

## Chapter 1 Special Edition: Seamless and Continuous Necessary Support

Article 3, paragraph 3 of the Basic Act on Crime Victims (Act No. 161 of 2004), established on December 1, 2004, prescribes that “the Measures for Crime Victims shall be taken so that Crime Victims may receive necessary support continuously from the time they receive harm until they restore their peaceful life again.”

The normal lives that crime victims once had are destroyed and their true abilities are disturbed by the act of crime, hence they experience difficulties to recover by themselves. Although they still need to face and overcome such difficulties, it requires a long period of time to restore their normal life which has been seriously affected by the damage of crime. In addition, the problems they have may change over time and the support they need also changes accordingly. Furthermore, other than the time change for the necessary support, crime victims’ geographical location may shift for various reasons because crime victims move out of the area where the crime occurred or they encounter the crime while they are on a trip.

For these reasons, some necessary support may be discontinued by falling through the cracks of systems and organizations, due to the change in the applicable system or organization in charge as well as a restriction in the area of practice. The measures

for crime victims should focus on not only overcoming the difficulties that crime victims may face, but also restoring their normal life once again. The administrators of the measures need to provide support in a seamless manner so that the support for crime victims will be provided continuously regardless of any changes with the system, responsible organization etc., so that every crime victim can receive proper support when and where necessary.

From this viewpoint, the Basic Plan for Crime Victims (decided by the Cabinet in December 2005) and the Second Basic Plan for Crime Victims (decided by the Cabinet in March, 2011) promote the enhancement of support in coordination with related organizations and entities, and set a principle of ‘provide a seamless and continuous support’ as one of the fundamental principles that the administrator should aim at when planning and implementing individual measures.

This Special Edition introduces the efforts to provide seamless and continuous necessary support to crime victims in coordination with related organizations and entities under the Second Basic Plan.

### 1 Comprehensive Support in Coordination with Related Organizations and Entities

#### (1) Liaison Conference for Victim Support and Local Network for Victim Support

Crime victims require support in their daily lives, and with regard to healthcare, court proceedings and a variety of other matters, therefore the Liaison Conference for Victim Support, which consists of the police, Public Prosecutors Office, Bar Associations, Japan Legal Support Center, Medical Associations, Society of Certified Clinical Psychologists, responsible department in the local government, public consultation organizations and private victim support groups, has been established

in every prefecture and they collaborate together for the purpose of crime victim support.

In addition, the network of liaison conference in units of police stations (Local Network for Victim Support) has been established in each local countries in order to share the information of individual needs about crime victims and provide careful comprehensive support for the which in each case, and there are 1,126 locations as of April 1, 2014.

## Network of Police and Related Organizations and Entities



Source: National Police Agency

Organizations and Entities of the Liaison Conference for Victim Support  
(Numbers out of 47 prefectures, as of April 1, 2015)

Organizations and Entities	Number of prefectures
Crime victim policy desk	47
Prefectural organization (education)	44
Women's Consulting Office, Gender Equality Center, Women's Consulting Center	41
Child Guidance Center	41
Mental Health and Welfare Center	40
Prefectural Police	47
District Public Prosecutor's Office	47*
Probation Office	46
Prefectural labor department	15
District Transport Bureau	45
District Coast Guard Office	24
Crime Victim Support Group	47
National Council of Social Welfare	11
Society of Certified Clinical Psychologists	46
Bar Association	44
Japan Legal Support Center Regional Center (Ho-terrace)	47
Medical Association, Dental Association, Society of Obstetricians and Gynecologists, etc.	44
Prefectural Centers to Promote Movements for Elimination of Violence	47
Traffic Safety Association	38
Crime Prevention Association	38
National Agency for Automotive Safety and Victim's Aid Regional Office	26
Other related entities	47

\* Including district public prosecutor's offices participating as an observer.

Note: Assembled upon request of the Cabinet Office to each prefecture (Countermeasure department with primary responsibility at Governor's departments and Bureau) on relevant organizations and entities of the Liaison Conference for Victim Support.

### Column (1) What is the National Network for Victim Support?

#### National Network for Victim Support

The National Network for Victim Support is an accredited specified non-profit organization, which is affiliated by early support groups for crime victims as well as other private victim support organizations nationwide aiming to be designated as the early support groups for crime victims. This network was established by 8 organizations in 1998. Its affiliated organizations have increased every year, and it was set up in all prefectures in 2009; meanwhile, it was recognized as a specified non-profit organization in 2006, and then became an accredited specified non-profit organization in 2010.

The National Network for Victim Support conducts seminars for the affiliated organizations to train staff for victim support in order to promote the crime victim support program effectively through cooperation and mutual collaboration with other organizations engaging in crime victim support activities. In addition, it holds a national crime victim support forum and promotes the raising of awareness of society to support crime victims as a whole.

### National Crime Victim Support Forum



Source: National Network for Victim Support

Furthermore, the National Network for Victim Support collects donations by “Hon-de-ring Project” which raises money by recycling used books, and installing donation accepting vending machines (see <http://www.nnvs.org/> for more details).

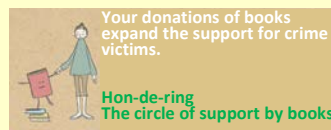
The network is recognized as an accredited specified non-profit organization since November 2010 and it offers tax benefits for donors.

#### ○ Affiliated Organizations

The number of affiliated organizations for the National Network for Victim Support is 48 organizations from 47 prefectures as of April 1, 2015, and 46 of them are designated as early support groups for crime victims (see page 255 on Document 11 for the affiliated organizations).

Each organization is promoting the efforts for crime victim support corresponding to their local situations.

#### Hon-de-ring



Source: National Network for Victim Support

#### Donation Accepting Vending Machine/Crime Victim



Source: National Network for Victim Support

## (2) Activities of the Liaison Conference for Victim Support

Various related organizations and entities participate in the Liaison Conference for Victim Support and play important roles for the crime victim support of the region. The prefectural department with primary responsibility, the prefectural police, District Public Prosecutors Office (including the case of participating as an observer), Crime Victim Support Group, Japan Legal Support Center Regional Center and **Prefectural Centers to Promote Movements for Elimination of Violence**

participate in the Liaison Conference for Victim Support in all prefectures. The Women’s Consulting Office/Gender Equality Center/Women’s Consultation Center, Child Guidance Center, Mental Health and Welfare Center, Probation Office, District Transport Bureau, Society of Certified Clinical Psychologists, Bar Association, as well as Medical Association/Dental Association and Association of Obstetricians and Gynecologists participate in many prefectures.

When the various organizations and entities related to the crime victim support participate in the Liaison

Conference for Victim Support and enhance their network through case discussions, opinion exchange and activity report, it is expected to provide seamless and continuous support on various problems that crime victims come to face. Furthermore, a part of the Liaison Conference for

Victim Support establishes section committees focusing on types of issues such as sexual crime and traffic accidents to collaborate for better crime victim support in each area. See Column 2 on P. 4 for particular efforts made by the Liaison Conference for Victim Support.

## **Column (2) Efforts by the Local Government (Tottori Prefecture) Holding a General Meeting of Tottori Liaison Conference for Victim Support**

In Tottori prefecture, the general meeting of Tottori Liaison Conference for Victim Support is held annually to support victims in society as a whole, and aim toward a society with no victims or perpetrators.

The Tottori Liaison Conference for Victim Support (the Conference) is made of 32 organizations including the Governor's Departments and Bureau, prefectural police, District Public Prosecutors Office, probation office, prefectural bar association, prefectural medical association, and prefectural life insurance association. It is held for the purpose of promoting victim support, damage restoration/reduction, and prevention from the victim's viewpoint in close collaboration and mutual cooperation with the related organizations and entities based on the situations of the victims and their family, and to provide information on the victim support system.

The Conference holds a seminar by bereaved family members of crime victims to understand the current problems and distress they have, and also gives a presentation and discussion on what measures each organization can take based on postulated cases.

In 2014, the presentation was on a postulated case of a fatal traffic accident, and discussed what kind of support may be required and how to provide it. The related organizations gave active presentations on subjects such as consultation desks at each organization, use of an independence support program for children (supervisors with highly professional knowledge and experience\*), support by school social workers, child dependent allowance for economical support, instruction for widowed single parent welfare fund loan, or information on legal system for damage restoration/reduction, and it provided opportunity to remind the importance of each organization's response and their cooperation.



Chairman's speech



General meeting

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\*Supervisor: clinical psychologists, doctors and social welfare counselors

## 2 Collaboration to Prevent Re-Victimization

Many crime victims not only suffer from major harm to life and body inflicted by the crime, but they also suffer from further harm done by the offenders or the fear and distress of the idea. Furthermore, it could cause more severe damage if the re-victimization occurs. The fear for re-victimization may become an obstacle for the recovery of crime victims, therefore it is necessary to work on the effort to prevent re-victimization in collaboration with related organizations in order to restore victims’ normal lives again.

This section will introduce the efforts to prevent re-victimization by the related organizations in cooperation.

### (1) Re-Victimization Measures and Release Information Notification System based on the Outline for Prevention of Re-Victimization

Based on the Outline for Prevention of Re-Victimization, the police are to designate those crime victims who may suffer harm from the same perpetrator as the “person whose re-victimization must be prevented” and promote the measures to prevent re-victimization through collecting and instructing related information, establishing communication systems, understanding victims’ needs, giving self-alert instruction as well as alert measures, and warning against the perpetrators. Related organizations work closely together for the implementation of these measures to prevent re-victimization. The Ministry of Justice implements a Release Information Notification System to prevent re-victimization by taking measures to avoid contact between the crime victims and perpetrators; when there is a notification request from the police on the release information of a convict that is necessary for the measures to prevent re-victimization, and the request is judged to be adequate, the Ministry of Justice notifies the release information of the convict (discharge plan from the completion of sentence in imprisonment, scheduled date/expected location of residence, discharge plan and scheduled

date for parole/designated location of residence, etc.).

The police also receive release information, such as the scheduled date and returning location of residence, from the Ministry of Justice about a person who has been convicted of violent sexual crime against children and has served term in a penal institution since June 2005. Such information is used to prevent crimes and through examination of its operational status and revision of the system, the police also implement measures to prevent reoccurrence of the crime by verifying the whereabouts of the released person and conducting interviews with consent since April 2011 while giving consideration not to disturb the released person’s rehabilitation and reintegration to society.

### (2) Countermeasures for Spousal Violence

The Spousal Violence Counselling and Support Centers, the police, Child Guidance Center and other related organizations collaborate with regard to spousal violence. As mutual understanding and comprehensive arrangements between related organizations are essential for the protection and support of spousal violence victims, the Ministry of Health, Labour and Welfare grant a subsidy to all prefectures to cover the cost of developing a network to enhance the collaboration. To be concrete, the Spousal Violence Counselling and Support Centers hold liaison meetings and case discussion meetings to cooperate with the police and welfare office and other related organizations to provide consultation, protection and independence support for the victims of spousal violence. In addition, it creates brochures with case examples and information on roles of related organizations, and distributes them to the related organizations.

### (3) Countermeasures for Stalking Cases

Since stalking cases can rapidly turn into critical situations the police established an integrated system to respond to stalking cases in prefectural police headquarters nationwide, and aim to

systematically promote prompt and appropriate responses, by making arrests of perpetrators and by taking protective measures of victims, while making the safety of victims the top priority. In addition, the police promote the measures to prevent further harm and re-victimization through

strengthening collaboration with the Probation Office regarding an individual under probation with suspension of execution of the sentence, as well as cooperation with related organizations such as women's consulting offices and the Japan Legal Support Center for victim support.

Statistics Regarding Stalking Cases

		2010	2011	2012	2013	2014
Penal Code/Special Code Arrest <sup>(Note 1)</sup>		877	786	1,504	1,574	1,917
Arrest for violation of anti-stalking Act <sup>(Note 2)</sup>		229	205	351	402	613
	Stalking crime	220	197	340	392	598
	Violation against restraining order	9	8	11	10	15
Application of anti-stalking Act	Warning	1,344	1,288	2,284	2,452	3,171
	Restraining order	41	55	69	103	149
	Temporary order	0	0	0	0	2
Number of support requests accepted by the chief of prefectural police headquarter, etc.		2,470	2,771	4,485	6,770	7,649
Breakdown (multiple appropriation) <sup>(Note 3)</sup>	Instruction of measures to prevent victimization	1,063	1,103	1,574	1,884	2,034
	Communication of items necessary for negotiation to prevent victimization	136	139	233	285	359
	Notification of contact information of a stalking person	98	96	156	298	329
	Advice on negotiation to prevent victimization	215	184	324	365	366
	Referring to private organizations handling prevention of victimization	42	39	40	131	187
	Use of police facility for negotiation to prevent victimization	160	128	154	210	240
	Loaning or instruction on items for prevention of victimization	417	455	535	704	769
	Issuing of documents stating the implementation of warning, etc.	25	26	46	47	133
	Other measures appropriate for prevention of victimization <sup>(Note 4)</sup>	1,548	1,773	3,186	4,840	5,804
Other measures <sup>(Note 3)</sup>	Safety instruction for victims	12,951	12,429	16,453	19,005	19,680
	Warning instruction for stalking person	5,887	5,409	7,410	9,199	9,426
	Patrol	2,605	2,416	3,307	5,494	5,851
	Handing over to other organizations <sup>(Note 5)</sup>	44	39	100	89	340
	Other measures <sup>(Note 6)</sup>	1,402	1,391	1,818	2,197	3,073

(Note 1) For Penal Code/Special Code Arrest, if the arrest was against multiple offences, only the most serious charged offence is appropriated.

(Note 2) For the arrest for violation of Anti-Stalking Act, all charged offences are appropriated.

(Note 3) If multiple measures are taken, all are appropriated.

(Note 4) Other measures appropriate for prevention of victimization include registration for #110 emergency alert registration system and support for the basic resident registration access restriction, etc.

(Note 5) Other organizations under "Handing over to other organizations" include municipalities, women's consulting offices, medical institutes, etc.

(Note 6) Other measures include loaning of emergency alert system with GPS, referring to the Japan Legal Support Center, etc.

Source: National Police Agency

### 3 Collaboration for the Support of Sexual Crime Victims

#### (1) Situation that Sexual Crime Victims are in

According to the 'Survey on Violence between Men and Women' conducted by the Cabinet Office in 2014, 6.5% of women had experienced sex forced

by a member of the opposite sex; when asked about the relationship with the perpetrator, the highest response was 'partner/ex-partner' (28.2%), followed by 'spouse/ex-spouse' (19.7%), and 'work-related

person' (13.7%).

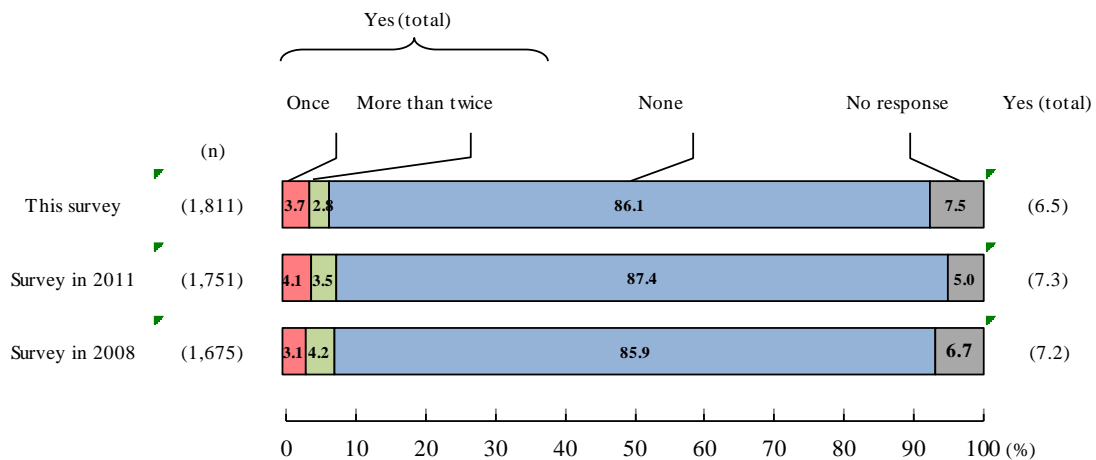
Those who did not tell anyone about the case were 67.5%; when asked about the reason for not telling anyone, the highest response was 'too embarrassed to tell anybody' (38.0%), followed by 'thought it would be fine if I bear with it' (30.4%).

On the other hand, 31.6% have told somebody, and

22.2% of them were a 'friend/acquaintance' while 4.3% told the police.

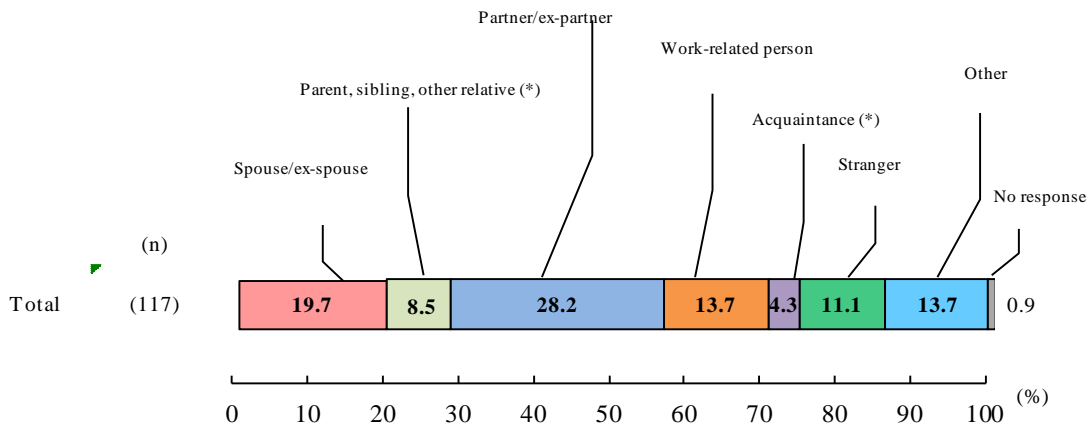
Furthermore, according to the statistics of the National Police Agency, the number of recognized sexual crimes was 1,250 in rape cases and 7,400 in **indecent assault** cases in 2014.

**Experience of the sex forced by a member of the opposite sex – comparison in chronological order –**



Source: Cabinet Office "Report on Survey on Violence between Men and Women" (March 2015)

**Relationship with the perpetrator**



\*Above figure marks the total of the selections as seen below.

Parent, sibling, other relative: Total of "Parent (including foster parent, step-parent)", "Sibling (including step sibling)" and "Other relative"

Acquaintance: Total of "School related person (teaching staff, senior student, classmate, club coach, etc.)", "Person related to community involvement or hobby (leader, fellow, etc.)" and "Person from the facility (staff, senior fellow, fellow, etc.)"

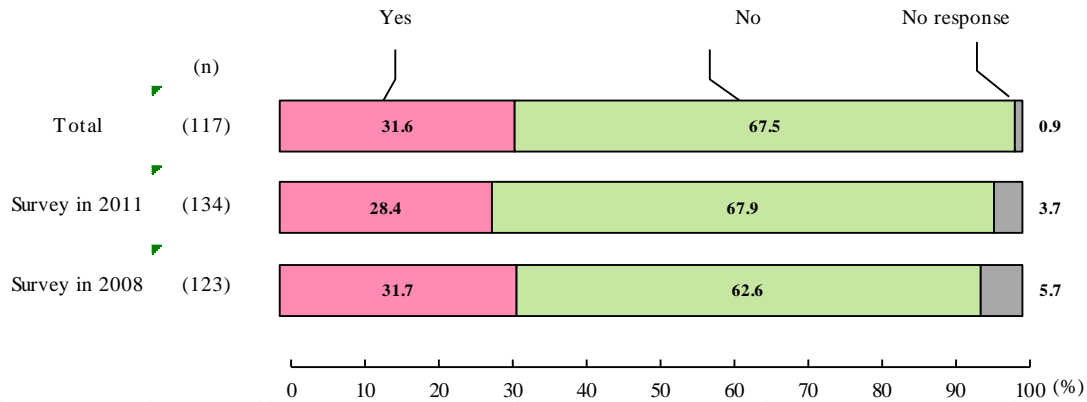
The selections below do not show the details.

Spouse/ex-spouse: Spouse (including domestic partner and separated)/Ex-spouse (including ex-domestic partner)

Work-related person: Work related person (boss, coworker, client, etc.)

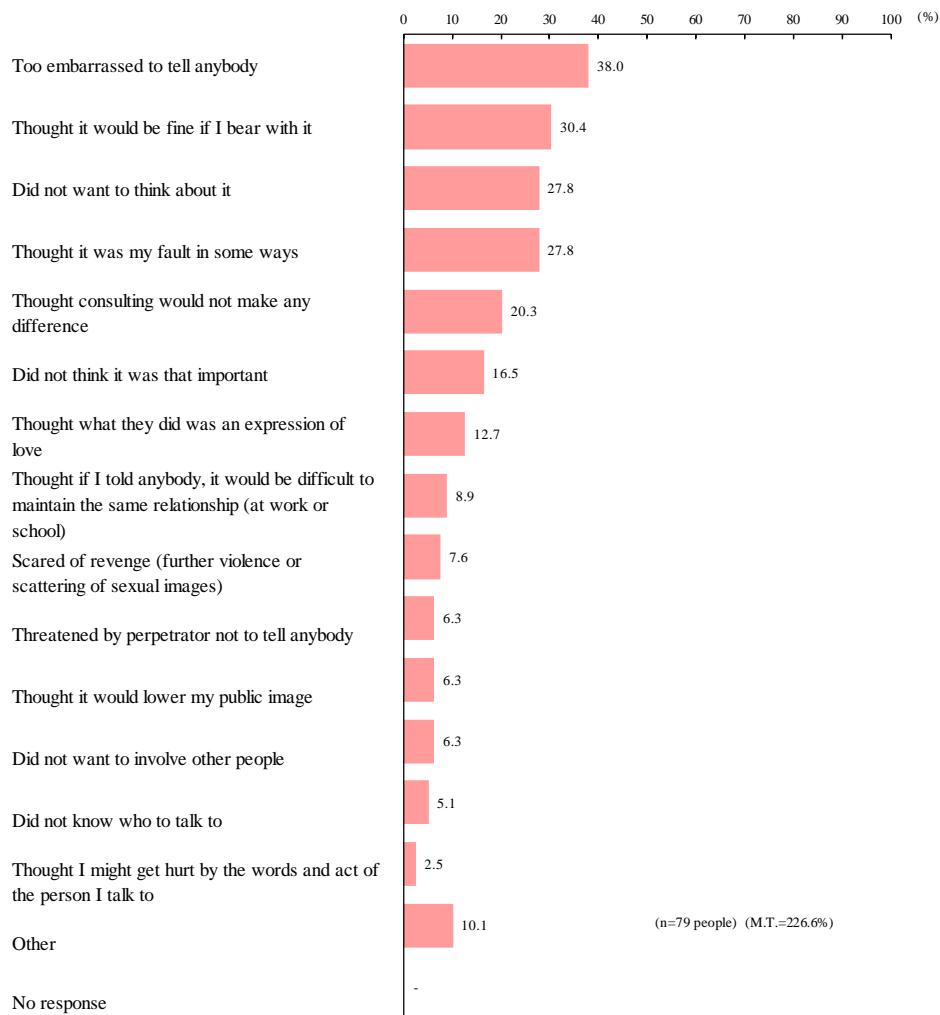
Source: Cabinet Office "Report on Survey on Violence between Men and Women" (March 2015)

**Did you consult anyone about the incident of forced sexual intercourse by opposite sex?  
– comparison in chronological order –**



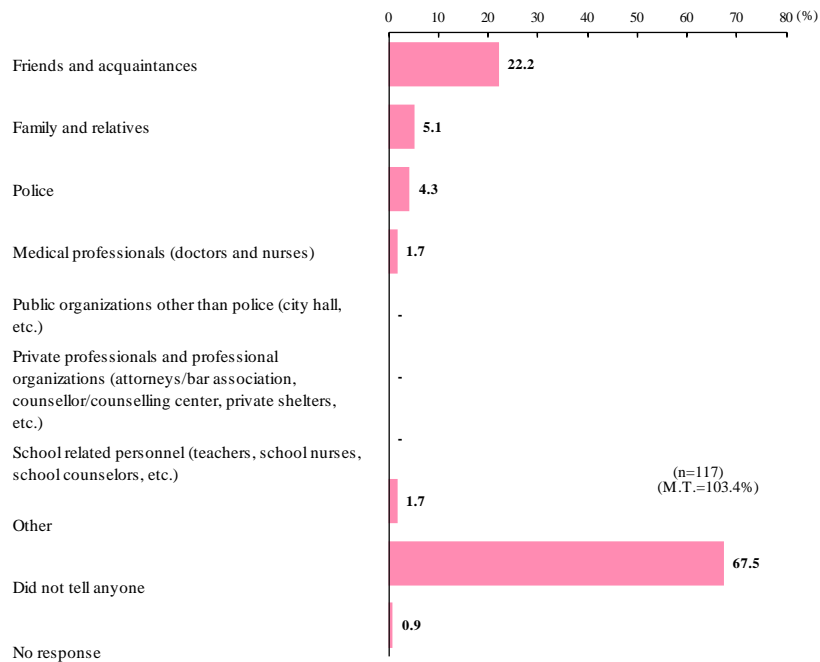
Source: Cabinet Office “Report on Survey on Violence between Men and Women” (March 2015)

**Reason for not telling anyone (multiple answers)**



Source: Cabinet Office “Report on Survey on Violence between Men and Women” (March 2015)



**Who did you tell about the experience of the sex forced by a member of the opposite sex? (multiple answers)**

Source: Cabinet Office “Report on Survey on Violence between Men and Women” (March 2015)

These survey results suggest that in the case of sexual crime, it has a tendency to be concealed and there are many victims who simply cannot tell anybody what has happened.

However, being the victim of sexual crime can cause tremendous trauma both physically and mentally, therefore it is important to provide appropriate support immediately after the incident in order for victims to recover both physically and mentally and restore their lives.

This section will introduce efforts on collaborative support for sexual crime victims.

## (2) Efforts on Collaborative Support for Sexual Crime Victims

### ○ Research on Support for Sexual Crime Victims

The Cabinet Office conducted a research on model cases of support system for the victims of sexual crime in local governments collaborating with relevant

organizations, and published a report in June 2014 (Report on A Survey Research on Support for Sexual Crime Victims

<http://www.gender.go.jp/public/report/2014/2014061601.html>). The research considered the support system for victims of sexual crime/sexual violence which includes relevant organizations in local communities with a perspective of gender equality.

### ○ Case Studies on the Integrated Support for Victims of Sexual Crime

The Cabinet Office conducted research on various practices in local governments for supporting sexual crime victims to promote implementing a support system for the victims since 2014. In the first year, this research focused on pilot projects in 9 local governments.

○ **Collaboration for the Support of Sexual Crime Victims by Local Governments**

This section introduces “Saga Prefecture Sexual Crime Support Center Saga: Saga mirai (Saga mirai),” as an example of efforts by a local government.

[Background of its Establishment]

Saga mirai was established when there was an inquiry to the prefectural Domestic Violence Center by a doctor who treated a victim of a rape case which took place in 2009, asking if there was a specific support or support staff who specialized in sexual violence. The victim’s parents refused to report the crime to the police and did not utilize the public funding system. From this incident, the prefecture sought the way to provide support for all victims and launched the support program for sexual crime victims.

A Specialized Committee for Development of Acute Phase Countermeasures and Recovery/Convalescent Phase Support System for Sexual Crime Victims was established in 2010, and multiple discussions took place among prefectural organizations, Medical Association, Bar Association and Society of Certified Clinical Psychologists. In 2010, establishment of the collaborative system based in the Gender Equity Center, not a hospital, was discussed so that it would be easier to line up throughout the country. However, as it was discussed further, there was a mutual agreement on the needs for a hospital based support system, and Saga Medical Center Koseikan was added as a reviewing member. The model project was launched on July 2, 2012, and it has been in full operation since 2014 using a manual made based on the knowledge gained by 2013.

< Specialized Committee for Development of Acute Phase Countermeasures and Recovery/Convalescent Phase Support System for Sexual Crime Victims >

- Saga Prefectural Center for General Countermeasures Against Domestic Violence
- Saga Medical Center Koseikan (Regional Independent Administrative Institute)
- Saga Bar Association
- Saga Medical Institution Obstetrics and Gynecology Medical Team

- Saga Health and Welfare Headquarters Mother and Child Health and Welfare Division
- Saga Society of Certified Clinical Psychologists
- Saga Prefecture Living Environment Department Gender Equity and Civil Cooperation Division
- Saga Association of Certified Social Workers
- Saga Nursing Association Midwives Team
- NPO Victim Support Network Saga VOISS (early support group for crime victims)
- Saga Prefectural Police Headquarters Crime Victim Support Division (observer)

[Management Body]

Saga Prefecture Living Environment Department Gender Equity and Civil Cooperation Division is the management body and it outsources the operation to Saga Foundation for Women and Life Learning (AVANCE). Overall practical works are handled by Saga Prefectural Center for General Countermeasures against Domestic Violence of the Foundation. Furthermore, the Foundation outsources the project to Koseikan. Saga mirai is located in the Koseikan Consultation Support Center General Consultation and Support Room and is mainly in charge of acute phase support which involves medical practice, while AVANCE Consultation Room is in charge of other consultation support. The chief of Saga Prefectural Center for General Countermeasure against Domestic Violence coordinates the overall project. Saga mirai plays the role of one-stop support center by creating a close collaboration system between Koseikan and AVANCE.

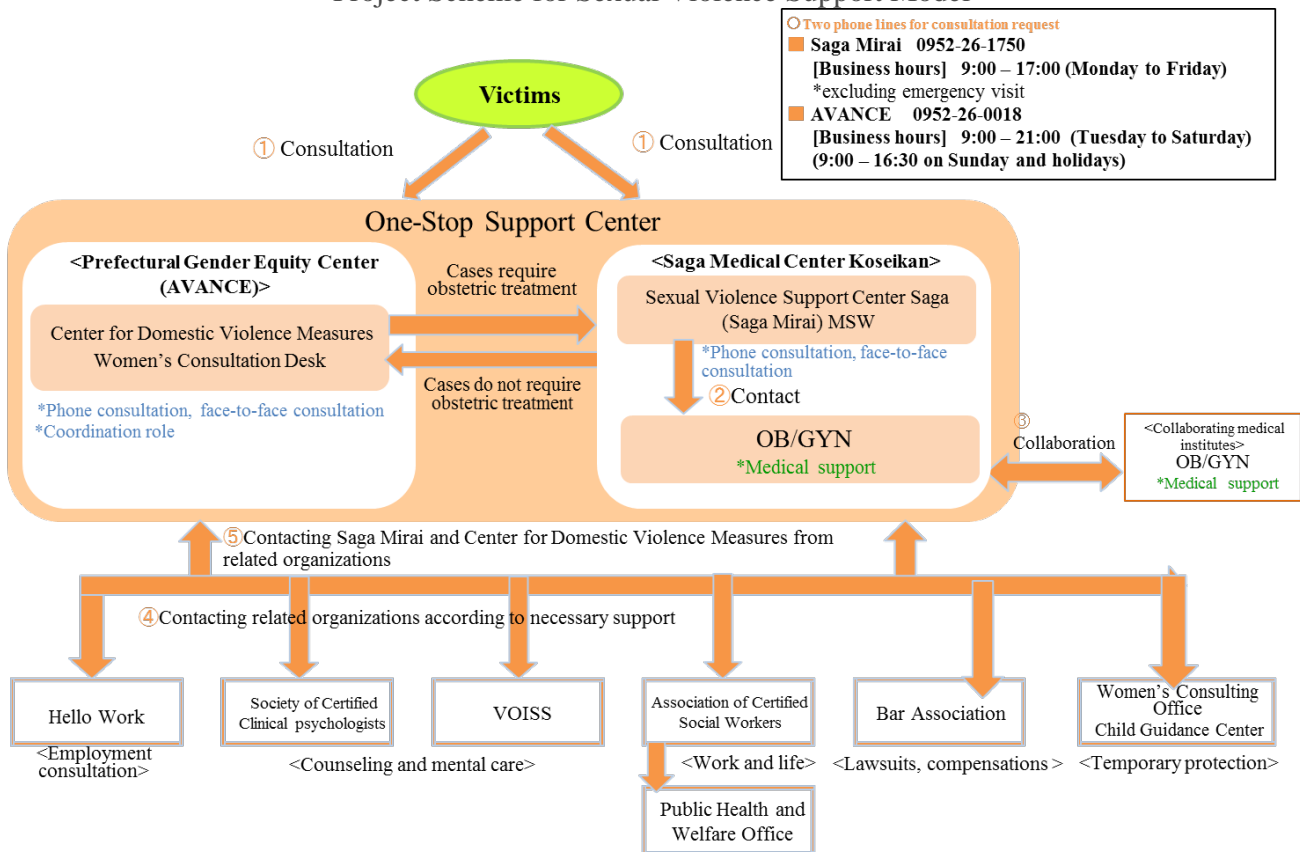
[Concrete Support and Collaboration with Related Organizations]

The cost of obstetrics support during acute phase is set to be approximately the same as the public funding system of Saga Prefectural Police. The criminal investigation and the support complement each other by, for example, sharing medical history forms with the police in order to support victims. The core of the support is medical support and mental support. The medical support is not only obstetrics

support during acute phase, but other medical fields (psychiatric and pediatric) and it is aimed to offer flexible medical support. However, the medical cost is subject to the equivalent of up to what is offered for obstetrics support during acute phase. For mental support, counseling with a clinical psychologist is the main support and its cost (up to 29 sessions during acute phase, or up to 24 sessions during non-acute phase) is free of charge so that the victims' financial burden is reduced. The service dispatches staff to the victims' nearest locations, so the cost for transportation is also in the budget. However, it only applies to the victims whose incidents occurred within 2 years, therefore suggestion for possible consultation

options that cost no money is made for the incidents older than 2 years. Three female attorneys from the Bar Association are in charge of legal support and seven female clinical psychologists from the Society of Certified Clinical Psychologists are in charge of mental support as important related organizations. In addition, other organizations such as social workers, early support groups for crime victims and midwives groups are in the support system according to each case so that the high quality of support can be maintained. Furthermore, it is aimed to build a more reliable support system for the victims and their families by preparing support for their future.

Project Scheme for Sexual Violence Support Model



Source: Saga mirai