, Science and Technology, and Ministry of Health, Labour and Welfare)

(xii) Protection and support for women in need of protection under the women’s protection project

For women facing various difficulties, consultation by officials of the Women’s Consulting Office or women’s consultants shall be provided along with other support in collaboration with related organizations such as the provision of information and services to accompany the victim. In addition, temporary protection, medium- to long-term support for children accompanying the women staying at women’s protection facilities such as allowances for entering school, aftercare, and a model project to assist a life of self-reliance for victims of domestic violence shall be implemented.

With respect to the women’s protection project, after grasping the current situation, the improvement of the project based on the actual state shall be considered. (Ministry of Health, Labour and Welfare, Cabinet Office, National Police Agency, and Ministry of Justice)

(xiii) Provision of support at child welfare facilities

Foster homes, infant homes, child psychotherapeutic institutions, children’s self-reliance support facilities, maternal

and child support facilities, and Child and Family Support Centers shall, in collaboration with related organizations including Child Guidance Centers and municipal governments, provide consultation and assistance to children that have been harmed mentally and physically due to sexual abuse or victimization by a child pornography crime, and officials in charge shall be deployed to provide psychotherapy. With the enactment of the Act on Partial Amendment of the Child Welfare Act (Act No.63 of 2016; hereinafter referred to as the “Amended Child Welfare Act of 2016”) in May 2016, provisions concerning the following matters have been incorporated for the purpose of providing flexible self-reliance support tailored to the situation of each child and for implementing continuous support at a place familiar to the child.

- Assignment to prefectural governments (Child Guidance Centers) of the provision of consistent support for foster parents, from the recruitment of foster parents to self-reliance support for children
- Continuation of support for persons 18 years of age or over including admission into support facilities and entrustment to foster parents
- Creation of an obligation of municipal governments to make sincere efforts to establish a support base to provide integrated support including grasping the actual situation of children and the provision of information

The steady enforcement of these provisions shall be ensured. (Ministry of Health, Labour and Welfare)

(xiv) Support provided by the Japan Legal Support Center

Regardless of the length of time that has elapsed from the damage, to inquiries from the victims of crime by telephone or at its office, the Japan Legal Support Center (hereinafter referred to as the “JLSC”) provides information on the legal systems and consultation centers, and referral to lawyers who are well versed in supporting the victims of crime, by its staff dedicated to supporting victims of crime. Also, as aid services entrusted by the Japan Federation of Bar Associations, for victims who are not financially capable, the JLSC provides assistance in paying for attorneys’ fees for legal services such as claims for damage against the offenders. In addition, the JLSC provides victims of child abuse with legal consultation necessary for the prevention of victimization, regardless of their financial capacities. (Ministry of Justice)

(xv) Verification, etc., of measures relating to the protection of children that have suffered mental and/or physical damage

Regular verification and assessment of the implementation status of measures relating to the protection of children that have suffered mental and/or physical damage as a result of having been a party to child prostitution or having been depicted in child pornography shall be conducted so as to promote child protection measures. (National Police Agency and Ministry of Health, Labour and Welfare)

(xvi) Implementation of research study on child victims

A research study on the psychological characteristics of children that have become victims of “self-generated” crime shall be conducted, and the result shall be utilized in measures to prevent victimization. (National Police Agency)

(xvii) Implementation of surveys on the actual situations of violent victimization, etc.

Conducting a survey to grasp the actual situation of victims including the victims of sexual crimes. (Cabinet Office)

(xviii) Consideration of a model of counseling and support system

Considering a sort of model of counseling and support for the victims of sexual exploitation among young people though grasping the current situation of counseling and support for them. (Cabinet Office)

5. Strengthening of crackdowns in line with the situation of victimization and the rehabilitation of offenders

(i) Assistance in the establishment of ordinances prohibiting businesses focused on children as sexual objects

In light of the current situation where businesses focused on children as sexual objects are concentrated in regions where metropolitan areas are located, local governments that are planning to enact an ordinance prohibiting such businesses in line with the local situation shall be provided with appropriate advice from the related organizations that have specialized knowledge, including the effectiveness of related ordinances. (National Police Agency, Cabinet Office, and Ministry of Justice)

(ii) Surveys contributing to consideration of the regulations regarding child pornography

Surveys on actual child pornography crimes in Japan shall continue to be carried out in order to contribute to the consideration of regulations regarding child pornography. While surveys have been carried out through diplomatic missions abroad concerning legislation on child pornography in G7 countries and other foreign countries, such surveys shall be continued with regard to trends concerning legislation, and the survey results will be compiled regularly. (Ministry of Foreign Affairs, National Police Agency, and Ministry of Justice)

(iii) Strengthening of crackdowns on and strict punishment for crimes involving child sexual exploitation

- Crackdown on crimes of child sexual exploitation as offenses against the Act Against Child Prostitution and Child Pornography, Child Welfare Act, juvenile protection ordinances, etc., shall be strengthened. Regarding child pornography crimes, in particular, the National Police Agency shall encourage joint investigation among multiple prefectural police headquarters so as to strictly apprehend heinous child pornography offenders such as groups of younger child pornography lovers, child pornography sales groups, and groups involving the use of file-sharing software. The agency shall, by gathering and analyzing information on child pornography offenders, identify and protect child victims, and arrest suspected producers to eliminate the source of supply of child pornography. In addition, as for “offences involving the possession of child pornography for the purpose of satisfying one’s own sexual curiosity” with respect to which penal provisions became effective in July 2015, the agency shall continue to ensure appropriate application. Also, based on the Japan’s 2014 Action Plan to Combat Trafficking in Persons, strict control for the eradication of trafficking in persons shall be promoted under collaboration among related organizations. (National Police Agency, Ministry of Justice, Cabinet Secretariat, Cabinet Office, and Ministry of Health, Labour and Welfare)
- Efforts shall be made to realize strict punishment for crimes of child sexual exploitation through the aggressive application of the Act Against Child Prostitution and Child Pornography and other relevant laws. (Ministry of Justice)

(iv) Grasping of the actual state of adult entertainment businesses and the promotion of crackdowns on adult entertainment-related crimes

Considering vicious and illegal adult entertainment establishments that can become a hotbed of child sexual exploitation, efforts shall be made to grasp the actual state of illegal adult entertainment establishments through on-the-spot inspection, etc., of mainly those located in entertainment/amusement areas, and crackdowns on adult entertainment-related crimes shall be promoted. (National Police Agency)

(v) Pursuit of criminal charges against vicious business operators

In the investigation of child pornography crimes using the internet, the police shall strengthen guidance and warnings to website operators or server administrators whose services are used to provide child pornography, and shall actively investigate related negligent business operators that engage in illegal practices such as encouraging the posting of images of child pornography on the bulletin boards that they operate, all to pursue criminal charges against them. (National Police Agency)

(vi) Promotion of the activities of the Juvenile and Woman Aegis Team

As for the act of accosting or following a child or woman, which is considered as a harbinger of sexual crimes, the Juvenile and Woman Aegis Team (JWAT) established at the Metropolitan Police Department and each prefectural police headquarters has been taking measures such as arrests, guidance, and warnings to offenders identified through information-gathering and analysis. By actively promoting these pre-emptive and preventive measures, the JWAT shall make efforts to prevent sexual crimes against children and women. (National Police Agency)

(vii) Strengthening of collaboration among related organizations in efforts to implement interviews with consideration of children's psychological stress.

In order to reduce the burden on children for cases involving children as victims, the organizations concerned such as prosecutors, the police, and child guidance centers will establish a contact point for day-to-day and close information exchange and will promote the use of the contact point in discussing appropriate approach such as interview by one representative of the organizations concerned based on the discussion among those in charge from each organization held prior to the interview. (Ministry of Justice, National Police Agency, and Ministry of Health, Labour and Welfare)

(viii) Protection of child victims of crimes in the process of investigations/public trials

Efforts shall be made to make widely known the system that requires that the residence or other information of the witness not be known to persons concerned during the discovery of evidence proceedings and the system that requires that, regarding child victims of certain crimes, the name, address, or other information that could lead to the identification of the victim not be disclosed at the public trial, along with enhancing awareness of public prosecutors regarding these systems. Also, measures to protect crime victims in court, such as permission for the witness to be accompanied by someone of trust, the screening of the witness, use of video links, etc., shall be widely known and operated more properly. (Ministry of Justice)

(ix) Implementation of guidance to prevent repeat sexual crimes at penal institutions

At penal institutions, inmates that have cognitive distortion or lack of self-control that may result in forcible indecency,

rape, or a similar crime, or a crime involving harming the life or body of another person for the purpose of satisfying their own sexual urges, shall be provided with guidance to prevent repeat sexual offenses, consisting of group work based on the method of cognitive behavioral therapy, etc. In order to ensure the effective implementation of such guidance, the system for providing guidance and the method of selecting the inmates to receive guidance shall be improved based on the verification of the effects of past treatment. (Ministry of Justice)

(x) Implementation of guidance to prevent sexual delinquency at juvenile training schools

Among the juveniles that have been committed to a juvenile training school due to a delinquent act that constitutes sexual delinquency (e.g. gang rape, rape at the scene of a robbery, rape, forcible indecency, public indecency, kidnapping for the purpose of indecency, etc.) or that does not constitute the same but that has been triggered by a sexual motive (e.g. sexually motivated theft or injury, or a violation of the nuisance prevention ordinance, i.e., groping or camera voyeurism), those that have cognitive distortion or lack of self-control that may result in sexual delinquency shall be provided at each juvenile training school with comprehensive guidance to prevent sexual delinquency, which consists of group work or individual guidance using a workbook at the core, combined with guidance on personal relationships, guidance on understanding the victim's feelings, and sexual education, for the purpose of helping them acquire correct knowledge about sex, enhance their recognition of their own delinquency, and learn how to live an adaptive life without taking to sexual delinquency.

Also, as those inmates that require concentrated and intensive guidance shall be transferred to intensive guidance facilities, efforts shall be made to properly conduct a verification of the effects of such guidance and to improve the program based on the PDCA cycle. (Ministry of Justice)

(xi) Implementation of a sexual offender treatment program at probation offices

At probation offices, parolees or persons under probation, with the suspension of the execution of their sentence, that have been sentenced for:

- a crime of forcible indecency, rape, quasi-forcible indecency, quasi-rape, gang rape, etc., (including attempts at such), or
- any crime caused or motivated by sexual desire

shall be provided with a sexual offender treatment program aimed at helping them learn not to repeat offending such sexual crimes and to improve their criminal inclinations.

The implementation status shall be verified, and effective ways of implementation shall be considered. (Ministry of Justice)

(xii) Operation of a system for measures to prevent repeat violent sexual crimes against children by released prisoners
The National Police Agency shall obtain information on the released prisoners that have served a sentence for a violent sexual crime such as forcible indecency against a child less than 13 years of age from the Ministry of Justice and to confirm their whereabouts. In addition, the National Police Agency shall actively conduct interviews with those released prisoners as necessary with their consent and thus strengthen measures to prevent repeat crimes.

(National Police Agency)

6. Strengthening of the foundation for realizing a society where children will never become victims of sexual exploitation

(i) Awareness-raising of the child welfare-related officials that are likely to have contact with latent child victims of sexual exploitation

In collaboration with local governments, awareness-raising activities shall be carried out for the child welfare-related officials that are likely to have contact with latent child victims of sexual exploitation, so as to detect child victims of sexual exploitation at an early stage. (Ministry of Health, Labour and Welfare)

(ii) Enhancement of the response capacity of school officials for the early detection of child victims and the promotion of support activities

Through notices to the board of education and to the meetings of teachers in charge of student guidance held by prefectural governments, efforts shall be made to ensure that measures for early detection and early response to child abuse including sexual abuse are widely known and taken at schools. Also, in the training program for health education teachers, exercise lessons, etc., are provided concerning the basic idea of health consultation/health guidance, the method for identifying mental and physical health problems and their background, the content of health guidance, and a basic way to deal with children and their parents/guardians. (Ministry of Education, Culture, Sports, Science and Technology)

(iii) Implementation of training concerning care for sexually victimized children

The Children's Rainbow Center and other training institutes shall provide officials of Child Guidance Centers with training on how to deal with sexual abuse cases. (Ministry of Health, Labour and Welfare)

(iv) Strengthening of the support systems of the Japan Legal Support Center

In cooperation with bar associations and crime victim support groups, the Japan Legal Support Center (hereinafter referred to as the "JLSC") shall make efforts to improve the quality of the services provided by lawyers engaged in support for crime victims, through providing training and preparing a manual. Also, for the JLSC's staff engaged in information provision to crime victims, functioning as the JLSC's contact point for crime victim support, the JLSC provides the training concerning measures to prevent the secondary victimization of victims and vicarious traumatization of their supporters. (Ministry of Justice)

(v) Implementation of training for the promotion of information education

In order to enrich information education including information moral education, the National Institute for School Teachers and Staff Development shall conduct training for teachers' consultants and teachers that should bear a central role in the promotion of information education in each region. (Ministry of Education, Culture, Sports, Science and Technology)

(vi) Enhancement of investigative capacity for dealing with child sexual exploitation crimes

The National Police Agency shall continue to provide training specialized in the investigation of child sexual

exploitation crimes so as to properly respond to changes in the situation and enhance investigative capacity for dealing with child sexual exploitation crimes. (National Police Agency)

(vii) Dissemination of questioning techniques with consideration of the psychological effect on child victims

Questioning techniques designed to understand victim psychologies and characteristics and to ensure admissibility of evidence and the probative value of child victim statements, while paying attention to the prevention of secondary victimization, shall be disseminated among prefectural police headquarters. (National Police Agency)

(viii) Enrichment of the contents of training for officials in charge of supporting child victims

The National Police Agency will improve education concerning support for child victims based on the characteristics of crimes involving child sexual exploitation, including how to carry out counseling, how to deal with cases properly upon occurrence, and how to provide support to victims for their recovery, in order to enhance the capacity of the prefectural police officials that provide support for child victims. (National Police Agency)

(ix) Implementation of training, etc., for public prosecutors

Public prosecutors shall be provided with lectures concerning relevant laws and regulations regarding child pornography on the occasions of various training programs that are conducted according to their service years, so as to further increase their awareness toward child sexual exploitation crimes. (Ministry of Justice)

(x) Promotion of the deployment of school counselors, etc., for the early detection of child victims and for support activities at school

The Ministry of Education, Culture, Sports, Science and Technology will develop a system where child pornography crime victims can feel comfortable in consulting and contributing to the early detection of such victims, by deploying school counselors that have highly specialized knowledge and experience concerning child/minor clinical psychology and social workers that not only have knowledge concerning educational fields but also specialized knowledge and experience regarding social welfare based on the Japan's Plan for the Dynamic Engagement of All Citizens (approved by the Cabinet on June 6, 2016), along with assisting the establishment of the consultation system. Furthermore, as measures for children in need of mental care due to disasters or incidents and accidents including child pornography crimes, the ministry will provide assistance (financial) for the emergency dispatch of school counselors. (Ministry of Education, Culture, Sports, Science and Technology)

(xi) Establishment of a counselling system for continuous support for child victims

As continuous support for child victims, so as to help alleviate psychological damage, often requires specialized knowledge, a system needs to be established, under which external specialists such as clinical psychologists and psychiatrists, who are commissioned in advance, will provide, as needed, advice to the police officials that provide support for child victims. (National Police Agency)

(xii) Strengthening of the structure and specialization of Child Guidance Centers

In order to systematically strengthen the structure and specialization of Child Guidance Centers, the number of specialist personnel including child welfare officers shall be increased by FY2019 based on the “Enhancement Plan for Child Guidance Centers” (developed by the Headquarters for Promotion of Child Abuse Prevention Measures,

Ministry of Health, Labour and Welfare on April 25, 2016), and assistance shall be provided for the implementation of training by prefectural governments including training for child welfare officers, which is compulsory under the Amended Child Welfare Act of 2016. (Ministry of Health, Labour and Welfare)

(xiii) Strengthening of the system to support women in need of protection under the women's protection project

In order to properly protect and support women in need of protection, a specialized training project for the officials of the Women's Consulting Office, the deployment of officials in charge of psychotherapy, the deployment of guidance counselors that can take care of children accompanying such women, and the enhancement of nighttime security systems shall be implemented. (Ministry of Health, Labour and Welfare)