

**Provisional  
Translation**

**Plan for the Prevention of Sex Crimes Against  
Children  
(Basic Plan on Measures against Child Sexual  
Exploitation) 2022**

May 20, 2022

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)

\*This Plan uses the terms “child” and “children”, but these are based on the phrases used in legislation and government plans, etc., and possess the same meaning in this Plan.

In addition, in this Plan, the terms “child” and “children” refer to a person under the age of 18, “juvenile” refers to someone under the age of 20, and “student” refers to someone enrolled in elementary school, junior high school or high school (includes special needs schools, compulsory education schools and secondary schools).

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## **I. Upon Establishing the “Plan for the Prevention of Sex Crimes Against Children (Basic Plan on Measures against Child Sexual Exploitation) 2022”**

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.

Based on this understanding, the Basic Plan on Measures against Child Sexual Exploitation (approved at the Ministerial Meeting Concerning Measures Against Crime on April 18, 2017. Hereinafter referred to as the “Former Plan.”) was developed in April 2017, setting forth the policies that will be promoted government-wide before the Tokyo 2020 Olympic and Paralympic Games through close collaboration and coordination with the relevant government ministries.

Measures have been promoted from the formulation of the Former Plan until now, including the strengthening of enforcement and strict response for cases of child sexual exploitation, public relations and educational activities for the prevention of victimization through child prostitution and child pornography, support for children and their guardians so that children can use the internet safely, and the enactment of regulations related to the prohibition of businesses focusing on children as sexual objects.

However, as more children are using devices connected to the internet such as smartphones and diverse services such as applications, the current state of Japan is that the number of children affected through violations of child prostitution and child pornography laws over social media, and the crime relating “self-generated” sexual material (a crime in which children are deceived or threatened to take photos of themselves naked, and sent the materials by emails or other means; the same shall apply hereinafter) , and remains at a high level, and there is an increase in the number of cases of elementary school students being victimized.

In addition, regarding the production of child pornography by camera voyeurism, as it is possible for any child to become a victim in their daily life, it is an extremely heinous act due to being carried out in a way that is difficult to detect. The number of cases remains at

a high level, and there is an increase in child pornography crimes in which juveniles are offenders.

Based on this situation, it must be said that efforts for eradicating child sexual exploitation are still halfway.

At the G7 Interior and Security Ministers' Meeting held in September 2021, against the background of strong awareness of the issue of online child sexual exploitation, there were presentations by each country about recognition, issues and specific efforts related to measures for child sexual exploitation, and an outcome document was compiled. Through the outcome document, it was confirmed that child sexual exploitation transcends borders and is occurring on an explosive scale as a crime that causes harm to children mentally and physically, for which global response is necessary. In addition, it also calls for certain implementation of the document, and that industries must play a role in its implementation.

In this way, as efforts aimed at eradicating child sexual exploitation are recognized as a common issue in the international community, it is necessary for Japan to play our part more than ever before, and carefully convey this stance to the world.

The “Plan for the Prevention of Sex Crimes Against Children (Basic Plan on Measures against Child Sexual Exploitation) 2022” was developed based on the above recognition, and by continuing to promote multifaceted and comprehensive measures in an integrated manner, Japan seeks to realize a society in which children are protected from sexual exploitation in all situations, including the home, occupational settings and in the community.

In addition, in light of the fact that the Former Plan would be reviewed when five years have passed since its development, the measures described in this Plan shall be promoted with a target of the next five years.

With regard to the Basic Policy on a New Promotion Structure for Child-related Policy (approved by Cabinet on December 21, 2021), the government will establish the Children and Families Agency as soon as possible in 2023, and the agency will play a central role in the government’s efforts for preventing child sexual exploitation as one task related to child safety, meaning that it is necessary to carry out continued examination into the implementation structure raised in the Plan and enrichment of content prior to the establishment of the agency.

## **II. Approaches of the Plan**

As described above, this Plan documents the policies which the government should carry out for the eradication of child sexual exploitation over the next five years, based on the current law.

Under this Plan, each government department shall promote policies in cooperation not only with people from all walks of life, private business operators, and related organizations, but also with the international community, while verifying the implementation status as necessary.

Six pillars were established in the Former Plan, and the concrete measures for each pillar have been set forth. As there are no changes to the importance of these six pillars, these will be essentially maintained in this Plan, and new policies based on the current situation and situations have been newly added to measures that should be continued in future to each pillar. An overview of these is as follows (for details of the policies, refer to III):

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

- Promote efforts aimed at eradicating child sexual exploitation through collaboration and coordination between local organizations and agencies by dissemination of information by relevant government ministries.
- Implement guidance through on-site inspection by national or local governments or self-inspection by travel agencies, so that the provision of child prostitution services in violation of the law should not be carried out.
- Implement a “Youth Sexual Violence Prevention Month,” carrying out collaboration and coordination between government ministries, local governments and other related organizations, and raise awareness of preventing a variety of youth sexual violence, including video production of sexual acts and the “JK business”, disseminate contact information for consultation on sexual violence.
- Carry out efforts in collaboration with relevant government ministries based on the “Action Plan to End Violence Against Children,” which documents efforts in the areas of abuse, sexual exploitation and sexual violence.

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

- Promote “Life Safety Education”, education to learn about the importance of life, value their lives, respect themselves and others as well as to prevent them from becoming a perpetrator of sexual crimes or sexual violence, victim or spectator.

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

- Promote the strengthening of voluntary measures by individual operators, while participating in child protection activities by social media companies and implementing information provision related to the actual state of victimization.
- Discover inappropriate posts on social media through cyber patrols and promote measures for posting warning messages while investigating the introduction of effective methods such as using AI.
- Promote preventive measures through public-private collaboration, aiming to eradicate sexual exploitation such as harm associated with video production of sexual acts and the “JK business” and compensated dating.
- Understanding and analysis of places of victimization and provide information to related organizations with the cooperation of relevant government ministries.

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

- Create an environment that is easy for consultation utilizing social media, in addition to interviews, etc., with Child Guidance Centers, educational institutions and the Legal Affairs Bureau.

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

- For sexual offenders held in a correctional facility, implement interviews by specialists such as social workers and doctors at medical institutions from the correctional facility and, after release, strive to prevent reoffending through linkage to treatment of diverse content and methods by the medical institution, responding to each person’s characteristics and needs.
- Promote measures to prevent sexual offender recidivism in collaboration with national and local public organizations, through the provision of support for preventing recidivism including counseling for sexual offenders in the local community after completion of criminal proceedings.
- Implement the required reviews based on the legal systems and operations of other countries and technical knowledge, such as installing a GPS monitoring device for sexual offenders on parole.

## **6. Establishing and strengthening of the foundation for realizing a society where children will never become victims of sexual exploitation**

- Ensure that, in principle, educational staff who commit sexual violence against students are disciplined and dismissed from their positions, as well as encouraging further use of the official gazette information search tool, which makes information searches such as disciplinary dismissal records over the past 40 years possible.
- Regarding childcare qualifications, investigate a system similar to the Education Personnel Certification Act special provision for those whose specific license has been revoked, and investigate the creation of a system in which information will be shared and published related to business suspension orders for babysitters who have committed sexual violence and the like.
- Further examine the potential for introduction of a system for requiring certification about history of sexual crime, etc., when working in educational or childcare facilities and other places where children belong to.
- Regarding harassment of competitors through the possession, taking or distribution of photos or videos with sexual intent, including cases which involve children, promote efforts for the prevention of these, such as raising awareness about the issue, while collaborating with related organizations and the relevant ministries.
- For the development of criminal law that deals with the sexual victimization of children, carry out the required reviews of the law based on the outcome of deliberations of the Legislative Council regarding criminal law dealing with sexual crimes.

### **III. Concrete Measures under the Plan**

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

##### **1) Promotion of collaboration among stakeholders at national and regional levels**

A conference which consists of officials from the relevant government ministries and agencies pertaining to child sexual exploitation shall be convened to investigate and promote comprehensive measures.

In addition, a conference shall be convened which consists of relevant government ministries and agencies, related educational and medical organizations, business organizations and NPOs in order to promote a national movement for the eradication of child sexual exploitation as a public-private partnership, and measures shall be advanced effectively through an appropriate public-private allocation of roles with active

information and knowledge sharing.

Information sharing and communication by the relevant government ministries and agencies to related organizations and bodies will link to the promotion of efforts aimed at eradicating child sexual exploitation by the collaboration and coordination of these organizations and bodies.

(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, Ministry of Economy, Trade and Industry, and Japan Tourism Agency)

- 2) 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 and 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.

Public relations and public awareness-raising activities shall be promoted for preventing “self-generated” crime for schools, communities and families, etc., with parent information sessions, preventing delinquency classes, and workshops about cyber security.

In addition, for further promotion of removing child pornography from the internet, the public and private sector shall work together to promote a wide range of public relations and public awareness-raising activities in relation to carrying out measures to prevent the distribution and viewing of child pornography and reporting information of illegal activities related to child pornography to the relevant organizations by taking advantage of various opportunities such as preventing delinquency classes and workshops about cyber security.

(National Police Agency, Cabinet Office, Ministry of Internal Affairs and Communications, Ministry of Education, Culture, Sports, Science and Technology, Ministry of Health, Labour, and Welfare, and Ministry of Economy, Trade and Industry)

- 3) Fact-finding investigation for public relations and public awareness-raising activities contributing to the prevention of victimization caused over social media

The implementation of a fact-finding investigation related to cases arising from social media will lead to a proper grasp of victimization occurring from social media, and various policies for the prevention of victimization of children shall be carried out, such as public relations and educational activities that convey the risk in an easy-to-understand manner.

(National Police Agency)

- 4) 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)

- 5) 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)

- 6) 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)

- 7) 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)

- 8) Promotion of the understanding of crime victims, etc. whose damages tend to be hidden  
Through various opportunities such as symposiums, the situation of crime victims, etc. whose damages tend to be hidden, such as sexual crime victims, victimized children and persons with disabilities, are to be made known to promote the understanding among citizens and foster the atmosphere in which crime victims, etc. are supported by the entire 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)

- 9) Improvement of access to information related to grant projects by private organizations  
On the webpage for measures for child sexual exploitation on the National Police Agency website, a summary of information related to the grant project activities being carried out by private organizations shall be posted with links to websites containing that information, which will lead to improved access of information pertaining to research on child sexual exploitation countermeasures, and grant projects by volunteer organizations and researchers engaged in support activities of victims.

(National Police Agency)

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

To prevent children from becoming involved in crime over the internet, support for the continuous implementation of educational activities to prevent victimization shall be provided by participation and the provision of necessary information and advice in educational activities and related discussions for the promotion of filtering, which are implemented by private organizations such as the Japan Internet Safety Promotion Association.

(Ministry of Internal Affairs and Communications and Ministry of Economy, Trade and



Industry)

- 11) Promotion of comprehensive measures to prevent victimization based on the Act on Establishment of Enhanced Environment for Youth's Safe and Secure Internet Use, 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 (Fifth) Basic Plan on Measures for Providing Safe and Secure Internet Use for Young People (June 7, 2021 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)

- 12) Guidance for travel agencies

While the provision of services violating child prostitution laws is a prohibited act under the Travel Agency Act (Act No. 239 of 1952), guidance shall be provided through self-inspections by travel agencies, or on-site inspection by national or local governments.

(Japan Tourism Agency)

- 13) Awareness-raising for overseas travelers

Public awareness will be promoted through the Overseas Security Answer Book, a pamphlet published by the Ministry of Foreign Affairs and distributed to Japanese overseas travelers, addressing how prostitution is listed among the cases where Japanese nationals could become criminals. In the section "Case study: Travel Troubles and Solutions," the Book explains that prostitution is prohibited in many countries and constitutes a felony 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)

14) Efforts in “Campaign for Elimination of Violence against Women”

During the annual Campaign for Elimination of 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 elimination of violence against women including child sexual exploitation in collaboration with local governments, women’s groups and other relevant organizations.

(Cabinet Office etc. )

15) Efforts during “National Month for the Prevention of Juvenile Delinquency and Juvenile Victimization”

During the “National Month for the Prevention of Juvenile Delinquency and Juvenile Victimization” observed every July and the “Children and Young People’s Development Support Month” 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 and National Police Agency etc. )

16) 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 etc.)

17) Efforts during the “Youth Sexual Violence Prevention Month”

For the “Youth Sexual Violence Prevention Month” implemented every year during the school admission period (April), in collaboration and cooperation between government ministries, local governments and other related organizations, and raise awareness of preventing a variety of youth sexual violence, including video production of sexual acts and the “JK business”, disseminate contact information for consultation on sexual violence.

(Cabinet Office etc. )

18) 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 outside Japan by Japanese nationals or such crimes committed in Japan that were detected based on reports from abroad, concerted efforts should be made with overseas investigative authorities to actively crack down on such crimes.

(National Police Agency)

- In Japan, in the course of investigation and trial procedure for crimes of child sexual exploitation such as child prostitution or child pornography, a request to a foreign country for assistance in investigation will be made if necessary under international comity or relevant international agreements such as mutual legal assistance treaties to achieve a suitable punishment. If a similar request for assistance in investigation is made by foreign authorities, the execution of prompt and appropriate assistance under Japanese law such as the Act on International Assistance in Investigation and Other Related Matters (Act No. 69 of 1980) will strengthen international cooperation.

(Ministry of Justice and Ministry of Foreign Affairs)

19) International dissemination of information on the “Plan for the Prevention of Sex Crimes Against Children (Basic Plan on Measures against Child Sexual Exploitation) 2022”

By translating the “Basic Plan on Measures against Child Sexual Exploitation (2022)” 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)

20) 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)

21) 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 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, Ministry of Economy, Trade and Industry, and Japan Tourism Agency)

22) 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)

23) 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 Meeting 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)

24) 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 (March 2019) which were issued by the Committee on

the Rights of the Child in response to Japan's national report (June 2017) 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 (March 2016). Through government reports in line with the provisions of the Protocol Japan will continue to actively disseminate information to the international society about initiatives implemented within Japan.

(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)

25) Steady implementation of the “Action Plan to End Violence Against Children”

As a pathfinding country of the Global Partnership to End Violence Against Children (GPeVAC) (countries committed to making efforts to end violence against children in their country), taking into consideration the contribution it will make toward achieving the SDGs target of eliminating violence against children (target 16.2), the relevant government ministries will collaborate to steadily implement specific measures in accordance with the formulated Action Plan to End Violence Against Children (decided at the Inter-Ministerial Meeting on August 18, 2021), which is a compilation of a wide range of measures in the areas of abuse, sexual exploitation and sexual violence, bullying and corporal punishment.

(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**

### **1) Promotion of education related to sexual crimes and sexual violence prevention including Life Safety Education**

In accordance with the Policy for the Strengthening of Enhancement of Measures Against Sexual Crimes and Sexual Assault (approved Liaison Conference of the Relevant Ministries and Agencies for Enhancement of Measures against Sexual Crimes and Sexual Assault on June 11, 2020), education that teaches about the preciousness of life and education that respects oneself, others and each individual shall be further promoted. To improve education which takes into account children's development, Life Safety Education, education to learn the importance of lives, not to become a perpetrator of sexual crimes and assault, not to become a victim, and not to become a spectator, shall be implemented in line with the local community's needs at elementary, junior high and high schools nationwide, with promotion measures such as informing guardians.

(Ministry of Education, Culture, Sports, Science and Technology, Cabinet Office, Ministry of Health, Labour and Welfare, and National Police Agency,)

### **2) Promotion of "Spring Safety Net / New Term Action" under collaboration between the public and private sectors**

The government shall collaborate and coordinate with local public organizations and related operators, schools and community groups so that intensive efforts can be implemented such as educational activities focused on improving internet literacy and the promotion of measures for parental control, such as filtering, time management functions and billing restriction features, during the period of school graduation and admission in spring, when many children receive their own smartphone for the first time. (Cabinet Office, 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)

### **3) 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 Economy, Trade and Industry)

- Awareness-raising activities using the booklet covering the issue of revenge pornography victimization and child pornography victimization on the internet 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 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 shall be produced, thereby promoting awareness-raising 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)

- 4) 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)

- 5) 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, information provision, consultation and response shall be provided through the “Comprehensive Project for Promoting Support for Education at Home in Local Communities”, with learning opportunities on the risks and proper use of mobile phones and the internet such as social media will be provided to parents/guardians on such occasions as the medical checkups of children before they begin school and parents’ meetings, 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)

- 6) Enhancement of information morals education at schools

Seminars for information on moral education for school teachers shall be held for teachers involved in information moral education in an effort to disseminate information on moral education throughout the nation, and awareness-raising materials about information moral education for students shall be produced and distributed so as to address new issues associated with computerization.

(Ministry of Education, Culture, Sports, Science and Technology)



- 7) Development and publication of Internet Literacy Assessment indicator for Students (ILAS) for the safe use of the internet by young people

A test to visualize the ability of young people to deal with dangers and threats on the internet and the current status shall be conducted along with a 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)” for the safe use of the internet by young people.

(Ministry of Internal Affairs and Communications)

- 8) 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)

- 9) 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)

- 10) Support for delinquent juveniles, etc., at Juvenile Assessment Centers

As part of the community support service of Juvenile Assessment Centers 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)

11) 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, and 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 materials and other methods.

(National Police Agency)

12) Support for single-parent families

In order to help single-parent families facing financial difficulties achieve self-reliance, comprehensive support such as i) lifestyle support measures for child-rearing, ii) employment support measures, iii) measures for securing child support, and iv) financial support measures shall be provided under the “Guidelines for Measures Against Child Poverty” (Cabinet approval on November 29, 2019) and the “Basic Policy on Measures for the Stabilization and Improvement of the Lives of Single-mother Families and Widows” (Ministry of Health, Labour and Welfare Notification No. 78 of 2020), with a focus on employment support as it is important to promote self-reliance through work.

(Ministry of Health, Labour and Welfare)

13) 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 Mothers’ Hello Work, 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

provided to employers who hire 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 Enhancement 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)

14) Employment support for youths

Hello Works provide the employment support for new graduates and young non-regular workers ( “freeters” ) who are seeking employment. In addition, Regional Youth Support Stations provide specialized consultation support for NEETs to help achieve vocational independence and consultation services concerning job retention, career enhancement, etc., for those that are employed.

(Ministry of Health, Labour and Welfare)

15) Support for people in need

Under the Act on Support for Self-reliance of Needy Persons (Act No. 105 of 2013), support for children from families in need and their parents/guardians shall be implemented through the “Consultation Service for Self-reliance,” which provides comprehensive support, and the “Learning and livelihood assistance Service for Children from Households in need,” etc.

(Ministry of Health, Labour and Welfare)

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

- 1) Assistance in voluntary efforts for promoting the spread of filtering by mobile phone carriers

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.

(Ministry of Internal Affairs and Communications)

- 2) Assistance for the operation of the Guidelines on Measures for Illegal Information on the Internet and Model Terms and Conditions for internet services

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 Terms and Conditions for internet services” 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)

- 3) Assistance in consultation services concerning illegal/harmful information on the internet

The government will provide assistance for the operation of the Illegal Harmful Hotline, which conducts consultation for general internet users concerning illegal/harmful information on the internet, consultation for school officials concerning cyberbullying, etc., and consultation for internet service providers (hereinafter referred to as “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)

- 4) 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, to ensure the implementation of effective blocking, 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)

- 5) Fact-finding investigation for public relations and public awareness-raising activities contributing to the prevention of victimization caused over social media

The implementation of a fact-finding investigation related to cases arising from social media will lead to a proper grasp of victimization occurring from social media, and various policies for the prevention of victimization of children shall be carried out, such as public relations and educational activities that convey the risk in an easy-to-understand manner.

(National Police Agency)

- 6) Assistance of voluntary efforts by social media companies

Participation shall be conducted in children protection activities held by the Social Media Association of Japan, a trade association consisting of social media companies, and information related to the actual state of victimization resulting from social media

will be provided, as well as having individual operators strengthen voluntary measures on the prevention of victimization of children such as promoting age verification of users. In addition, information related to the actual state of child sexual exploitation will be provided to operators of online dating services in the same method as for social media companies, and requests shall be carried out related to measures for preventing victimization, such as thorough confirmation that the site user is not a child.

(Ministry of Internal Affairs and Communications, National Police Agency)

- 7) Promotion of public relations and educational activities for the prevention of victimization caused over social media

To prevent such crimes arising over social media, inappropriate posts on social media that may link to child sexual exploitation shall be discovered through cyber patrols, and measures for posting warning messages shall be promoted. Furthermore, with regard to these measures, the introduction of effective methods such as using AI and collaboration with volunteers will be investigated.

(National Police Agency)

- 8) 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)

- 9) 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 by regular internet users 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 requests to the site administrator for deletion. The Internet Hotline Center shall report to the police about 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)

- 10) Elimination of criminal organizations and illegal adult entertainment establishments and dismantling criminal infrastructure in cooperation with local shopping districts, etc., and local governments

To ensure that criminal organizations do not operate in entertainment/amusement areas, the elimination of criminal organizations and illegal adult entertainment establishments in entertainment/amusement areas and destruction of criminal infrastructure shall be facilitated under collaboration with local shopping districts and local governments, through the promotion of efforts for eliminating criminal organizations by multi-tenant buildings and advertising media, and prevention of illegal adult entertainment establishments moving into vacant buildings or stores through police enforcement.

(National Police Agency)

- 11) Fact-finding investigation related to businesses focused on children as sexual objects

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 “high school girls rifu (reflexology),” a survey on the actual state of new types of business focused on children as sexual objects shall be conducted.

(National Police Agency)

- 12) Public-private partnership efforts for the eradication of sexual exploitation

Promote preventive measures through public-private collaboration, aiming to eradicate sexual exploitation such as harm associated with video production of sexual acts and the “JK business” and compensated dating.

(Cabinet Office)

- 13) Strengthening of environmental measures so that children do not become victims of sexual exploitation

To promote the strengthening of environmental measures so that children do not become victims, as well as gaining an understanding of places of victimization and carrying out analysis of the actual state of victimization, information shall be provided to related organizations with the cooperation of relevant government ministries on facilities with many incidents of child sexual exploitation such as camera voyeurism and the actual state of offences.

(National Police Agency)

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

- 1) Creation of a comfortable environment for children and their parents/guardians for consultations, including using social media
  - 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 child sexual exploitation, as provided by Legal Affairs Bureaus and District Legal Affairs Bureaus throughout Japan, various measures are being undertaken, 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” (letters with a stamped envelope for human rights counseling) to elementary and junior high school students nationwide. A system for human rights counseling will be developed using social media sites which are popular with young people. 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)

- Efforts to create a system for Child Guidance Centers (counselling through social media and other media) will advance the creation of a counseling system using social media, thereby supporting efforts to strengthen the system of Child Guidance Centers. Furthermore, for consultation from children or families, the creation of a common national account will enable counseling from anywhere in Japan using social media, leading to the creation of a new mechanism for municipal governments to respond to counseling over social media.

(Ministry of Health, Labour and Welfare)



- To create an environment that is easily accessible by children with various problems and anxieties, support will be carried out for the creation of a counseling system using social media or phone lines operated by the municipal governments.  
(Ministry of Education, Culture, Sports, Science and Technology)
  - System improvements shall be carried out for Cure Time, the project of chat consultation through social media that is easily accessible by young people. In addition, awareness-raising and public-related shall be carried out for nationwide abbreviated number (#8891) for the One-stop support center (hereinafter “One-stop support center”) for victims of sexual crimes and sexual violence.  
(Cabinet Office)
  - To enable the creation of a comfortable environment for children and their parents/guardians for consultations, a system for providing counseling services according to the victim’s needs or the content of the consultation (Website and Consultation Service for Child Victims of Sexual Crimes) shall be posted and managed on the National Police Agency website.  
(National Police Agency)
- 2) 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)
- 3) 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)

- 4) 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)

- 5) Promotion of guidance for children involved in businesses focused on children as sexual objects

If a child is involved in a business that focuses 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 forcible sexual intercourse, indecency through compulsion, child prostitution, or other sexual offenses. For this reason, the child that is engaged at that business shall be subject to correction guidance, and the child's guardian or school will be contacted to urge them to admonish or discipline the children in question.

(National Police Agency)

- 6) 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)

- 7) Improvement of convenience for sexual crime victims to acquire information  
The police are to endeavor to improve the convenience for sexual crime victims to acquire information upon their request in addition to the dissemination of the nationwide unified number “# 8103, which connects the consultation hotline of the prefectural police and the distribution of the “Brochure for Crime Victims.” In addition, the police are to further endeavor to ensure that sexual crime victims may receive support from the organization as soon as possible by providing the contact information and the content of consultations to private victim-support groups such as Early Support Groups for Crime Victims, etc., with the consent of the victims, even when they do not want the case to be handled as a criminal case.  
(National Police Agency)
- 8) Enhancement of support for victims, including the establishment of a one-stop support center  
Based on the Fifth Basic Plan for Gender Equality (approved by the Cabinet on December 25, 2020) and the Policy for Enhancement of Measures Against Sexual Crimes and Sexual Assault, the support system for victims will be enhanced through improvement in the treatment of counselors in the One-stop support center, promotion of 24 hours a day, 365 days a year operation, the establishment and operation of a call center that can respond during nighttime and holidays, and development of a support system.  
(Cabinet Office, National Police Agency, and Ministry of Health, Labour and Welfare)
- 9) Promotion of the protection of trafficking victims  
Considering the fact that many trafficking victims are women and children, and based on the 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)
- 10) Implementation of continuous support for child victims at the Juvenile Support Center  
For Juvenile Support Centers established at each prefectural police department, juvenile guidance 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)

11) 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 at women's protection facilities, support and aftercare for children accompanying the women staying at women's protection facilities such as study, and a project to assist a life of self reliance for victims of domestic violence shall be implemented.

With respect to the women's protection project, improvement of the project based on the actual state shall be carried out based on the "Interim Summary of the Review Committee on Support for Women with Difficulties" (October 11, 2019).

(Ministry of Health, Labour and Welfare, and Cabinet Office)

12) 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.

- Positioning of consistent foster care support from the development of foster parents to the support of children's independence as a prefectural (Child Guidance Center) task
- 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  
(Ministry of Health, Labour and Welfare)

13) Support provided by the Japan Legal Support Center

In response 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 systems that will help recovery and alleviation of damage and suffering, and conducts referrals to support organizations and groups as well as lawyers who are well-versed in assisting victims.

Also, for child victims who are not financially capable, the JLSC provides the necessary legal consultation by utilizing its general Legal Consultation Aid of the Civil Legal Aid or Legal Consultation Aid for the Victims of Specific Acts of Trespass Against the Person. Furthermore, the JLSC provides assistance in paying for attorneys’ fees, etc. as Representation Aid by Civil Legal Aid, etc.

Also, in cases where civil legal aid is not available due to lack of cooperation from the legal representative, such as in cases where the perpetrator is a parent, 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 representation by attorneys in administrative proceedings, arbitration and trial proceedings.

(Ministry of Justice)

14) Verification of measures relating to the protection of children who have suffered physical or mental damage

Regular verification and assessment of the implementation status of measures relating to the protection of children who have suffered physical or mental damage as a result of having been a party to child prostitution or having been depicted in child pornography are to be conducted so as to promote child protection measures.

(National Police Agency and Ministry of Health, Labour and Welfare)

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

- 1) 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)

- 2) 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, etc. 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)

- 3) 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)

- 4) 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 such illegal practices and pursue criminal charges against them.

(National Police Agency)

- 5) 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 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 preemptive and preventive measures, the JWAT shall make efforts to prevent sexual crimes against children and women.

(National Police Agency)

- 6) 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. In addition, from April 2021, interviews with a representative have been trialed for sexual crimes against victims with mental disorders in line with the government's "Policy for the Strengthening of Measures for Sexual Crimes and Sexual Violence" approved in June

2020. Information provision and identification of cases that can be used as a reference among related organizations are to be carried out continuously, and appropriate action will be taken based on the results of the review.

(Ministry of Justice, National Police Agency, and Ministry of Health, Labour and Welfare)

7) 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)

8) Implementation of re-offending prevention guidance for sex offenders in penal institutions

At penal institutions, inmates that have cognitive distortion or lack of self-control that may result in indecency through compulsion, forcible sexual intercourse, 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 (including those who have committed a sexual crime against children) shall be provided with re-offending prevention guidance for sex offenders, 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)

9) Enhancement of adjustments in the living environment for persons convicted of a sexual crime

Regarding the Offenders Rehabilitation Office, of the sexual offenders being held in the correctional facility, for those who have a high risk of reoffending and for whom support and treatment by a medical institution post-release is deemed necessary (including those who have committed a sexual crime against children) or their guarantor, interviews shall



be implemented by specialists such as social workers and doctors at medical institutions while they are held at the correctional facility and an assessment of the necessity of treatment and an explanation of the content and motivation for the treatment shall be carried out, to prevent reoffending after release through linkage to treatment of diverse content and methods by the medical institution, responding to each person's characteristics and needs.

(Ministry of Justice)

- 10) 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. forcible sexual intercourse, indecency through compulsion or public indecency) 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 (includes those who have committed sexual crimes against children) 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. In addition, for those who have limited intellectual capacity, a special program will be provided in which they reflect on the characteristics of own cognition linked to sexual delinquency and their lifestyle patterns and learn skills for responding appropriately, with the aim of gaining habits of taking action to become closer to their ideal self. In addition, 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)

- 11) Implementation of the relapse prevention program on sexual recidivism 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 i) or ii):

- i) a crime under the charge of indecency through compulsion, forcible sexual intercourse, constructive indecency through compulsion, constructive forcible sexual intercourse, indecency by a person having custody of a person under 18, sexual intercourse by a person having custody of a person under 18, indecency through compulsion causing death or injury (including attempts at such)
- ii) any crime caused or motivated by sexual desire, regardless of the charge
  - For juvenile probationers or juvenile parolees over the age of 18 for whom the above i) or ii) is applicable, and for whom a sexual offender treatment program is deemed necessary

For (both include those who have committed sexual crimes against children), built upon psychological and other expertise, the program will be offered with the aim of teaching the offender specific methods to avoid committing a sexual crime again, and improve their criminal tendencies.

Furthermore, to ensure the effective implementation of the same program, the implementation and operation system and program content shall be improved based on the verification results of the effects of treatment.

(Ministry of Justice)

- 12) Operation of a system for measures to prevent repeat violent sexual crimes against children by released prisoners

Each prefectural police department shall obtain information on the released prisoners that have served a sentence for a violent sexual crime such as indecency through compulsion against a child less than 13 years of age from the Ministry of Justice and confirm their whereabouts. In addition, the police shall actively conduct interviews with those released prisoners as necessary with their consent and thus strengthen measures to prevent repeat crimes.

(National Police Agency)

- 13) Promotion of measures to prevent sexual offender recidivism in collaboration with local public organizations

Measures to prevent sexual offender recidivism shall be promoted in collaboration with national and local governments, through the provision of support for preventing recidivism for sexual offenders (includes those who have committed sexual crimes against children) in the local community after completion of criminal proceedings.

(Ministry of Justice)

14) Investigation into new measures to prevent recidivism through grasping information of released offenders

The required reviews based on the legal systems and operations of other countries and technical knowledge shall be implemented, such as installing a GPS monitoring device for sexual offenders (including those who have committed sexual crimes against children) on parole.

(Ministry of Justice)

## **6. Establishing and strengthening of the foundation for realizing a society where children will never become victims of sexual exploitation**

- 1) 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)

- 2) 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, lessons, etc., are provided concerning the basic idea of health consultation/health guidance, methods for identifying mental and physical health problems and their background, the content of health guidance, and the fundamental way to deal with children and their parents/guardians.

(Ministry of Education, Culture, Sports, Science and Technology)

- 3) 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)

- 4) 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)

- 5) Implementation of training for the promotion of information education  
In order to enrich information education including information morals, 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)
- 6) 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 for police engaged in investigation work, so as to properly respond to changes in the situation and enhance investigative capacity for dealing with child sexual exploitation crimes.  
(National Police Agency)
- 7) Dissemination of questioning techniques with consideration of the psychological effect on child victims  
In addition to deepening understanding of the psychological impact that sexual exploitation crimes have 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 through the training of instructors at each prefectural police department.  
(National Police Agency)
- 8) Enrichment of training content for police 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)
- 9) 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)

- 10) 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 psychology and social workers that specialized knowledge and experience regarding child welfare based on the Third Basic Plan for the Promotion of Education (approved by the Cabinet on June 15, 2018), 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 for the emergency dispatch of school counselors.

(Ministry of Education, Culture, Sports, Science and Technology)

- 11) Establishment of a support system for child victims at the Juvenile Support Center

To enable juvenile guidance officials to fully realize their potential for the continuous support of child victims, an effective support system at the Juvenile Support Center will be established, including appropriate assignment of staff, appointment of appropriate personnel, and acquisition of specialized knowledge and skills. Furthermore, an environment will be built in which police who are in charge of support can receive advice from external specialists such as clinical psychologists and psychiatrists, who will be commissioned as needed.

(National Police Agency)

- 12) Strengthening of the structure and specialization of Child Guidance Centers

In order to systematically strengthen the Child Guidance Centers, the “Comprehensive Plan for Strengthening Measures and the System to Prevent Child Abuse” (approved at the Ministerial Meeting on Measures to Prevent Child Abuse on December 18, 2018) includes a systematic increase in the number of child welfare officers. The target for child welfare officers was moved up on year, with a target of 5,260 officers in the system in FY2021, but in light of the increase in consultations regarding child abuse, the target has been set at 5,765 officers in FY2022. In addition, assistance shall be provided for the implementation of training by prefectural governments including pre-appointment

training for child welfare officers in charge of guidance and education, which is compulsory under the Amended Child Welfare Act of 2019, and necessary measures shall be taken to enhance the quality of the child welfare profession.

(Ministry of Health, Labour and Welfare)

13) 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 for the women's protection project.

(Ministry of Health, Labour and Welfare)

14) Strict disciplinary measures against sexual violence and the like toward students, etc.

In addition to the steady implementation of necessary measures for the appropriate operation of the Act on the Prevention of Sexual Violence against Children by Educational Personnel (Act No. 57 of 2021), which advocates for the rights and interests of students, further use of the official gazette information search tool, which makes information searches such as disciplinary dismissal records over the past 40 years possible, shall be encouraged, and guidance shall be reiterated to each Board of Education to ensure that, in principle, accusations are made without omission and disciplinary removal is conducted for educational staff who engage in sexual violence and the like against students.

In addition, measures for the prevention of sexual violence shall be sought from each Board of Education, including the clarification of staff not having contact with students on their private social media channel.

In conjunction with having a grasp of the actual state of sexual violence by childcare workers, etc., in terms of childcare qualifications, a system similar to the Education Personnel Certification Act special provision for those whose specific license has been revoked shall be investigated, and a system shall be examined in which information is shared and published related to the history of business suspension orders for babysitters who committed sexual violence and the like.

Furthermore, discussions will continue regarding the introduction of a system requiring certification about history of sexual crime, etc., when working in educational or childcare facilities and other places where children belong to (after-school children's clubs, tutoring schools, sports clubs, club activities, etc.).

(Cabinet Secretariat, Cabinet Office, Ministry of Justice, Ministry of Education, Culture, Sports, Science and Technology, Ministry of Health, Labour and Welfare, and Ministry of Economy, Trade and Industry)

15) Prevention of sexual harassment of competitors through photos and videos

Prevention measures will be promoted regarding harassment of competitors through the possession, taking or distribution of photos or videos with sexual intent, including cases which involve children, through methods including raising awareness about the issue in collaboration with related organizations and the relevant ministries.

(Ministry of Education, Culture, Sports, Science and Technology)

16) Consideration of amendments to criminal law

For the development of criminal law that deals with the sexual victimization of children, carry out the required reviews of the law based on the outcome of deliberations of the Legislative Council regarding criminal law dealing with sexual crimes.

(Ministry of Justice)