

## 1. Various measures for victims of sexual crimes in the Second Basic Plan for Crime Victims

Upon drafting the Second Basic Plan for Crime Victims (Hereinafter referred to as "Second Basic Plan"), 35 crime victim organizations and crime victim support organizations in total were heard. Then, the issues raised by these organizations were sorted into the draft measures to be included in the Second Basic Plan at the Committee for Drafting and Promoting the Basic Plan (hereinafter referred as the "Drafting Committee", and the draft of the Second Basic Plan was determined by the Council for the Promotion of Policies for Crime Victims (hereinafter "Promotion Council") and was adopted as the Plan by the Cabinet on March 25th, 2011. Considering the severity of the damages caused by sexual crime on victims and the situation such victims are left with, crime victim organizations and crime victim support organizations were especially keen to request for the improvement of those measures to meet sexual crime victims' needs. Reflecting such requests, the Second Basic Plan is not only to improve those measures for victims of crime in general but also to include many measures which focus on the sexual crime victims supports.

The Second Basic Plan is intended as a five-year plan till the end of the fiscal year of 2015. Therefore, this report may include those measures that are still only half-way of the progress. However, in order to keep promoting these measures, this report expects that raising public awareness on the situation of sexual crime victims would be helpful. Therefore, this report chose to make this chapter as a special features on those measures focusing on supporting victims of sexual crimes or already being implemented based on the same intention among others listed in the Second Basic Plan.

### ○Efforts to recover the victims' damages and to provide them with economic support

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

The said consultation is underway and so far, the group has conducted hearings on various issues such as the current systems that offer psychotherapy at public expense and other opportunities to have psychotherapy, the needs and effectiveness of psychotherapy for crime victims, and incurring costs on victims.

- Reduction of medical expenses of sexual crime victims (National Police Agency)

National Police Agency is reducing the mental and economical burdens of victims of sexual crimes by providing public funding for the costs of emergency contraception and other relevant medical expenses (including the fee for initial diagnosis, medical certificate, examination of sexually transmitted diseases, abortion).

### ○Efforts for the victims to recover from or to prevent mental and/or physical damage

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



- Providing information about emergency contraception for victims of sexual crimes (Ministry of Health, Labour and Welfare)

The Ministry of Health, Labour and Welfare is providing information on methods of emergency contraception and other relevant medical information through public health centers or "Women's Health Support Centers" for those persons, including the victims of sexual crimes, in needs to choose emergency contraception .

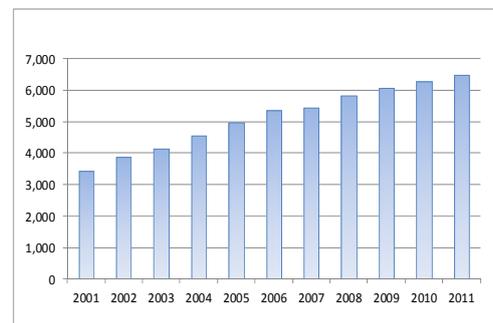
- Improvement on systems to support victims of sexual crimes at medical institutions (Ministry of Health, Labour and Welfare)
- Effective use of nurses and other medical professionals to address to victims of sexual crimes (Ministry of Health, Labour and Welfare)

The Ministry of Health, Labour and Welfare has set up Team Medical Promotion Conference. This conference compiled a report, the "basic ideas and collection of practical examples for promotion of Team Medical", which contains a practical example of a team of doctors, nurses and other medical experts in which each profession fully displaying its expertise in coordination with others to support victims of violent offences including sexual crime. The report is publicly available including on the ministry's website.

- Promotion to establish one-stop support centers (Cabinet Office, National Police Agency, Ministry of Health, Labour and Welfare) See the following section.

- Examination of the enhancement of measures to ensure the safety of victims of spousal violence and implementation of relevant measures ( Cabinet Office, National Police Agency, Ministry of Justice, Ministry of Health, Labour and Welfare)
- Enhancement of trainings for public prosecutors with respect to consideration for children or female crime victims (Ministry of Justice)
- Placement of female police officials and other measures (National Police Agency)

Change of Numbers of Sexual Crime Specializing Investigators and other female officers



Year	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Number of persons	3,442	3,872	4,162	4,572	4,993	5,369	5,459	5,832	6,069	6,280	6,494

#### ○Efforts to broaden the opportunity for victims to participate in criminal procedures

- Promotion of the collection of evidence from sexual crime victims by medical institutions (National Police Agency)

The National Police Agency has been taking initiatives such as to conduct surveys on medical institutions with regards to obtaining evidence from the body of sexual crime victims and storing collected evidence in the medical institutions.

#### ○Efforts to improve the system to support crime victims

- Promotion of efforts by local governments to support victims of sexual crimes (Cabinet Office)

Cabinet Office held a meeting for directors in charge of gender equality policies of prefectures or ordinance-designated cities and chief of the Center for

Gender Equality to promote the system development to support sexual crime victims.

- Improvement of convenience for sexual crime victims to acquire information (National Police Agency)

Each prefectural police attempts to improve the accessibility of information for the victims of sexual crimes by promoting installations of dedicated call centers to provide consultation for victims of sexual crimes and the consultation rooms. As of April, 2011, every prefectural police headquarters has introduced the sexual crimes consultation hotline received by female police officers or female staff, and the consultation rooms.

### Ladies' Support Line (Hyogo Prefectural Police, a dedicated call center for victims of sexual crimes)



- Survey on violence from dating partner (Cabinet Office)
- Survey on sexual crime victims (Cabinet Office)

The Cabinet Office is conducting a survey approximately once every three years on the actual situation of the victimization by violence between men and women such as the experience of spousal violence. In the fiscal year of 2011, the survey including the violence by dating partners who would not be classified as a spouse was conducted.

### ○Efforts to foster the understanding among citizens and to earn their consideration and cooperation

- "Campaign for Eliminating Violence against Women" (Cabinet Office)

Headquarters for the Promotion of Gender Equality of the Cabinet Office is conducting the "Campaign for Eliminating Violence against Women" during 12th to 25th of the November (the two weeks up to the "International Day to Eliminate Violence Against Women" instituted by the United Nations). During the period, the Cabinet Office is reinforcing the measures such as awareness-raising against violence against women in cooperation and collaboration with local governments, women's organizations and other relevant organizations.

## Column 1

### Efforts by the Gender Equality Bureau to develop the support systems for victims of sexual crimes

#### The Third Basic Plan for Gender Equality

The government has adopted the Third Basic Plan for Gender Equality in December 2010 and since the fiscal year of 2011, is developed a variety of measures to achieve gender-equal society accordingly to the Plan.

In this Plan, the basic directions to promote measures against sexual crimes is to strengthen a consultation system where victims of sexual crimes can, without hesitation to voice their victimizations and to consult as necessary, a system where victims can receive immediate and long-term support for the physical or mental recovery regardless of their report to police, as well as to assure the protection of the victim's privacy and to prevent second victimizations.

#### Current situation surrounding the victims of sexual crimes

By using the supplementary budget for the fiscal year of 2010, Gender Equality Bureau, Cabinet Office has operated "Purple Dial --- telephone consultation for DV and sexual violence" (hereinafter referred to as the "Purple Dial") for approximately seven weeks from 10 a.m. of February 8, 2011 until 10 p.m. of March 27, 2011, and intensively responded to those calls as emergency. The Purple Dial experience, such as around 60% of calls about rape and forcible indecency were the cases committed by acquaintances of victims and these victims are not necessarily receiving sufficient support, revealed serious situation of the victimization of violence against women and the needs for support.

Furthermore, the results of the "Survey on violence between men and women", conducted by Gender Equality Bureau, Cabinet Office in 2011, shows 7.7% of women had experience of the sex forced by a member of the opposite sex and 76.9% of the perpetrators were acquaintances. The percentage of those who did not discussed with anyone about the crime was 67.9%. The reasons for this varies, but the most common one is "I was too ashamed to tell" (46.2%), followed by, "I did not want to recall the incident" (22.0%). On the other hand, the percentage of victims who consulted with someone was 28.4%. Among them, 18.7% chose a "friend or acquaintance" to seek consultation and this was the most common answer. Those who consulted to the police were 3.7%.

From these results, many victimization seems to remain latent therefore, the further strengthen collaboration between police, medical institutions and other relevant agencies and promoting a system that could prevent victims from becoming latent so that they can receive supports would be challenges to be addressed. On the basis of these results, the Specialist Committee on Violence Against Women under the Council for Gender Equality is addressing and examining the issue of sexual crime (<http://www.gender.go.jp/danjo-kaigi/boryoku/siryu/bo56-1.pdf>.)

#### Center for Gender Equality as accessible consultation locations

Each Center for Gender Equality established by local governments has been developing various projects as the most accessible center in each region, and many centers are already offering consultation service for women or on general gender equality issues. Some of the cases brought to these consultation services are in fact, related to sexual crime victimization and the centers do not require victim file a report to the police before responding to these victims. These centers would have meanings as accessible consultation desk for the victims apart from the perspective of the police to investigate sexual crimes.

If the victim of sexual crime is clearly acknowledging that she is a victim and wanting to file a criminal complaint against the perpetrator, she may be able to consider to go to the police. However, if the victim is not sure if her situation clearly fits a “crime” thus not sure where to seek consultation for the victimization, she would likely to be hesitant to report to the police. Victims of sexual crimes in general are in fear of being victimized again by seeking consultation other types of support and in doubt if the place is really a right place for them to seek for help. Therefore, clearly indicating that the Centers are accepting the consultation requests on sexual crime victimization would likely to offer assurance to such victims that “they indeed may seek consultation there.”

In the survey conducted on local governments in 2010, 22 prefectures had set up at least one consultation desk for sexual crime victims at the Center for Gender Equality and externally publicize that through newsletters, leaflets and/or websites. Even though there are many other Centers providing consultation if there is actual need and request, those Centers are not explicit about the service for the concern of their lack of consultants specialized to deal with sexual crime victims or other organizational structure to be fully responsive to victims’ consultation needs and that are insufficient with know-hows to develop such support system or human resources.

There could be many supports offered through the consultation at the Center for Gender Equality for sexual crime victims such as; listen to the victims and accept them, convey and repeat the message that "it was not your fault", propose to take medical examination or other physical/mental care such as methods of relaxing, convey that recovery is fully up to their own pace, provide information which meet their needs, and connect them to legal consultation service if the Center also offers such service by lawyers. The increase of the number of those response desks explicitly accepting the consultation needs of sexual crime victims is expected through the training of consultants who could offer consultations for victims of sexual crimes and establishing necessary structure.

### **Status of initiatives, such as training programs by Gender Equality Bureau, Cabinet Office**

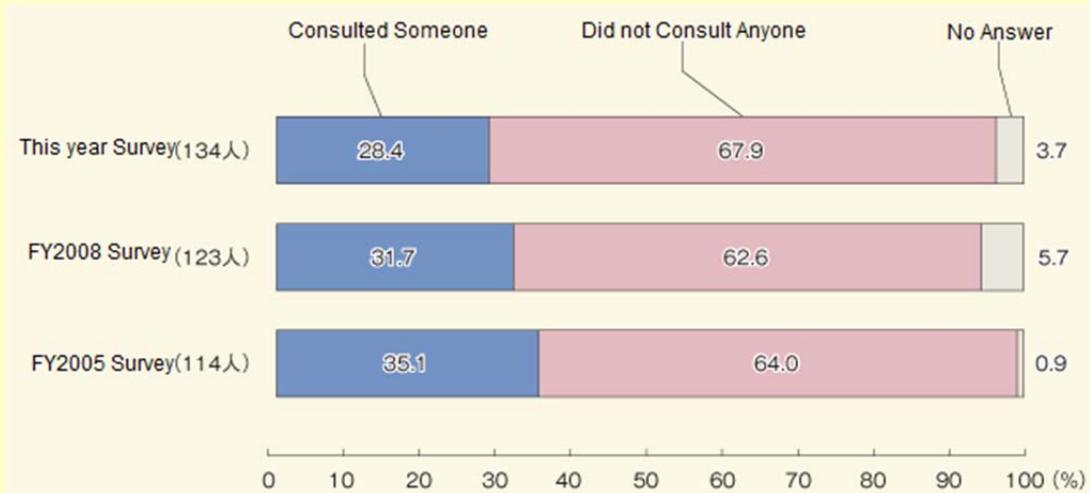
Using the supplementary budget for the fiscal year of 2010, Gender Equality Bureau, Cabinet Office conducted two-day trainings at three locations for consultants at Center for Gender Equality and/or other consultation providers to be able to respond to the consultation needs of sexual crime victims. Approximately 230 persons participated in total. The training program places emphasis on the acquisition of basic knowledge about sexual crime victimization necessary at the Center for Gender Equality, which includes the nature of sexual crime victimization, its mental and physical impacts, publicly offered systems for the supports, and the potential contents of consultation for sexual crime victims, thus through such trainings, the Bureau is making efforts to increase the consultants with expertise.

In the fiscal year of 2011, a two-day meeting on the promotion to strengthen support systems for sexual crime victims was held for the directors in charge of Gender Equality of prefectures or ordinance-designated cities and the chief of the Center for Gender Equality to encourage these Centers to respond to sexual crime victims by expanding consultation services. In addition, relevant information to be well aware of when these Centers are to establish such consultation system was provided. For instance, the lectures offered include examples of cases handled by those Centers that are already proceeding with experience of providing consultation for sexual crime victims, necessary medical assistance immediately after the victimization, factors to make victims to hesitate to report to the police, mental support to victims suffering from the victimization of many years ago.

The Bureau is planning similar projects for the fiscal year of 2012 and will continue to make efforts to provide necessary supports to the victims of sexual crimes who had not been supported sufficiently so far.

**"Survey on violence between men and women (FY2011 survey)" results (excerpt)**

**Whether or not the victim consulted with someone on the experience of the sex forced by a member of the opposite sex- Chronological comparison**



**The person/agency to whom the victims of forced sex sought for consultation (multiple answers)**

