

FY 2024
Policies for Crime Victims, etc.
[Summary]

December 2025
National Public Safety Commission
and
National Police Agency

FY 2024 Policies for Crime Victims, etc. (FY 2025 Edition White Paper on Crime Victims)



About the White Paper on Crime Victims

- Statutory white paper annually submitted to the Diet based on the Basic Act on Crime Victims
- The FY 2025 edition is the 20th in series (10th in series for the National Public Safety Commission and the National Police Agency)

<Basic Act on Crime Victims>

Article 10: The Government must submit reports on the Measures for Crime Victims, etc. discussed by the Government to the Diet every year.

Composition of the White Paper on Crime Victims

Chapter 1 Efforts to Recover the Victims' Damages and to Provide Them with Economic Support

- 1 Supporting Victims to Claim the Compensation for Damages, etc. (Art. 12 of the Act)
- 2 Improvement of Systems Concerning the Benefits and Other Payments (Art. 13 of the Act)
- 3 Stabilization of Residence (Art. 16 of the Act)
- 4 Stabilization of Employment (Art. 17 of the Act)

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

- 1 Provision of Healthcare Services and Welfare Services (Art. 14 of the Act)
- 2 Securing Safety (Art. 15 of the Act)
- 3 Consideration in the Process of Protection, Investigation, Trial, etc. (Art. 19 of the Act)

Chapter 3 Efforts to Broaden the Opportunity for Victims to Participate in Criminal Procedures

- 1 Development of the System to Expand Opportunities to Participate in Criminal Procedures, etc. (Art. 18 of the Act)

Chapter 4 Efforts to Improve the Systems to Support Crime Victims, etc.

- 1 Consultation and Provision of Information, etc. (Art. 11 of the Act)
- 2 Promotion of Research Studies, etc. (Art. 21 of the Act)
- 3 Aid for Private Entities (Art. 22 of the Act)

Chapter 5 Efforts to Foster the Understanding among Citizens and to Earn Their Consideration and Cooperation

- 1 Promoting Public Understanding (Art. 20 of the Act)

Basic Materials Related to Policies for Crime Victims, etc.

- 1 Basic Act on Crime Victims
- 2 Cabinet Order for the Council for the Promotion of Policies for Crime Victims, etc.
- 3 The Fourth Basic Plan for Crime Victims, etc.
- 4 Further Promotion of Policies for Crime Victims, etc.
- 5 FY 2025 Budget for Policies for Crime Victims, etc.
- 6 Department in Charge of Policies for Crime Victims, etc. in National/Local Governments and Efforts of Local Governments
- 7 List of Member Groups of National Network for Victim Support
- 8 List of One-stop Support Centers for Victims of Sexual Crimes and Sexual Violence Supported by the Governmental Administration
- 9 List of Consultation Services for Crime Victims, etc. Involving National/Local Governments
- 10 Changes in Number of Recognized Crimes by Crime Type (2020–2024)
- 11 Number of Crime Victims by Types of Specified Crime and Injury/Death (2024)
- 12 Changes in Occurrence Situation of Traffic Accidents (2020–2024)
- 13 Changes in Number of Traffic Fatalities by Month (2020–2024)

Chapter 1 Efforts to Recover the Victims' Damages and to Provide Them with Economic Support

Benefit System for Crime Victims, etc. [Policy No. 13]

(Number of victims involved in ruling)

FY 2024	Number of persons	Percentage
Number of victims involved in ruling	335	100%
Number of victims involved in the benefit payment ruling	299	89%
Of which, the number of victims for whom the benefit payment was reduced	71	24%
Number of victims involved in the non-payment ruling	36	11%

(Amount of money for the ruling)

FY 2024: about 972 million yen

Classification	FY	FY 2021 and before	FY 2022	FY 2023	FY 2024	Total
Amount of money for the ruling (unit: million yen)	35,145	1,484	1,384	972	38,985	

- In June 2024, a Cabinet Order was enacted to partially amend the Order for Enforcement of the Act on Support for Crime Victims, etc. Such as Payment of Crime Victims Benefit. The order has significantly raised the benefit levels, such as the minimum amounts of each basic benefit for crime victims, by revising the calculation methods.
- Guidance has been provided to the prefectural police regarding operational improvement, such as speedy rulings on crime victim benefits and active use of the provisional benefit system.
- Operational status in FY 2024
 - Number of victims for whom decision on provisional benefits was made: 43 (FY 2023: 41)
 - Ruling period: average about 9.0 months (FY 2023: about 8.6 months)
median about 5.1 months (FY 2023: about 4.6 months)

Reduction of the Expenses Burden of Psychotherapies Including Counseling

[Policy Nos. 15 and 29]

- The National Police Agency subsidizes the prefectural police to cover the expenses while the prefectural police operates various public expenditure systems.
 - Counseling costs
 - Expenses for renting emergency evacuation places
 - Expenses for cleaning homes, etc.
- Guidance shall be continuously given for proper operation and awareness-raising.

Promotion for Local Governments to Adopt Consolation Payment System for Crime Victims

[Policy Nos. 17 and 30]

- Request shall be made for local governments to use conferences and trainings to introduce consolation payment system for crime victims, etc., and to appropriately implement initiatives to support crime victims' daily lives.
- Request shall be continuously made so that the equal level of consolation payment system is introduced nationwide insofar as possible.

Status of introducing consolation payment system (as of April 1 of each year)

Year	Prefecture		Ordinance designated city	Municipality
	Direct payment	Subsidy to municipality		
2021	8	3	9	377
2022	13	5	12	464
2023	16	4	14	631
2024	21	4	17	863
2025	23	4	20	1,099

Priority Move into Public Housings

[Policy Nos. 20 and 21]

- In FY 2022, a notice was issued to local governments asking careful consideration to crime victims, etc., such as proactive examining of priority move into public housings and no-necessitation of a guarantor.
- Status of crime victims' move into public housings as of December 2024
 - Priority move-in: 771 units
 - Use for different purpose: 168 units (Prefecture and ordinance-designated city only)

Investigation on Fulfillment of Offender's Liability of Compensation for Damages

[Policy Nos. 11 and 12]

- In April 2020, partial amendment to the Civil Execution Act was enacted. Based on the supplementary resolutions of this Act, a research was conducted to study civil laws and regulations in other countries related to the assurance of the performance of the right to claim for damages of crime victims by public organizations.
- In December 2023, a research was conducted to assess the actual circumstances in which crime victims, etc. are unable to receive compensation for damages.

TOPICS Strengthening of local housing support systems through collaboration between housing and welfare measures

TOPICS Awareness raising and enlightenment on leave systems to help crime victims recover the damages

Notes Notes of a bereaved family member of crime victims: "Smiles taken away from mother and child"

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

Strengthening the System of the One-stop Support Center for Victims of Sexual Crimes and Sexual Violence [Policy Nos. 59–63]

- The Grants for the Support of Victims of Sexual Crimes and Sexual Violence promote operational stabilization and quality improvement of the One-stop Support Center for Victims of Sexual Crimes and Sexual Violence.
- Operation of a nationwide toll-free number “#8891,” and operation of the Nighttime/Holiday Call Center for Victims of Sexual Violence
- Social media consultation on sexual violence “Cure time”
- Creation of a search category, posting information on the One-stop Support Centers within medical institutions, on the Medical Information Network (NAVII) website



Improvement of Systems for Prevention of Child Abuse and Early Detection of and Response to Child Abuse [Policy Nos. 48, 53, 92–98]

- For the child guidance center system in and after FY 2024, a review was conducted on “the New Comprehensive Plan Strengthening Child Abuse Prevention Measures System,” which was established in December 2022. As a result, a goal was set to increase the number of child welfare officers to approximately 7,390 by the end of FY 2026.
- Operation of the Child Guidance Center Abuse Response Dial, “189” (toll free), and the social media consultation service “Consultation LINE for Parents and Children”

Status of establishment of child guidance centers and assignment of staff (as of April 1 of each year)

Year	Child Guidance Centers	Child Welfare Officers	Child Psychologists	Physicians	Public health nurses
2020	219	4,553	1,800	706	180
2021	225	5,168	2,071	750	190
2022	228	5,783	2,347	787	229
2023	232	6,138	2,623	819	253
2024	234	6,482	2,911	797	298

* Number of child welfare officers includes the person to be employed.

TOPICS Enhancement of educational consultation systems at schools

- ▷ Development of educational consultation systems, with educational consultation coordinators playing a central role
- ▷ Improvement in and strengthening of educational consultation for children and students facing challenges by utilizing school counselors and school social workers, who are experts in psychology and welfare, to address issues such as bullying and chronic absenteeism more effectively
- ▷ Information sharing and tracking of changes in children and students as a “Team School,” with schools serving as a platform where all children gather

Assignment status of school counselors and school social workers

FY	Number of School Counselors	Number of School Social Workers
FY 2019	9,210	2,659
FY 2020	9,539	2,859
FY 2021	9,948	3,091
FY 2022	10,255	3,241
FY 2023	10,678	3,747

* Assignment for which expenses are subsidized only.

TOPICS Establishment of Child and Family Center

- ▷ Prompt identification of family problems and provision of comprehensive and continuous support
- ▷ Facilitation of collaboration among relevant institutions, serving as a coordinating body of a regional council of countermeasures for Children Requiring Aid established in a municipality
- ▷ Status of establishment of Child and Family Center as of October 1, 2024
 - Number of municipalities that have established a Center: 917 (52.7% of the total)
 - Number of Centers: 1,055

Record of lecture

Lecture by a bereaved family member of a crime victim: “Losing my beloved daughter”

Chapter 3 Efforts to Broaden the Opportunity for Victims to Participate in Criminal Procedures

Enhancement of Guidance for Reform and Correctional Education That Urge Offenders to Take Specific Action, Such as Apologies and Compensation for Damages [Policy No. 154]

- The Ministry of Justice requires offenders who are considered necessary to receive an “education from victims’ points of view” (such as face-to-face lectures by crime victims, etc. as guest speakers) to deepen understanding of the sentiments of crime victims, etc. and to provide guidance that encourages concrete actions such as apologies.
- In December 2023, new guidance was started based on the revised program to give continuous instruction from entering a correctional institution to releasing.
- Discussions were held in FYs 2023 and 2024 on how to verify the effect of the referenced education.

TOPICS Guidance for reform and correctional education that urge offenders to take specific action, such as apologies and compensation for damages

- ▷ At penal institutions, since December 2023, correctional treatment has been implemented based on the treatment guidelines set or revised in consideration of issues including the following:
 - Victims’ sentiments on the damage
 - Victims’ situations
 - Sentiments learned from the victims in the hearing and communication system about the sentiment of victims
- ▷ At juvenile training schools, the “guidance to understand victims’ sentiments” is implemented for all inmates in order to help them recognize their responsibility and to deepen a sense of guilt and atonement.
- ▷ Organization of the “Messages of Life Exhibition” at penal institutions and juvenile training schools across Japan, aiming to help convicts become aware of their responsibility and deepen a sense of atonement toward the victims.



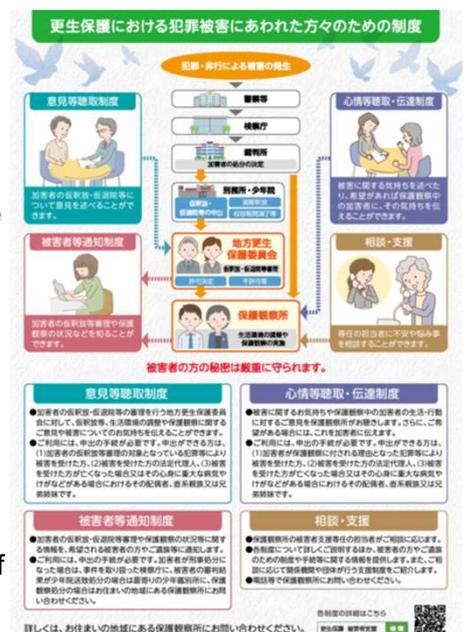
“Messages of Life Exhibition” at Miyazaki Prison

Hearing and Communication System about the Sentiments of Victims in the Sentence Execution Stage [Policy No. 156]

- Launching of the “Hearing and Communication System about the Sentiments of Victims in the Sentence Execution Stage” in penal institutions and juvenile training schools in December 2023
- Operational status in FY 2024
 - Hearing: 135 (96 at penal institutions, 39 at juvenile training schools)
 - Communication: 129 (92 at penal institutions, 37 at juvenile training schools)

Enhancement of Probation/Parole Supervision from the Perspective of Crime Victims, etc. [Policy Nos. 158–163]

- Regional Parole Boards implement “Opinion Hearing System in Parole Examination”
 - ⇒ The Boards obtain opinions, etc. on coordination of the social circumstances and probation during parole periods, in addition to opinions on offender's parole in the discussion on whether or not to grant parole.
- Proper operation of the “Hearing and Communication System about the Sentiments of Victims” at Probation Offices
 - ⇒ Not limited to the case of communicating to probationers, hearing of the sentiments, etc. of crime victims, etc. is conducted upon the request of crime victims, etc.
- Measures are taken, such as necessary instructions, as a guidance/supervising method to make sincere effort to restore and alleviate the damage of crime victims, etc. Also, reporting on the fact indicating the circumstances of taking actions for that purpose, or the presentation of materials related to the fact, has been set as a category of matters to be observed during probation.
- Life and conduct guidelines are established to ensure the formulation of a specific compensation plan and implementation of atonement efforts.



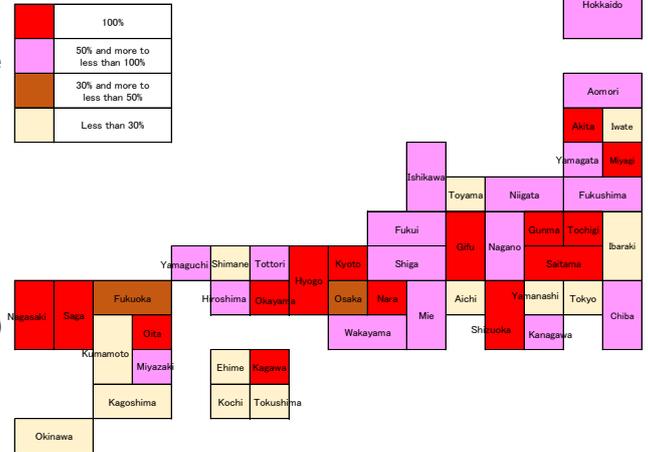
Record of lecture Lecture by a bereaved family member of a crime victim: “21 years since my daughter in college was taken away”

Chapter 4 Efforts to Improve the Systems to Support Crime Victims, etc.

Promoting of Comprehensive and Planned Support for Crime Victims, etc. in Local Governments [Policy No. 166]

- Provision of information to local governments referring to the situation of the enactment of ordinances and policies established based on the ordinances on the National Police Agency's website or e-newsletters
- Preparation and provision of "Ordinances and plans for the promotion of Policies for Crime Victims, etc.—Recent trends and points"
- The Agency instructed the prefectural police to cooperate with local governments to contribute to the establishment of ordinances.
- Situation of the establishment of specific ordinances, etc. as of April 2025
 - All prefectures (Previous year: all prefectures)
 - 18 ordinance-designated cities (Previous year: 16 cities)
 - 1,083 municipalities (Previous year: 847 municipalities)

Situation of the enactment of specific ordinances, etc. (municipalities) (as of April 1, 2025)



TOPICS Situation of the establishment of ordinances, etc. aimed at support for crime victims, etc.

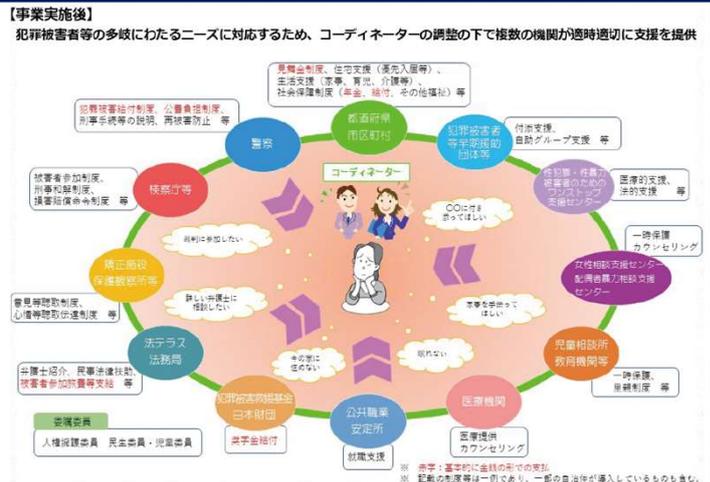
Improvement of the Comprehensive Support Services in Local Governments [Policy Nos. 168–171]

- Implementation of efforts to strengthen the function of comprehensive support services, based on the summary of "Council of Experts on Strengthening of System to Provide Seamless and Continuous Support in the Region" presented in April 2024

Notes Notes by comprehensive support service staff

TOPICS Efforts to realize one-stop service in the region

- ▷ Establishment of a **subsidy** for prefectural programs related to the development and operation of a multi-institutional one-stop service system
- ▷ Assignment and operation of "**local government advisor**"
- ▷ Encouragement to professional associations
- ▷ Providing education, etc. to local government staff



Preparation for the Implementation of an Attorney-Based Victim Support System [Policy No. 209]

- Necessary preparations and discussions were carried out to smoothly and productively start the operation of the attorney-based victim support system (to be enacted in January 2026), including the establishment of a Cabinet Order specifying applicable "crimes" and "degree of damage" and of an operational method statement.

Enhancement of the Website on Policies for Crime Victims [Policy No. 225]

- Publication of information on policies for crime victims on the website

TOPICS Launch of the web portal "Gyutto CH (Channel)"



- ▷ Based on the summary of the Council of Experts on Strengthening of System to Provide Seamless and Continuous Support in the Region, presented in April 2024, a new **web portal "Gyutto CH (Channel)"** was launched in June 2025.

- (1) Web portal for crime victims and their supporters
 - Compiled information on support systems and consultation services for crime victims, etc.
 - ⇒ What can I do when...? (search by damage and problem type)
 - ⇒ Support in your community (search for support systems by prefecture and municipality)
 - ⇒ **Gyutto learning: on-demand training materials for supporters**
- (2) Page providing information materials on policies for crime victims

Notes Notes of a police officer for supporting crime victims: "What is sincere support for victims?"

TOPICS Roundtable discussion by volunteer probation officers for victims

TOPICS Enhancing efforts to address online harassment

TOPICS Support for crime victims by private crime victim support organizations

Notes Notes of a private crime victim support organization staff member: "My thoughts on support for victims"

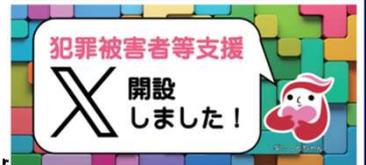
Chapter 5 Efforts to Foster the Understanding among Citizens and to Earn Their Consideration and Cooperation

Public Relations and Enlightenment Activities

[Policy Nos. 258, 260, 263, 265–268]

Effective Public Relations and Enlightenment Activities Toward Citizens

- Call for slogans on support for crime victims, etc. (4,737 applications)
 - The Grand Prize: “With empathy, let us nurture a circle of understanding together”
- Distribution of a short video: “Crime victims: What we want you to know”
- Launch of an X account for crime victim support



Intensive Public Relations and Enlightenment Activities

- Youth Sexual Violence Prevention Month (April)
 - Implementation of enlightenment activities by utilizing social media or other platforms which can easily reach younger generations
- Campaign for Promoting Orange Ribbon and Child Abuse Prevention (November)
 - Selection of a slogan, distribution of posters, and holding a forum
- Campaign for Elimination of Violence against Women (November 12 to November 25)
 - Distribution of posters, implementation of “lighting-up in purple” activities, and promotion of wearing “purple ribbon”
- Crime Victims Week (November 25 to December 1)
- Human Rights Week (December 4 to December 10)
 - Carrying out of awareness-raising activities, such as distributing awareness-raising booklets
- National Traffic Safety Campaign (Spring and Autumn)
 - Focusing on conveying tragic nature of traffic accidents



TOPICS

Crime Victims Week



- ▷ Distribution of a message video featuring an actor Umika Kawashima via social media, etc.
 - ▷ Central meeting (in Tokyo) [live streaming and rebroadcast of YouTube streaming]
 - The awards ceremony of the Grand Prize for the slogan and Outstanding Awards for essay
 - Keynote speech by a bereaved family member of crime victims.
 - Panel discussion
- “Spread of support starts from understanding and cooperation by each of us”

TOPICS

National Crime Victim Support Forum 2024

Educational Activities [Policy Nos. 254 and 256]

- Provision of lectures by crime victims, etc. for junior high school and high school students, “Classes to Learn the Importance of Life”
- Promotion of “Life Safety Education” to prevent students from becoming perpetrators, victims or bystanders of sexual crimes and sexual assault.

TOPICS

National essay contest for junior high school and high school students: “Protecting precious lives”

- ▷ Junior high school and high school students across Japan were invited to submit essays to present their thoughts and opinions on the importance of life.
- ▷ In FY 2024, 6,481 essays were submitted by junior high school students and 6,009 by high school students.

Lecture
Classes to Learn the Importance of Life



TOPICS

Raising awareness of criminal damage and of the importance of prompt and proper link to support (efforts by private crime victim support organizations)

Notes

Notes of a family member of crime victims: “That night: a journey with my daughter in pain”