



# **SAKAI SAFE CITY PROGRAMME**

## **SCOPING STUDY REPORT**

**Safe Cities Free of Violence against Women and Girls**

**Global Programme, UN Women**

**March 2015**

**Sakai City**

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## ACRONYMS AND ABBREVIATIONS

GBV:	Gender Based Violence
MDGs:	Millennium Development Goals
SDGs:	Sustainable Development Goals
FGM:	Female Genital Mutilation
SRH/SRR:	Sexual Reproductive Health and Rights
WAW! Tokyo 2014:	World Assembly for Women in Tokyo
DV:	Domestic Violence
IOM:	International Organization for Migration
IT:	Information Technology
SNS:	Social Networking Service
SCGI:	Safe Cities Global Initiative
UNIFEM:	United Nations Development Fund for Women
UN Women:	United Nations Entity for Gender Equality and the Empowerment of Women
SAFE:	Survival And Fairness through Empowerment
CAP:	Child Assault Prevention
SAT:	Structured Association Technique
NPO:	Nonprofit Organization
SACHICO:	Sexual Assault Crisis Healing Intervention Center Osaka
PSW:	Psychiatric Social Worker
ATM:	Automated Teller Machine
GHQ:	General Headquarters

# Chapter 1: Domestic and International Trends regarding Violence against Women and Girls

## 1. 1 International Trends regarding Gender and Sexual Violence

In December 2013, we, Sakai City, announced our participation in the UN Women's Safe Cities Global Initiatives. We are the first participant to join this programme in Japan. Aiming to form safe “public spaces”<sup>\*1</sup> (urban spaces), participants in the programme take action to prevent and reduce sexual violence and sexual harassment against women and girls<sup>\*2</sup> “in public spaces.” The UN Women’s ultimate goal is to develop an effective crime prevention model in cities throughout the world. As a matter of course, conditions differ between cities in developing countries and those in developed countries. As of today (November 2014), while the programme has drawn many participants from developing countries, there have been few counterparts from developed countries. Sakai City is the second participant from a developed country. To achieve the goal of this programme, we need to understand and analyze the current situation (through data collection and analyses), identify problems, formulate effective and specific measures to address such problems, and present policy recommendations to ensure the implementation of these measures.

In international society, a wide variety of measures have been implemented so far in the fight against violence against women and girls (gender-based violence [GBV]). One of the main measures is the United Nations Security Council Resolution 1325. Resolution 1325 (adopted in October 2000) is the first Security Council Resolution to address the effects of sexual violence on women during and after armed conflicts. The resolution demands that all parties involved in armed conflicts should take special action to protect women and girls from GBV, particularly rape and other forms of sexual abuse. Responding to the disastrous “ethnic cleansing” during the Bosnian War (1992-1995) and the Rwandan civil war, the resolution has presented a guideline for governments and international society to follow regarding how to deal with conflicts, and has established an action framework to protect women and ensure that women participate in peacebuilding and reconciliation processes. Related resolutions are Nos. 1820, 1888, and 1889.



What needs to be done by each country includes enhancing the response capacity of the country's government, U.N.-related agencies, and other related organizations, and incorporating a gender perspective into the fields of peace, security, prevention, protection, and participation. In October 2014, the media reported the Islamic State's violation of women's and children's human rights. Since the Islamic State is not a nation, however, Resolution 1325 cannot be applied. Thus, in international society, there is the reality that despite various resolutions and systems, they do not always work to solve problems.

The Millennium Development Goals (MDGs) comprise the world's largest framework regarding development. Among the eight goals, the third concerns gender equality. Following the United Nations Millennium Declaration in 2000, the MDGs were established based on a roadmap. The MDGs, as political development goals of the international society, are to be achieved by 2015. Although a time limit has been set, it is very significant that gender equality is addressed in the goals of the social development framework. However, some problems exist, including the adoption of an index indicating only educational disparity between men and women, and the lack of reference to sexual violence and other problems.

For a development framework in and after 2015, discussions have been held at a wide variety of opportunities. As post-MDGs, the concept of Sustainable Development Goals (SDGs) has been proposed, and it is likely to be adopted at the United Nations General Assembly to be held in autumn 2015. The main theme will be to strike the best balance between public spaces development and the environment. In July 2014, an open working group released the final draft for the SDGs. Since the draft consists of 17 goals, there is no denying that some people might feel that the draft is trying to cover as many areas as possible. However, it is noteworthy that Goal 5 of the draft concerns gender. While aiming to achieve gender equality and the empowerment of all women and girls, this goal also strives to eliminate violence against women and girls, including human trafficking, in both public and private scenes. Furthermore, the goal also refers to female genital mutilation (FGM), sexual reproductive health and rights (SRH/SRR), women's leadership, the value of household labour, and other issues. Thus, the goal is very comprehensive. The UN Women's policy recommendation has been well reflected in the final draft.

Another point to note is the World Conference on Women. As explained above, there were many cases of sexual violence during the conflicts at the beginning of the 1990s. This was discussed at the Fourth World Conference on Women in 1995 (Beijing Conference). The Beijing Platform for Action, the conference's final outcome document, stipulates the elimination of sexual violence during conflicts. Afterwards, the International Criminal Court, which was established in 2002, judged that sexual violence during conflicts constitutes a war crime, genocide, and a crime against humanity. An international consensus is being achieved to the effect that sexual violence during conflicts is a serious crime under international law. Behind this is the fact that there are

many cases where the status of women is low in conflict regions, and where sexual violence is not regarded as a serious crime.

With the coming of the “Beijing +20” in 2015 to review the 20 years since the Beijing Conference, it is highly likely that specific discussion will be held regarding the prevention of sexual violence, care for victims, women’s participation in the decision-making process, and other issues. In September 2014, the Japanese government held the World Assembly for Women in Tokyo (WAW! Tokyo 2014), where peace building was discussed as one of the event’s themes.

In addition to the above-explained issues regarding gender and sexual violence, another global trend is the promotion of gender equality, which the international society is striving to work on in a concerted manner. At the same time, gender equality is often referred to as a field that remains to be addressed and achieved since the establishment of the MDGs. However, the draft of the development framework in and after 2015 refers to the elimination of not only sexual violence but also all other forms of violence against women and girls, indicating that a major change in the trend of the times is underway. The important thing is the rise in international awareness that sexual violence shall *never* be permitted—not only during conflicts, but also in peace time.

## 1. 2 Domestic Initiatives regarding Violence against Women and Girls

On International Women's Day of March 8, 2015, the U.N. Secretary-General Ban Ki-moon released a message concerning violence against women and girls, as follows:

*“With women and girls often the first targets of attack, their rights must be at the centre of our strategy to address this staggering and growing challenge. (...) Even in societies at peace, too many girls and women are still targets of domestic abuse, female genital mutilation and other forms of violence that traumatise individuals and damage whole societies. Discrimination remains a thick barrier that must be shattered.”*

Even in Japan, as a “society at peace,” violence against women and girls that seriously infringes their human rights, domestic violence (DV) from victims' husbands and partners, sexual crimes, commercial sexual exploitation, sexual harassment, stalking, sexual abuse, etc., are closely related to gender role stereotypes, customs and practices, and social structural issues resulting from economic disparities. To achieve a gender-equal society, these problems must be solved.

In April 2001, to address these challenges, the Japanese government established the Act on the Prevention of Spousal Violence and the Protection of Victims (the Act on the Prevention of Spousal Violence). Subsequently, the act was revised in 2004 and 2007. At the third revision made in 2013, the range of the term “spouse” was extended to include a partner with whom the victim shares a domicile as the main home. Also, the name of the act was changed to the Act on the Prevention of Spousal Violence, the Protection of Victims, and Other Issues (the Act on the Prevention of Spousal Violence).<sup>1)</sup> Meanwhile, the Third Basic Plan for Gender Equality (approved by the cabinet on December 17, 2010) stipulates the “elimination of all forms of violence against women” as Field 9, and comprehensive measures are now underway to achieve this target. In particular, sexual crimes are regarded as a typical example of the violation of women's human rights. Accordingly, strict measures are taken to address sexual crimes through cooperation between the agencies concerned (the Cabinet Office, the National Police Agency, the Ministry of Justice, the Ministry of Land, Infrastructure, Transport and Tourism, the Ministry of Education, Culture, Sports, Science and Technology, the Ministry of Health, Labour and Welfare, etc.) and the individuals concerned (medical workers, experts, etc.). Moreover, based on the Second Basic Plan for Crime Victims (approved by the cabinet on March 25, 2011), various measures, such as the preparation of a guideline to establish and operate one-stop support centres for victims of sexual crimes and sexual violence, are underway in order to ensure that victims can receive comprehensive support immediately after they have been attacked, and to prevent such

damage from becoming latent. As for a social awareness and advocacy campaign, the Purple Ribbon Campaign, a nationwide initiative for eliminating violence against women, is conducted (annually from November 12 to November 25 [International Day for the Elimination of Violence against Women]).

Despite these efforts, according to a survey on violence between men and women,<sup>2)</sup> conducted in 2011 by the Cabinet Office, there is still a long and hard way to go for Japan to achieve the elimination of violence against women and girls, which remains a harsh reality. The survey found that many women and girls are still victims of violence from their spouses and other persons. Specifically, one in every three women has suffered spousal violence before; one in every 10 has done so more than once; and one in every 20 has felt a threat to their lives. An even more serious issue is that 8% of female respondents in the survey said that they have had an experience of being forced by a man to have a sexual intercourse. What is worse is that a high percentage of victims were minors at the time, including pre-school children and elementary school students. On the other hand, the victims also included women in their 50s. Meanwhile, as for a breakdown of perpetrators, the percentage of victims' spouses, brothers, relatives, school teachers, cram school teachers, and other acquaintances was extremely high. Although it is frequently believed that victims are only young women and that sexual violence is committed on dark streets at night by someone that the victim does not know, these ideas are merely myths regarding sexual violence, totally at odds with reality. Also, if sexual violence is perpetrated by a family member of the victim or someone in a position of leadership over the victim, it follows that the victim often finds herself in a situation where she has no one she can talk about the violence. This is confirmed by the following data from the survey: approximately 40% of the women who had suffered sexual violence before from their spouse or acquaintance did not talk to anyone about the violence; approximately 70% of the women and girls who had had an experience of being forced by a man to have a sexual intercourse did not talk to anyone about the damage; and only 3.7% of the victims informed the police. This reveals that many such criminal cases are becoming latent.<sup>3)</sup>

Responding to these survey results, the Specialist Committee on Violence against Women, of the Council for Gender Equality, the Cabinet Office, released the report *Challenges and Measures to Eliminate Violence against Women—Promotion of Measures against Sexual Crimes* (in July 2012). The report stipulates that violence against women is a criminal act and a serious violation of human rights, and that the restoration of such human rights is a responsibility of the government. The report continues that in order to rescue victims and prevent the occurrence of violence against women, it is imperative to provide appropriate responses for victims, including mental care, effectively combine various measures under a clear guideline, work on them powerfully, and present the government's clear attitude of never tolerating sexual crimes. Thus, the report provides a wide variety of specific recommendations. (For details of the

recommendations, see the report.) The report concludes that to fight against sexual crimes, it is necessary not only for each administrative organization but also for each citizen to consider what they can do and to take action. In addition, it is important to recognise sexual crimes as a social risk that can strike everybody in society.

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- 1) *STOP THE VIOLENCE, FY 2014, Revised Ver., To Those Suffering from Spousal Violence*, the Gender Equality Bureau, the Cabinet Office
  - 2) *Survey Report on Violence between Men and Women*, April 2012, Gender Equality Bureau, the Cabinet Office  
[http://www.gender.go.jp/e-vaw/chousa/h24\\_boryoku\\_cyousa.html](http://www.gender.go.jp/e-vaw/chousa/h24_boryoku_cyousa.html) (access on March 10, 2015)
  - 3) According to the sexual violence questionnaire survey conducted in 2014 by NPO BOND under a subsidy from the Tokyo Metropolitan Government (among 369 residents of Tokyo and Kanagawa Prefecture), 67% of the women surveyed had suffered sexual violence. One in every two young women in their 10s and 20s who had suffered sexual violence said that they had wanted to kill themselves and disappear from this world, indicating that the damage of sexual violence is grave enough to make victims consider suicide. In addition, as shown by the results of the survey performed by the Cabinet Office, sexual violence is committed not only by strangers to the victims, but also frequently by male friends, acquaintances, boyfriends, fathers, teachers, and others they know. Moreover, few victims talked about the damage with anyone. The largest number of such victims said that that was because they could not trust anyone.

## **1. 3 New Forms of Sexual Violence in the 21st Century**

### **- Globalization of Sexual Violence and Sexual Violence in Cyber Space -**

#### **(1) New Forms of Sexual Violence in the 21st Century**

Sexual violence and sexual crimes have occurred throughout history everywhere around the world. Sexual violence is not phenomenon that seldom occurs, but rather one that can occur in people's daily lives and might strike anyone at any time. Nevertheless, sexual violence and sexual crimes are difficult to reveal, forcing many victims to live close to malevolent perpetrators in their daily lives. Although this is a serious violation of their human rights and an important social problem, few people in society are aware of the actual situation, or even try to understand it. This social trend leads to sexual violence and sexual crimes being overlooked, thus aggravating the problem. Since the beginning of the 21st century, the problem of sexual violence has shown new aspects, namely the globalisation of sexual violence and the spread of sexual violence in cyber space. This chapter will focus on these two topics.

#### **(2) Globalisation of Sexual Violence**

##### **1) Globalisation and Diverse Victims of Sexual Violence**

Since the beginning of the 21st century, globalisation has been progressing rapidly. According to the International Organization for Migration (IOM), in 2014, the world's migrant population was 232 million (about 3% of the world's total population).<sup>1)</sup> It is expected that a further increase in economic disparity will lead to an increase in international population migration on a global scale. In addition, population migration from rural areas to urban areas is underway at a remarkable pace, with more than half of the world's population living in urban areas. Among such migrants, people on low incomes and women are those most subject to various risks.<sup>2)3)</sup> The problems of migrants' poverty and human rights need to be addressed urgently by the global society. In particular, international female and child migrants tend to become targets of trafficking and sexual crimes, requiring countermeasures to be taken on a global scale.

## 2) Risk Factors Making International Migrants Victims of Sexual Violence

Globalisation has spread to Japan as well. In 2013, the number of foreign nationals who entered Japan (most of whom were travellers staying in Japan for at longest three months) reached the highest ever figure of 11 million.<sup>4)</sup> Meanwhile, the number of foreign nationals whose living bases were in Japan was approximately 2.2 million, their nationalities and home countries numbering more than 190.<sup>5)</sup>

Regardless of their nationality, home country, culture, race, religion, economic situation, or social status, victims of sexual violence shall be treated equally in terms of the basic philosophy regarding support for them and the protection of human rights. Some characteristics (risk factors) require special concern in order to solve the corresponding problems. The social backgrounds of foreign women (migrants) vary dramatically, entwining with the problems of sexual violence in a complex way.

For female foreign nationals (migrants), there is frequently a language barrier. They tend to be isolated from society, preventing them from directly discussing their problems with anyone. If the social support network is fragile, their problems will be even more difficult to detect, frequently placing them in a critical situation.<sup>6)</sup>

Moreover, foreign nationals (migrants) invariably face problems concerning their status of residence in their destination country. If they stay there using a spouse visa, working visa, study visa, etc., they are basically permitted to stay in the destination country for only a limited period of time. For such international migrants, loss of their status of residence means a complete loss of their living base and the human relationships that they have established so far away from their home country. This acts as a major factor preventing victims of sexual violence from raising their voice regarding abuse they have suffered. Of particular note are those whose stay in a country is “irregular” (i.e., those without a status of residence or with an expired status of residence). It is highly likely that for fear of being deported, such persons avoid contact with the general public, placing them in a critical situation where no public support is available. This leads to serious violation of migrants’ human rights, such as sexual exploitation and forced labour. The most serious form of the violation of human rights is trafficking. Japan, a large economy in Asia, is one of the major receivers of victims of trafficking.<sup>7)</sup>

## 3) Difficulty in Identifying Gender-based Violence and Sexual Violence

The definition of sexual violence varies according to gender concepts formed socially and culturally, and cultural backgrounds. To solve the problem of sexual violence, it is necessary to consider culture. Gender-based violence deprives women of their dignity as human beings,

making women more and more subject to violence.<sup>8)</sup> However, gender-based violence is difficult to identify through the culture of the country where the violence is committed.

It has been claimed in international society that Japanese society is tolerant of child pornography.<sup>9)</sup> Despite the recent establishment of a Japanese law banning child pornography, there are still many unchecked and unregulated “quasi-child pornographic” works (in which women aged 18 or over act as children), and similar animation and figures. Seen from a global perspective, this phenomenon is very weird and peculiar.

It is necessary for people to always consider whether their society, culture, and gender concepts are sound in terms of sexuality, to check that there are no environmental factors that could generate sexual crimes, and to check that there are no legal systems or customs that permit the control of women as subordinates. It is important to analyze the current situation from a wide variety of viewpoints and identify problems.

### (3) Sexual Violence in Cyber Space

#### 1) Emergence of an IT Society and Sexual Violence in Cyber Space

Since the beginning of the 21st century, there has been great progress in information technology (IT) in almost all areas. In particular, thanks to the Internet, communications networks have been established whereby computers around the world are connected one another, enabling almost anyone to obtain information instantly from across the globe, regardless of their location. While bringing richness and convenience to people, however, the Internet is also generating seriously negative effects that people have never experienced so far. One of such effects is sexual violence in cyber space. In this paper, sexual violence in cyber space<sup>\*3</sup> means the exchange of information involving all forms of sexual violence in an information space through computer networks and in a virtual space in which many users can obtain information freely.

The spread of the Internet has enabled an instant release and dissemination of text content, photographs, and movies in the cyber space covering the entire world. This characteristic is also exploited for the purposes of sexual violence and sexual crimes. Once private sexual images and personal information are placed in cyber space through the Internet, they will remain there effectively forever, and it is almost impossible to delete them. For the rest of their lives, victims of sexual violence in cyber space continue to feel threatened with exposure, and suffer agony and psychic trauma. Sexual violence in cyber space, which has been caused by the emergence of the IT society, is an extremely vicious sexual crime that is unprecedented in human history.



## 2) Society with Rampant Pornography

In Japan, in around 2007, the smartphone (a multifunctional mobile phone with camera and video recorder functions) began to be widely used, followed by an explosive and endless spread of pornographic information (violent sexual content). In cyber space, where there are online dating sites, social networking services (SNS), LINE (a communication tool), and game sites, pornography is rampant. Pornography that depicts assault, rape, incest, molestation,<sup>\*4</sup> sexual abuse, confinement, etc., is created cunningly enough so as not to make the perpetrator (viewer) feel guilty. However, the reality is that in the process of production of pornography, women and children are treated not as human beings but as toys or other objects, and clearly suffer sexual violence.

When child pornography is produced, it is often the case that the children in the videos are actually raped<sup>\*5-1</sup> or indecently assaulted.<sup>\*5-2, 10)</sup>

Pornography has become more easily available to almost anyone regardless of location, without much sense of hesitation, at relatively low cost. Whereas viewers used to have to go to a pornography rental store and pay for such material there directly, they can now buy pornography in cyber space and pay online.

In this society with so much sexual violence rampant in cyber space, people may be captivated by dangerous and momentary sexual behaviours and sexual impulses, which may affect their sexuality. Specific examples of the effects include 1) sexual fetishes focused on animation and other characters in virtual spaces, rather than human beings; 2) the preference for small children over adult women as sex objects; and 3) the formation of the image of women as subordinates, the acceptance of violent sexual intercourse, and dulled sensitivity to the violation of human rights.

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1) <http://www.iom.int/cms/constitution> [January 14, 2015.]

2) UNFPA: *State of World Population 2006, A Passage to Hope: Women and International Migration*

3) UNFPA: *State of World Population 2007, Unleashing the Potential of Urban Growth*

4) Ministry of Justice: *Statistical Survey on Legal Migrants, 2013*

5) Ministry of Justice: *Statistical Survey on Foreign Nationals Living in Japan, 2013*

6) Setsuko Lee: *Social Resources against Domestic Violence against Foreign Female Residents in Japan- Current Situation and Challenges*, Asian Women's Fund Report, 2004

7) U.S. Department of State: *Trafficking in Persons Report, 2014*

8) UNFPA: *State of World Population 2005, The Promise of Equality: Gender Equity, Reproductive Health and the Millennium Development Goals*

9) Ministerial Meeting Concerning Measure Against Crimes, "Comprehensive Measures to Eliminate Child Pornography," July 2010

10) *Photos/videos of child sexual exploitation are never forgiven:*

[http://www.npa.go.jp/safetylife/syonen/no\\_cp/index.html](http://www.npa.go.jp/safetylife/syonen/no_cp/index.html) (accessed on February 5, 2015)

## **Chapter 2: Sakai City's View regarding Scoping of a Safe City**

### **2. 1 Characteristics of Urban Spaces in Advanced Cities**

Sakai City is a large city representing the developed country of Japan. When considering a safe city programme in this city, what do we need to pay attention to as special problems? Generally speaking, there are differences in developmental stage between developing countries and developed countries in terms of the facility spaces and urban functions that constitute a city, as well as residents' awareness. At the same time, as indicated in the previous chapter, even urbanised, developed countries have their own criminal environments that leave women and girls vulnerable to abuse.

It is natural that developed countries are usually far better than developing countries in terms of solutions to challenges such as the maintenance of public spaces and outdoor spaces, the establishment of facilities for crime prevention, the increase in the literacy rate of citizens, and the enhancement of economic power including social capital investment. Such developed countries are supposed to be places where many citizens complete higher education, where people can tell right from wrong, where morals as a code of conduct in civil society have been established, and where inappropriate gender discrimination has been eliminated. In such a society, it is naturally supposed that the citizens themselves constitute a deterrent to sexual violence and sexual harassment against women and girls.

In terms of social capital as well, it is assumed that developed countries feature well-developed public spaces that are utilised by many and unspecified persons, such as streets, parks, and open spaces. It naturally follows that developed countries have more sufficiently developed tools for crime prevention for their citizens than developing countries. In that sense, it is expected that in developed countries, the number of cases of sexual violence and sexual harassment against women and girls in public spaces have decreased. Accordingly, the small number of criminals of this type does not serve as proof indicating that developed countries are ahead of developing countries in terms of response to sexual violence against women and girls.

In addition, in developed countries, even if women's participation in society is endorsed by law and systems, there are many cases where gender discrimination is actually still pervasive. In

this regard, developed countries' own challenges include identifying such a disparities between principles and reality, and responding to the sexual harassment that is still spreading behind the scenes in society.

At the same time, in urban spaces of developed countries, a peculiar criminal environment, different from that in developing countries, has developed. In other words, the progress of industrialisation and urbanisation in an advanced industrial society leads to the generation of a desolation phenomenon different from that of developing countries and farming areas, and this acts as an element that exacerbates the hazardous environment of new sexual crimes against women and girls.

The immense growth of a city entails a rapid change in the city's land use functions, which means that there is always a derelict area in the city. In addition, the inevitable result of a city's economic development is the generation of many precarious workers and unemployed people. This vandalism phenomenon\*<sup>6</sup> in such a city inevitably leads to the generation of an area with deteriorated security in the city's existing urban area, inducing new crimes to such an area. Moreover, economic development causes a massive inflow of labour into an urban area. This means that the establishment of a local community that consists of residents not like those of a village community who share information about the community in their daily lives, but of residents who preserve their anonymity and do not share such information. If residents share awareness of various problems among themselves, this awareness works as a deterrent against impulsive criminal behaviour, and such behaviours do not easily come to fruition. In an anonymous society, however, the risk of such behaviours being actualised is high. Furthermore, in an anonymous residential area, residents tend to serve as bystanders to the generation of crimes, resulting in greater indifference that makes people more complacent of crime.

The progress of the information society is another element that further exacerbates the risk of crime generation in developed countries. Today, in developed countries, there is rapid progress in urbanisation and informatisation, which act as two sides of the same coin. Of particular note is the generation of cyber space through the use of the Internet. As discussed above, this is closely related to social development. According to a U.N. Survey,<sup>1)</sup> in terms of changes in the world's Internet user population by income level, there has been almost no increase over the past 12 years in low-income countries and lower-middle income countries. In contrast, there has been a rapid increase in upper-middle income countries and high income countries. Today, in developed countries, cyber space has become a new, quasi-public space that draws many and unspecified persons.

The types of crimes that employ cyber space are rapidly diversifying, such as illegal access through computer viruses aimed at leaking information, fraud and other criminal offenses, and libel and calumny at community sites. In particular, sexual harassment in cyber space against women and girls constitutes an underhand and serious form of mental violence against them.

As indicated above, the problem of the concept a “safe city” in the context of advanced cities is characterised in that these cities are required to examine not only safety in physical spaces, as developing countries are, but also challenges characteristic of a safe city, namely sexual violence and discrimination, across a more extensive area expanding from their urban living environment to their social systems as a whole.

[Related chapters: For cyber space, see Chapters 1.3 and 3.7]

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1) World’s Internet User Population (According to Income Level) (Source: *ITU World Telecommunication/ICT Indicators*, 2013)

## 2. 2 Characteristics of Sakai City as Urban Space

As explained above, the U.N. Safe Cities Global Initiative (SCGI) originally placed its main focus on developing countries. Since 2013, however, the range of the SCGI's project target has been expanded to include developed countries in the Northern Hemisphere. Also, as explained above, the question of how to respond to sexual violence and harassment against women and girls in developed countries involves new problems regarding an urbanised social structure, and is becoming a serious social issue that needs to be addressed urgently.

As for the necessity and significance of Sakai City participating in this project as a representative of the developed country of Japan, the choice is quite reasonable from the viewpoints below:

- 1) Sakai, a large Japanese city with a population of 840,000, features high-level progress in urbanisation and informatisation. In addition, Sakai is a traditionally international city that has been promoting trade with foreign countries since the early-modern times in Japanese history. Accordingly, the city can act as an appropriate model to disseminate the results of the SCGI toward cities throughout the world.
- 2) Sakai City is an advanced local government that has been actively implementing various measures to realise a gender-equal society in cooperation with residents.
  - As indicated by the establishment of the Gender Equality Plan more than 30 years ago, the local government has long been engaged in gender equality initiatives (since 1983).
  - Sakai is Japan's first local government to declare itself as a city aiming to achieve gender equality (in 1995).
  - Sakai was the home to the UNIFEM Japan Office and the UN Women Japan Office (from 2009 to 2013).
- 3) Historically, Sakai City has inherited traditions as an autonomous city representing Japan since early-modern times.
  - Citizens have always played an active role in implementing various measures, including those for deepening the understanding of gender issues and solving problems. (Sakai City Women's Organizations Council [from 1948] and other organizations)

As explained above, while Sakai is a large city representing contemporary Japan, it is also a historical city that used to serve as a political and economic base in and after the stage of the formation of Japan as a country. This is indicated by the fact that one of the world's largest tumuli was constructed in Sakai in ancient times, in the middle of the fifth century. Moreover, from the Japanese medieval period to early-modern times, Sakai was renowned worldwide as an

international port city promoting foreign trade mainly with Southeast Asia and also other parts of the world. Today, as a large city sharing a southern border with Osaka City, Sakai exhibits an urban function and plays a leading role in economic and industrial activities in the Kansai region, especially in the industrial zone of the seaside area.

Featuring multilayered characteristics with a mix of a wide variety of local functions, Sakai City comprises the industrial zone in the western seaside area; the existing urban areas, which also comprise a historic quarter; residential areas, which are located around the urban area and where productive greenery partially remains; and the large-scale residential area developed in the 1970s in the southern hillside. This indicates that Sakai as an advanced city features diverse aspects in terms of the development of such varied functions. At the same time, it suggests that the city is required to pay attention to that diversity when responding to sexual violence against women and girls, and to identify essential measures necessary for the entire city, while examining problems individually and specifically.

Another point to note is that, in terms of the perspective of citizens' awareness, Sakai features an advanced view regarding human rights and women's social status. Sakai's development as an international port city from the Japanese medieval period to early-modern times inevitably promoted the growth of a free, active civil society. The city has a valuable history as a free city with granted autonomy, an unusual feature in Japanese feudal society in those days. Citizens' pride at having high-level awareness of the philosophy of governing their residential areas based on freedom and autonomy has served as a major characteristic in the development of civil activities and administration in Sakai City.

In addition, Sakai City is the birthplace of Akiko Yosano, a prominent poet in the history of modern Japanese literature. Not only did she create passionate works, she also carried out advanced activities for women's liberation. From the end of the 19th century to the beginning of the 20th century, Akiko severely criticised the female stereotype in those days, namely "a good wife and wise mother," and strongly insisted on the necessity of women's independence and the establishment of social systems to realise it. Thus, even in citizens' daily lives, Sakai has high-level awareness of freedom, independence, and women's liberation. This is also one of the main elements behind the city's decision to participate in the SCGI.

This urban characteristic of Sakai City is observed in the city's basic administrative attitude as well. In particular, for measures regarding gender equality, Sakai is the most advanced city in Japan; the city has been implementing such measures for more than 30 years. In addition, the city has actively promoted various measures, including declaring itself as a city aiming to achieve gender equality, as well as adopting human-rights-related ordinances. Moreover, Sakai, as an

autonomous city, is highly motivated in supporting civil activities, and is active in establishing civic organizations for promoting activities to achieve gender equality. Furthermore, in Sakai, various activities are promoted effectively by the Sakai City Women's Organizations Council, which boasts a nearly 60-year history, the Sakai City Human Rights Education Promotion Council, the Soroptimist International which aims to improve the living standards of women and girls, and other organizations.

Featuring historical characteristics regarding human rights and women's liberation, in 2009, Sakai City invited the United Nations Development Fund for Women (UNIFEM) (reorganised into UN Women in 2011) to set up its Japanese Office, resulting in the establishment of the organization's first office in Asia. Through these processes, an appropriate environment has been established to realise full-scale improvement in policies to make Sakai a safe and secure city for women and girls.

Sakai City, which has developed through the above history, has presented measures for preventing sexual violence and sexual harassment against women and girls. If these measures are shared as an excellent example and regarded as a model across the world, it follows that the city can not only serve as an advanced model in Japan, but also make a considerable, global contribution through the combination of various measures promoted in other developed countries participating in the SCGI.

Sakai City's integrated improvement in its administrative and civil activities to enhance the urban living environment concerning sexual violence against women and girls means the realisation of "Sakai as a Safe and Secure Community for Everyone" and "Sakai as a City of Parenting." Sakai City is required to fulfill its contemporary mission of disseminating such messages.

## 2. 3 Sakai City's Administrative Measures

The ordinances and plans implemented by Sakai City related to ensuring the safety and security of women and girls are shown in the table below.

Ordinance and outline	Plan	Plan outline	Major program and outline
<p><b>Sakai City Ordinance for Promoting a Gender Equal Society</b></p> <p>This ordinance stipulates basic principles regarding the promotion of a gender equal society in Sakai City, and clarifies the responsibilities of the city government, citizens, business sector and educational institutions in this regard. It also stipulates the basic items of the city's policies to be systematically and comprehensively implemented towards the realization of a gender equal society.</p>	<p><b>4th Phase of Sakai Gender Equality Plan</b></p>	<p>This is a basic plan to systematically and comprehensively promote the efforts of citizens and the business sector for the realization of a gender equal society.</p>	<p><b>Promotion of Preventative Measures Against Sexual Harassment</b></p> <p>Advocacy for preventing sexual harassment in the workplace            Conducting teacher and school staff training on dealing with sexual harassment            Conducting training for the purpose of preventing sexual harassment. Providing counseling services in partnership with third party counseling organizations</p> <p><b>Improving Labor Consultation Services</b></p> <p>Offering labor consultation services for both employers and employees to make workplaces secure and free of gender-based discrimination and improve employment management</p> <p><b>Advocacy Development for No-Tolerance of Violence</b></p> <p>"Say NO to Violence Against Women Campaign" Program            Disseminating information through Sakai City Gender Equality Division Newsletter "Windy"            Raising awareness of counseling services by distributing booklets about domestic violence and DV prevention Hot-Line Cards at relevant institutions</p>
	<p><b>Sakai City Basic Plan regarding the Prevention of Domestic Violence (DV) and Protection of Victims</b></p> <p>(Basic Plan for Prevention of DV and Protection of Victims)</p>	<p>This is a basic plan to comprehensively promote policy related to the prevention of DV, the protection of victims and the improvement of support systems for victims and their independence</p>	<p><b>Strengthening Cooperation with Local Stakeholders</b></p> <p>Organizing liaison conferences for DV prevention            Offering training on DV to Sakai City government employees</p> <p><b>Strengthening Cooperation with Local Stakeholders towards the Prevention of Child Abuse</b></p> <p>Developing coordination mechanisms to aid cooperation between various stakeholders. Providing assistance to school children in various types of circumstances. Assigning school social workers.</p> <p><b>Promoting Counseling and Support Services for Children and Parents</b></p> <p>Providing assistance to abusive parents (group guidance program).</p> <p><b>Ensuring Safety and Security for Children</b></p> <p>Cooperating with stakeholders in implementing community-wide initiatives to secure children's safety. Teaching children about self-respect and helping them acquire the knowledge and wisdom needed to escape crises such as abuse and violence and live with physical and mental strength. Implementing initiatives to improve information ethics and media literacy among school children to prevent them from becoming victims or victimizers.</p>



Ordinance and outline	Plan	Plan outline	Major program and outline
			<p><b>Assisting Men to Disengage from Violence</b> Setting up a counseling service for men who seek advice and support.</p> <p><b>Ensuing Gender Equality in Disaster Prevention and Reconstruction Measures</b> Building public awareness of groups that require extra assistance during disasters and of disaster prevention measures which respect the differing needs of men and women, as well as developing community-based support systems. Ensuring that Sakai disaster prevention and reconstruction plans reflect gender equal values.</p> <p><b>Ensuring Gender Equality in Community-Planning</b> Taking gender equality into consideration when making basic plans for environment and community development to build a safe and secure community.</p> <p><b>Promoting Citizens' Media Literacy</b> Making efforts to promote media literacy among children for their healthy development and organizing training and lecture sessions to build non-violence-oriented human relationship. Developing, through school education, children's ability to independently analyze, judge and select, and effectively utilize, information.</p> <p><b>Promoting Partnership and Cooperation with UN Women and other International Organizations</b> Working towards "ending violence against women" and "women's economic empowerment" in partnership with UN Women.</p>
<p><b>Sakai City Ordinance for Building a Community Respecting Peace and Human Rights</b> For the purpose of developing a community which respects peace and human rights, this ordinance clarifies the responsibilities of the city government and the role of citizens and stipulates the basic items of policies for increasing respect for peace and human rights and promoting human rights issue resolution and human rights protection.</p>	<p><b>Sakai City Human Rights Policy Promotion Plan</b></p>	<p>This is a plan to comprehensively promote human rights through all aspects of city policy</p>	<p>Omitted, because of overlap with other plans' programs</p>

Ordinance and outline	Plan	Plan outline	Major program and outline
<p><b>Sakai City Ordinance regarding Child and Youth Nurturing</b></p> <p>In order to develop an environment suitable for the nurturing of children and youth by the whole society, this ordinance stipulates basic principles regarding child and youth nurturing, and clarifies the responsibilities of parents and guardians, schools, citizens, business sector and the city government in this regard.</p>	<p><b>Sakai City Child and Youth Nurturing Plan</b></p>	<p>This is a comprehensive plan to continuously support children throughout their growth and development from their time in the womb to social independence</p>	<p><b>Nursing and Protective Care of Children and Youth</b></p> <p>Continuous collaboration with relevant organizations in the prevention, early detection, and resolution of abuse, and protective care and family reintegration. Support for children in their school and home lives.</p> <ul style="list-style-type: none"> <li>Child abuse prevention program</li> <li>Child counseling center program</li> <li>Temporary care center program</li> <li>Family and children counseling program</li> <li>Children and family support center program</li> <li>Home-visit program for all families with infants</li> <li>Improvement of local child-raising support network</li> <li>Child-raising advisor dispatch program</li> <li>24-hour hotline</li> </ul> <p><b>Ensuring Safety and Security for Children and Youth</b></p> <p>Developing more effective safeguards for children through collaboration among family, community and schools.</p> <ul style="list-style-type: none"> <li>Promotion of “Children’s 110” refuge center campaign</li> <li>Promotion of community-wide efforts to protect children</li> <li>Street crime prevention community support program</li> <li>Sending safety e-mail messages</li> </ul> <p><b>Improvement of children’s ability to deal with dangerous situations and suspicious strangers</b></p> <ul style="list-style-type: none"> <li>School safety and security instructors dispatch program</li> <li>SAFE (survival and fairness through empowerment) program</li> <li>CAP (child assault prevention) program</li> <li>SAT (school assistance team) immediate action program</li> </ul>
<p><b>Sakai City Ordinance to Protect Children from Abuse</b></p> <p>To contribute to children’s sound mental and physical development and growth, this ordinance stipulates basic principles regarding the protection of children from abuse and clarifies the responsibilities of the city government, citizens, parents and guardians and other related organizations in this regard, and stipulates the basic items of policies necessary to protect children from abuse, including the prevention, early detection and reporting of abuse.</p>			

Ordinance and outline	Plan	Plan outline	Major program and outline
<p><b>Sakai City Ordinance for Building a Safe, Secure and Comfortable Community through Citizens' Cooperation</b></p> <p>The purpose of this ordinance is to define the efforts by the city government and citizens aimed at developing a safe community where citizens can live secure and comfortable lives.</p>	<p>No plans have been developed.</p>		<p><b>Publicity and Advocacy Activities on Security Measures</b></p> <p>Provision of information on community safety through Sakai City website and official newsletter  Purse-snatching prevention campaign  Raising public awareness for crime prevention using blue-lighted patrol cars by registered independent crime prevention organizations.</p> <p><b>Development of Safe and Secure Environment</b></p> <p>Subsidizing installation of security lighting  Assisting installation of street security cameras  Technical assistance for installation of security lighting in accordance with ordinance concerning procedures on development action</p> <p><b>Support for Volunteer Crime Prevention Activities</b></p> <p>Financial assistance to crime prevention council  Equipment provision for crime prevention patrols  Transferring vehicles to crime prevention blue-lighted car patrol  Assistance to blue-lighted car patrol activities</p> <p><b>Support for Crime Victims</b></p> <p>Establishment of consultation service for crime victims</p> <p><b>Strengthening efforts to eliminate organized crime groups</b></p> <p>Enactment of Sakai City Ordinance for Elimination of Organized Crime</p> <p><b>Security Management at Schools and Pre-schools</b></p> <p>Installation of surveillance cameras with sensor and auto-lock systems and video intercoms  Provision of <i>sasumata</i> man-catcher forks and police sticks  Deployment of school safety officers  Implementing suspicious stranger evacuation drills under the instruction of school security personnel  Reviewing crisis management manuals</p> <p><b>Security Measures During School Commuting</b></p> <p>Child safety volunteer patrols  Lending personal safety alarms  Sending safety e-mail messages  Implementing CAP Program  Provide guidance on group walk to and from schools as part of "Mobilizing adult groups for protection of children"  Designing safety maps  Registering private homes and automobiles ready to safeguard children in danger for the "Children's 110" refuge center campaign  Patrolling by blue-lighted cars  Participation in the planning and implementation of services which utilize the Osaka Prefecture safety map</p>

Below are the ordinances and plans implemented by Osaka Prefecture related to ensuring the safety of women and girls.

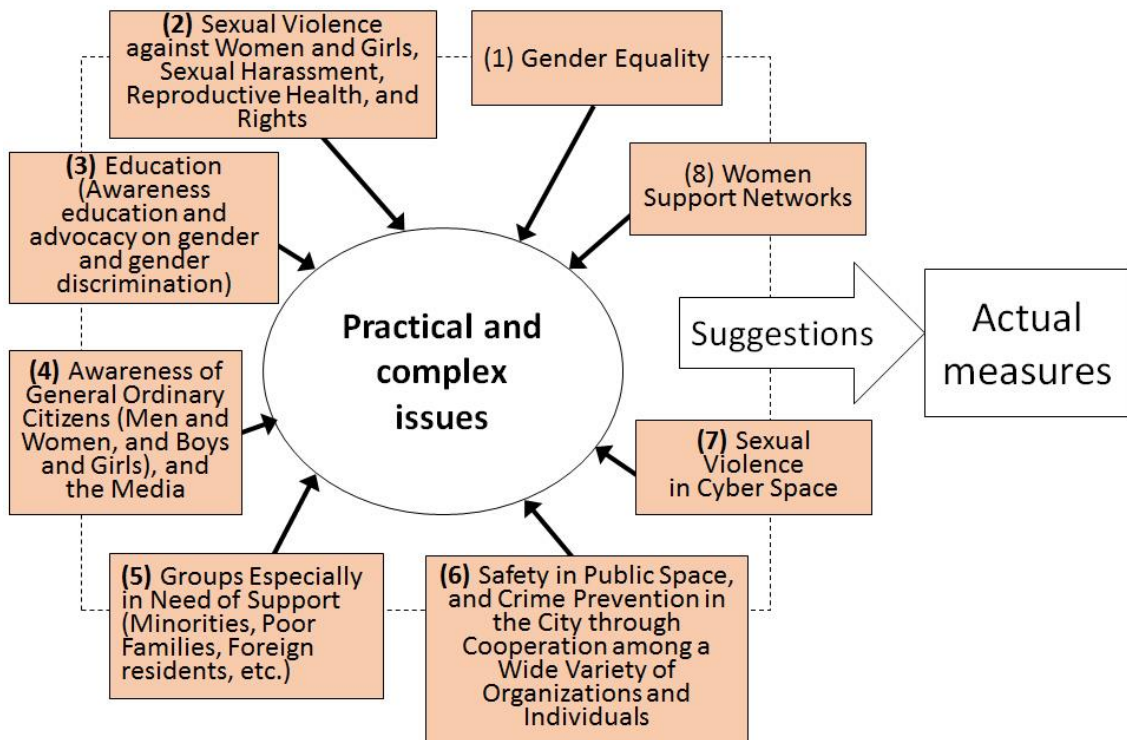
Ordinance	Ordinance Outline
<b>Osaka Prefectural Ordinance for Juveniles' Healthy Development</b>	This ordinance clarifies the basic principles of juveniles' sound development, and stipulates the prefecture's basic policies to be implemented by modifying the social environment surrounding juveniles and protecting them from any acts which inhibit their sound development.
<b>Osaka Prefectural Ordinance for Prevention of Violent Acts etc., which are extremely harmful to society</b>	The purpose of this ordinance is to prevent violent acts and other antisocial behavior, and to thereby maintain the peaceful lives of prefectural citizens and visitors.
<b>Osaka Prefectural Ordinance for Protecting Children from Sexual Crime</b>	The purpose of this ordinance is to clarify the responsibilities of the prefectural government, business entities and citizens in preventing sexual crimes against children, and to promote initiatives and enforce necessary restrictions and regulations for securing children's safety towards building a society where children can develop healthily and live safely.

## 2. 4 Eight Viewpoints for Examining Urban Space

To understand the actual situation of sexual violence and sexual harassment against women and girls, and also to make an accurate and comprehensive identification of problems newly emerging in developed countries around the world, the city has selected the following eight viewpoints from which to examine the current situation and various problems. When selecting these viewpoints, the city used the reference materials listed below.

- (1) First, it is necessary to see urban space from the perspective of direct violence, such as violence and indecency against women and girls, as well as from the perspective of gender-based social discrimination and exclusion, conducted in relation to such direct violence. In this regard, the city has examined urban space from the viewpoints of 1) gender equality; and 2) sexual violence against women and girls, sexual harassment, and reproductive health, rights.
- (2) Next, it is necessary to consider urban space from the viewpoints of systems and policies that act as social measures to remove and deter such problems. It is also necessary to explore citizens' awareness of sexual violence and gender discrimination. Accordingly, the city has examined urban space from the viewpoints of 3) education (awareness education and advocacy on gender and gender discrimination); 4) awareness of general ordinary citizens (men and women, and boys and girls), and the media; and 5) groups especially in need of support (minorities, poor families, foreign residents, etc.).
- (3) In addition, it is necessary to discuss the actual situation from the perspective of public spaces,<sup>\*1</sup> where sexual crimes and sexual harassment are actually committed. Moreover, it is important to see urban space from the perspective of underhand, mental violence and blackmail against women and girls, which are rapidly spreading throughout the Internet space in the information society of developed countries. In this regard, the city has examined urban space from the perspective of 6) safety in public spaces, and crime prevention in the city through cooperation among a wide variety of organizations and individuals; and 7) sexual violence in cyber space.
- (4) Finally, to promote citizens' autonomous and independent activities using Sakai City's historical characteristics, it is also necessary to see urban space from the perspective of the involvement of and cooperation with citizens and local communities. Accordingly, the city has explored urban space from the perspective of 8) a women's support network.

**Figure1: Eight Viewpoints to analyze Current Situation**



Reference I: Materials and Statistics Used in Extracting and Verifying Data for Eight Viewpoints for Analyzing Current Situation

<Reference material: statistical material>

- Number of death casualties by traffic accidents from Osaka Traffic White Paper 2013, by prefectural wards, sex, and year
- Statistics of sexual crimes in Osaka Prefecture and Sakai City, 2013-2014, Citizens' Partnership Division
- Reported and counselled cases of child abuse, 2012-2013, Child and Family Division
- Rate of child poverty extracted from the Ministry of Health, Labor and Welfare website, Comprehensive Survey of Living Conditions 2013
- Number of DV (domestic violence) victims, extracted from Sakai City Consulting Service for Women, Citizens Exchange for Gender Equality Participation; "Consulting and Counseling for Women", "Consulting and Counseling for Men", and the number of consultation by DV victimized women at Women's Center
- Actual record of appointment of women for administrative positions in Sakai City personnel's and teachers, 2008-2014, Gender Equality Promotion Division
- Actual record of maternity and child-care leaves taken by Sakai City personnel, 2008-2013, Gender Equality Promotion Division
- A change in male-female gap in fixed wages ,2001-2013, Ministry of Health, Labour and Welfare "Basic Survey on Wage Structure"
- Distribution and compiling chart of "e-Safe City News" ,2012-2013,Citizens' Partnership

Division

- Citizens' Answers to City Administration Monitoring Questionnaire ,2014
- Total number of consultation at Citizens Exchange for Gender Equality Participation (Consulting and Counseling for Men and Women) ,2011-2013
- Number of consultation cases at Sakai City Women's Center ,2011-2013
- Number of cases brought in for consultation to Sakai City Consumer's Life Center on swindle acts ,2010-2014
- Number of application to Sakai City government for subsidizing electric bill for security lighting ,2006-2013, Citizens' Partnership Division
- Number of applications for public assistance, 2009-2013,Public Assistance Management Division
- Numerical data on senior citizens welfare, 2014, Senior Citizens' Policy Promotion Division

## Chapter 3: Sakai City's Current Situation and Challenges Seen from Eight Viewpoints

### 3. 1 Research

Regarding sexual violence and sexual harassment against women and girls in public spaces in Sakai City, the city conducted the following research through surveys, interviews, etc., in order to understand the current situation and identify problems to be solved. These surveys and interviews were carried out mainly in Sakai Ward, where there are many downtown areas. The number of cases of street crimes and indecent assaults in the ward known to the police is the highest in the city. The surveys and interviews were performed in compliance with the ethical code established with due consideration for human rights.<sup>1)</sup>

Below is a list of the conducted research.

Eight Viewpoints	Research	Research Target	Method of Research
<b>(1) Gender Equality</b>	1) Research on gender disparities and imbalance	-Survey on citizens' awareness of Sakai City's gender equality (2010) -Report on the progress of the 4th Sakai Gender Equality Plan (2013)	Analysing the existing data Identifying problems
<b>(2) Sexual Violence against Women and Girls, Sexual Harassment, Reproductive Health, and Rights</b>	1) Research on the current situation and problems regarding sexual abuse, DV, and sexual violence	Sakai City's personnel	Interview
	2) Research on the current situation and problems regarding support for crime victims	Sakai City's personnel	Interview
<b>(3) Education (Awareness education and</b>	1) Research on sex education and safety education at elementary and junior high schools	Teachers of public and private elementary and junior high schools in Sakai City	Interview



<b>advocacy on gender and gender discrimination)</b>	2) Research on lectures for citizens regarding sex education and safety	Those connected to “Learn about Life—Class for Adolescents,” held under the project for developing Sakai Ward as a community of parenting Report on the class	Analysing the existing data
<b>(4) Awareness of General Ordinary Citizens (Men and Women, and Boys and Girls), and the Media</b>	1) Analysis of the general trend according to topics	Sakai Ward	Analysing the general trend
	2) Research on university students’ awareness	University students	Interview
	3) Observation of a risky environment in terms of visual information in the urban landscape	Sakai Ward	Observation
	4) Research on citizens’ awareness	Participants in lectures for citizens (943 in total)	Questionnaire survey * A survey was conducted of participants of the following lectures: 1) FY 2014 lectures (2 and 20 August) to enhance citizens’ awareness of gender equality, provided by Sakai Liberal Arts Community College, established by the Sakai City Women’s Center; and 2) the Sakai Safe City Program Kickoff Symposium
<b>(5) Groups Especially in Need of Support (Minorities, Poor Families, Foreign residents, etc.)</b>	1) Research on the current situation regarding support	Sakai City’s personnel	Interview
	2) Research on the city’s provision of information to citizens	Sakai City’s personnel	Interview
<b>(6) Safety in</b>	1) Careful analyses of the changes over time	The number of applications for Sakai	Analysing the existing data

<b>Public Spaces, and Crime Prevention in the City through Cooperation among a Wide Variety of Organizations and Individuals</b>	in the numbers of installed outdoor security lights & security cameras, and in the numbers of street crimes & sexual crimes	City's subsidy regarding power bills for outdoor security lights, the number of cases of support provided for the installation of outdoor security cameras (Sakai City Citizens' Partnership Division), and Sakai City's crime statistics for past years (specially calculated data)	
	2) Analysis of the results of a questionnaire for monitors of Sakai City's administration (research on citizens' awareness of crime prevention) (Conducted from July to August, 2014)	Administration monitors (500 people)	Analysing the existing data * The administration monitors, limited to those aged 18 or over living, working full time, or going to school in the city, were selected from applicants from the general public.
	3)Analyses of the police's data on the actual situation and current measures regarding molestation	Osaka Prefectural Police	Analysing the existing data
<b>(7) Sexual Violence in Cyber Space</b>	1) Sample research on typical virtual space crimes and the actual situation	142 junior high school students of Sakai City (boys and girls aged 13 to 15), and 181 high school students (girls aged 16 to 18): 323 in total	Questionnaire survey * The survey was conducted for all students of the junior and senior high schools that were located in the city and that also cooperated with the survey.
<b>(8) Women Support Networks</b>	1) Interview on Sakai City's support activities for women, and on the city's administrative support activities	Sakai City Women's Organizations Council	Interview
		Sakai City's personnel	Interview

1) The surveys and interviews were conducted in compliance with the code of ethics and the regulations of the ethics committee of the University Consortium of Southern Osaka, which carried them out.

## 3. 2 Eight Viewpoints

### 3. 2. 1 Gender Equality

#### (1) Women's Participation in the Decision-Making Process

To assess the level of women's participation in Sakai City's political decision-making process, the city researched the percentages of female members at the municipal assembly, deliberation councils, and other organizations.

##### 1) Percentage of Female Members in the Municipal Assembly

As of April 2014, the percentage of female members in the municipal assembly of Sakai was 21.2% (11 female members out of 52 members in total). This figure was higher than the percentage of the same period in the national assembly (8.1% in the House of Representatives; and 16.1% in the House of Councilors), the average percentage of the same period in prefectural assemblies (8.8%), and the average percentage of the same period in the municipal assemblies of ordinance-designated cities in Japan (16.5%).<sup>1)</sup>

To eliminate the gender disparity in the field of participation in the decision-making process, further measures need to be implemented.

##### 2) Percentage of Female Members in Deliberation Councils and Other Organizations

In April 2014, the average percentage of female members in Sakai City's deliberation councils and other organizations was 36.4%. A comparison with the percentage of female members in 2004, 30.8%, shows that there was an increase of 5.6 points over the past 10 years.

Among deliberation councils and other organizations that consist of at least 10 members respectively, the following organizations stood out in the percentage of female members: the Child and Parenting Council, 64.7% (11 female members out of 17 members in total); the Gender Equality Promotion Deliberation Council, 58.3% (7 out of 12); and the Local Welfare Commissioner Recommendation Council, 57.1% (8 out of 14). In these organizations, more than half of the members were women. In the Human Rights Measures Promotion Deliberation Council, the number of female members was the same as that of male members (6 out of 12).

On the other hand, among deliberation councils and other organizations that consist of at least 10 members respectively, the percentage of female members was less than 20% in the following organizations: the Healthcare Deliberation Council, the Vaccination Council, the Infectious Disease Examination Council, and several other organizations, particularly those related to medical care and public health.

As for the national trend (in FY 2014), the average percentage of female members in deliberation councils and other organizations in prefectures was 35.3%, while that in ordinance-designated cities was 33.5%. The figure for Sakai City was 36.4%, indicating that the city was at the same level as the national average in terms of women’s political participation.

However, among Sakai City’s deliberation councils and other organizations, the Disaster Management Council, which discusses safety for women and girls, had a low percentage of female members, at 14.3% (8 out of 56). Added to this were the Traffic Safety Measure Council, at 5.3% (1 out of 19); and the Antidiscrimination Administration Council, which addresses issues regarding discrimination and human rights, at 15.0% (3 out of 20). Although there was an increase in the percentage of female members in each of these organizations compared to the previous fiscal year, further female participation is required in order to review safety measures from the viewpoints of women and minorities and to eliminate discrimination.

## (2) Citizens’ Gender Role Stereotypes

One of the viewpoints regarding gender equality is a social environment in which each individual can demonstrate his/her own capabilities and characteristics regardless of gender differences and free from gender role stereotypes (i.e., “husbands should work outside the home, while housewives should take care of the family”).

According to a survey conducted among citizens of Sakai City (in 2010), the majority of respondents agreed with such gender role stereotypes, which coincided with the national trend. It is necessary to make changes to realise a society in which each individual’s awareness and way of living are respected, and in which gender does not act as a limitation to each individual’s choice.

**Table 1: Agreement/Disagreement regarding Gender Role Stereotypes (%)**

	Agree/Slightly Agree		Disagree/Slightly Disagree	
	Women	Men	Women	Men
Sakai City (survey conducted in 2010)	59.5	66.2	37.5	31.4
National (survey conducted in 2012)	48.4	55.1	48.8	41.0

### (3) Gender in Education

The percentage of female teachers at municipal schools in Sakai City in 2014 was 56.7%, with more than half of the total being women. However, the percentage of women in managerial positions at these schools was about 20%, specifically 22% among principals and 17.2% among vice-principals.

[Related chapter: For gender in education, see Chapter 3.3.]

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1) Data from December 2013 to May 2014 were used.

## 3. 2. 2 Sexual Violence against Women and Girls, Sexual Harassment, Reproductive Health, and Rights

### (1) Number of Cases Addressed by Organizations in Sakai City Involving Sexual Violence, Sexual Harassment, etc., against Women and Girls

Sexual violence against women and girls can occur in any type of relationship. This violence includes sexual crimes, such as rape and indecent assault; DV from spouses and dating partners; sexual harassment in official relations; molestation, which occurs largely on public transportation; child sexual abuse by caregivers; and sexual bullying and sexual violence between children at schools and in communities.

It is thought that due to the lack of social awareness of sexual violence and also the victims' mental burden regarding reporting the damage, only a limited number of such cases are actually disclosed, leaving the rest latent. Although this makes it difficult to identify the actual situation regarding sexual violence, this report aims to somehow gauge the trend of sexual violence by checking changes in the number of counselling cases addressed by organizations in Sakai City.

#### 1) Sexual Crime

According to a report from the Osaka Prefectural Police, the number cases of sexual crime known to the police in 2013 in Sakai City was as follows: rape: 14; indecent assault: 147; public indecency<sup>\*5-3</sup> and distribution of obscene objects,<sup>\*5-4</sup> etc.: 26<sup>1)</sup>

In Japan as a whole, the number of rape cases known to the police in 2013 was 1,409, with the incident occurrence rate (the number of incidents known to the police per 100,000 women) being 2.2. The rape occurrence rate over the past 10 years has hovered between 2 to 4. For indecent assaults, the number of cases in which women were victims was 7,446, while that with male victims was 208. The incident occurrence rate with female victims was 11.4, which was much higher than that with male victims, 0.3.<sup>2)</sup>

One of the characteristics of sexual crimes is that women tend to be the target. However, it is indicated that there are many differences between the related statistical reports and reality,<sup>3)</sup> which suggests that the actual number of female victims is much higher than reported, and that there are also many male (especially boy) victims.

[Related chapter: For sexual crime in public spaces, see Chapter 3.6.]

## 2) Domestic Violence (DV)

In FY 2013, a total of 1,709 people sought counselling through a direct visit or by telephone to the female counselling section of each ward in the city. Of these, 848 people, or 49.6%, needed counselling on DV. The percentage of those seeking DV counselling to gross users of these female counselling services in each ward has been increasing over the past five years.

In the same fiscal year, a total of 182 people sought counselling through a direct visit or by telephone to the Spousal Violence Counseling and Support Center in Sakai City. Of the total, 162, or 89.0%, needed counselling on DV and dating DV. As for the age groups of these DV victims, the largest number, 41 (25.3%), were those in their 40s, followed by those in their 30s, 35 (21.6%). The number of those aged under 20 who sought counselling was only 1. (The number of individuals aged under 18 was 0.)

The Child and Family Division, the Gender Equality Promotion Division, and other divisions of Sakai City implement a wide variety of awareness-raising programmes, such as the Orange Ribbon & Purple Ribbon Campaigns, awareness-raising seminars to prevent DV, and educational programmes for the city's personnel to form closer relationships with related organizations.

## 3) Sexual Abuse

In FY 2013, the number of abuse cases reported to and accepted by Sakai City's child counselling facility and family and child counselling facility was 1,230. Of the total cases, 278 (22.6%) were reported by neighbours and acquaintances, followed by 274 (22.3%) by the police; 157 (12.8%) by schools; 140 (11.4%) by child welfare facilities; 125 (10.2%) by prefectures and municipalities; and 256 (20.8%) by others. Thus, the number of abuse cases reported by community members, such as neighbours and acquaintances, was the largest. On the other hand, the number of child abuse cases reported by victims themselves was very small, 15 (1.2%), and that of child abuse cases reported by family members and other relatives was also small, 85 (6.9%). This indicates that few parties directly concerned contacted the counselling facilities to seek help.

The actual number of abuse victims reported to the counselling facilities was 1,965. The following tables indicate the breakdown by abuse type and victim age group.

**Table 2-1: Actual Number of Abuse Victims Reported to the Counselling Facilities and Breakdown by Abuse Type (Number of victims [%])**

Psychological Abuse	Physical Abuse	Neglect	Sexual Abuse	Others
760 (38.7)	636 (32.4)	521 (26.5)	35 (1.8)	13 (0.7)

**Table 2-2: Actual Number of Abuse Victims Reported to the Counselling Facilities and Breakdown by Age Group (Number of victims [%])**

Infants and Young Children	Elementary School Students	Junior High School Students	High School Students and Others
944 (48.0)	636 (32.4)	263 (13.4)	122 (6.2)

Although the number of sexual abuse victims was 35 (1.8%), latent child victims need to be discovered urgently.

In November, a special month dedicated to promoting the prevention of child abuse, Sakai City implements the Orange Ribbon & Purple Ribbon Campaigns, in cooperation with the Campaign to Eliminate Violence against Women. Other measures that the city carries out include awareness programmes to prevent child abuse, a liaison conference to form closer relationships with the related organizations, and the MY TREE Parents Program, which is a recovery support programme for parents who have committed abuse.

## (2) Sakai City's Measures for Victims of Various Forms of Sexual Violence

To identify Sakai City's measures for victims of sexual violence, interviews were carried out with the city's personnel in the related divisions. To indicate the current situation of Sakai City and the actual situation of sexual violence, this section focuses on typical examples and difficult cases. Please note that interviewees' personal opinions are included.

### 1) Sexual Crimes

The counselling section, established in 2011 as part of the Citizens' Partnership Division, takes care of crime victims. Staff members of the section have joined a training seminar for victim supporters.

Most of those who need counselling are adults, and many of them contact the counselling section to obtain second opinions.



In Japan, the Basic Act on Crime Victims was established in 2004. Based on this act, in Sakai City, the Ordinance on Support for Crime Victims was enforced in 2013. Under this ordinance, the city provides counselling and other support services free of charge in cooperation with the NPO Osaka Victim Support Advocacy Center. Enforcement of the ordinance has made it easier to provide support for victims in cooperation with Osaka Prefecture and also with the involvement of the entire city.

To enhance citizens' awareness of crime victims, the city holds the Message of Life and other exhibitions, drawing considerable attention from the public. Also, in cooperation with crime victim organizations, the city dispatches victims as lecturers for various programmes. In addition, the city disseminates a wide variety of information in English, Chinese, and other foreign languages for foreign resident victims.

When sexual crime victims seek counselling from the Citizens' Partnership Division, as well as the mental healthcare telephone counselling section of the Mental Healthcare Center, and female counsellors of each ward, these victims are referred to an appropriate organization. In addition, at the police, there is a special section for victims of sexual crime.

## 2) Domestic Violence (DV)

DV counselling is provided not only by the Spousal Violence Counseling and Support Center in the city, but also by female counsellors of each ward. DV is frequently committed through sexual violence, with the ages of the victims ranging widely. DV cases involving sexual violence are dealt with in cooperation with the Sexual Assault Crisis Healing Intervention Center Osaka (SACHICO).

Presently, the number of middle-aged housewives seeking counselling on moral harassment from their husbands is on the increase. In addition, some of those who need counselling on divorce are DV victims. Moreover, some teenage girls seek counselling on dating DV.

Meanwhile, there are cases where DV is revealed when public health nurses from the health care centre meet or visit pregnant women.

Depending on the content of the counselling, some victims are referred to a public health nurse, a psychiatric social worker (PSW), a psychiatrist, etc., and if necessary, they are temporarily taken into protective custody.

It is frequently necessary to provide long-term support for DV victims, and also necessary to take care of the trauma of victims' children and provide mental care for the children. Further improvement in the current counselling systems, such as support from certified clinical psychologists, is required.

### 3) Sexual Abuse

The Parenting Support Division (family and child counselling facility) of each ward and the child counselling facility cooperate with each other in taking care of victims of child sexual abuse. In most cases, these organizations begin to take care of victims after their cases are reported to Sakai City.

Many of the sexual abuse cases reported to the city involve teenage children. Some sexual abuse cases are revealed to class teachers, school nurses, or school counsellors, through friends with whom the victims have talked about their damage. Compared to the past, schools' awareness of the necessity of responding to sexual abuse as a crisis has increased, leading to prompt reporting to the city.

Once a suspected sexual abuse case is reported to the city, the city attempts to take the victim into protective custody temporarily, in compliance with the 2011 Child Consultation Center Guideline for Response to Sexual Abuse.<sup>4)</sup> If the victim goes home despite the possibility of recurrence of abuse, it follows that the possibility of the abuse becoming latent will further increase. In some cases, the victim's mother, who does not commit the abuse herself, cannot fully protect the child victim, resulting in her taking the side of the victim's father, who perpetrates the abuse. If a victim has no relatives to depend on, the victim will stay at a children's home or another facility, until becoming independent.

If a sexual abuse victim is a young child, the case is frequently difficult to prove. In addition, in many child sexual abuse cases, victims begin to exhibit problematic behaviours, such as sexual misconduct or running away from home, during their adolescence. Some households in which sexual abuse occurs have the problem of neglect as well, further increasing the seriousness of the situation.

To intervene in abuse, a prompt and appropriate response is needed. (The child counselling facility needs to confirm the victim's safety within 24 hours after the abuse case has been reported to the facility.) Also, high-level expertise and teamwork are needed. In this regard, it is important to secure a sufficient number of expert staff members. It is also essential for staff members to always remember gender viewpoints and recognise sexual abuse correctly.

### (3) Sakai City's Measures Regarding the Issues of Reproductive Health and Rights

Sakai City ensures that sex education is provided at nursery schools, kindergartens, elementary schools, junior and senior high schools, universities, special needs schools, children's homes, etc. In FY 2014, particularly in Sakai Ward, such education was provided at almost all elementary and junior high schools. The contents of the education vary depending on age of the

students, with some programmes incorporating a short play on violence and dating DV. In some cases, sex education is provided in cooperation with the local community.

[Related chapter: For the provision of sex education, see Chapter 3.3.]

Regarding reproductive health and rights, there are cases of unwanted pregnancies and prostitution by mentally disabled people, low-income people, and those living on the streets or in cars. In addition, not all pregnant women receive prenatal care or other necessary checkups. When these cases are discovered, the city makes an appropriate response, although identification of the actual situation is often insufficient.

- 
- 1) Based on data calculated by the Osaka Prefectural Police for preparing the report
  - 2) 2014 White Paper on Crime (2014), the Ministry of Internal Affairs and Communications  
<http://hakusyo1.moj.go.jp/jp/61/nfm/mokuji.html> (accessed on 27 February 2015)  
<http://hakusyo1.moj.go.jp/jp/61/nfm/images/full/h5-1-4-01.jpg> (accessed on 27 February 2015)
  - 3) 2013 White Paper on Crime Victims (2013), the Cabinet Office  
[http://www8.cao.go.jp/hanzai/whitepaper/w-2013/pdf/zenbun/pdf/2s4s2\\_01.pdf](http://www8.cao.go.jp/hanzai/whitepaper/w-2013/pdf/zenbun/pdf/2s4s2_01.pdf) (accessed on 27 February 2015)
  - 4) 2011 Child Consultation Center Guideline for Response to Sexual Abuse, Scientific Research Subsidy from the Ministry of Health, Labour and Welfare (Policy Science Comprehensive Research Project [Policy Science Promotion Research Project])  
[http://www.aiikunet.jp/wp-content/themes/aiikunet/pdf/guideline2011\\_1.pdf](http://www.aiikunet.jp/wp-content/themes/aiikunet/pdf/guideline2011_1.pdf) (accessed on 27 February 2015)

### **3. 2. 3 Education (Awareness education and advocacy on gender and gender discrimination)**

#### **(1) Sakai City's Current Situation Seen from the Results of Citizens' Awareness Surveys**

As discussed in the section above related to gender equality, there is still much to be improved in terms of citizens' awareness of gender role stereotypes. The role to be played by public education in awareness education is extremely important. Based on this perspective, Sakai City ensures that instruction and advocacy regarding gender and gender discrimination are included in school education and lectures for citizens.

#### **(2) Awareness Education and Advocacy Regarding Gender and Gender Discrimination at the Board of Education and Elementary and Junior High Schools in the City**

For awareness education and advocacy regarding gender and gender discrimination, the board of education and schools in Sakai City focus on education for solving problems related to human rights. While working on gender equality education, sex education, the SAFE programme, the bullying/CAP programme, etc., the board and schools implement safety measures, such as children's safety monitoring activities and preventive education against sexual crime.

The purpose of gender equality education at schools is to encourage students to consider how to live free from gender role stereotypes, to enable them to develop the capabilities to identify gender discrimination, and to help them adopt an attitude of living in their own way regardless of gender. In addition, to enable students to rightly recognise specific forms of violation of human rights, such as sexual harassment and dating DV, and play an active role in solving such problems, the schools work on gender equality education based on the annual plan on human rights education, prepared at the beginning of each school year. The following examples are part of these initiatives:

- Review of the "Hidden Curriculum" through the implementation of various measures, such as the use of a class register which mixes girls' names and boy's names instead of listing girls and boys separately, and a roll-call of students' names regardless of gender at school events

(starting in 1990), thereby respecting each student's human rights and helping students adopt an attitude of preventing gender stereotypes

- Implementation of a curriculum to learn about a wide variety of occupations at elementary and junior high schools, thereby providing an opportunity for students to consider their career options regardless of gender differences.

Since sex education is a comprehensive form of human education based on the spirit of respect for human rights and gender equality, the city ensures that sex education is provided through various educational activities. By providing opportunities for children to consider what they should do to live with human dignity, schools aim to nurture children's capabilities and the attitude of taking action to realise such capabilities, remove prejudice and discrimination regarding AIDS and other sexually transmitted diseases, and foster students' respect for human rights.

Specifically, schools provide instruction regarding sexuality in related subjects, such as health and physical education and science, in compliance with teaching guidelines.

In addition, the schools implement the bullying/CAP programme, the SAFE programme, and other participatory-learning programmes, in order to enable children to realise the importance of respecting themselves and to provide them with the knowledge and know-how to find a way out of a critical situation, so that they can deal with violence against children, bullying, abuse, sexual harassment, etc., and live with self-respect.

For the safety of children, the city cooperates with local communities in a wide variety of ways, such as ensuring that children are monitored by volunteer groups, and distributing safety and security post.

The number of those seeking counselling regarding dating DV is increasing at present. This crime frequently occurs especially among young people, generating many school-age victims. To ensure that dating DV is incorporated in educational activities at schools, the board of education first provides educational programmes for teachers, and promotes sexual crime preventive education, through which students are alerted to the dangers inherent in SNS and the Internet as well. These problems surrounding children need to be addressed urgently in society today. It is desired that these measures will generate favourable results.

Interviews conducted at elementary and junior high schools in Sakai City have revealed the following findings:

One elementary school is working on problems generated through the use of the smartphone

and the Internet. These problems frequently occur today. According to the school, this activity has served as an opportunity to begin a class on preventing sexual misconduct. Meanwhile, feeling the necessity for practical sex education, one junior high school has begun to provide an opportunity for students to learn about the essence of life, through which the school is trying to firmly nurture students' self-respect and promote education aimed at instilling respect for both the students' own bodies and those of their partners. The school says, however, that since sexuality-related phenomena in actual society are difficult to tie to general sex education, further cooperation between schools, such as elementary and junior high schools, and households is needed.

### **(3) Surveys on Lectures for Citizens Regarding Sex Education and Safety, “Learn about Life—Class for Adolescents,” in Sakai Ward**

In addition to the above activities at schools, Sakai Ward implements other initiatives not only for schools, but rather for the entire community. This section focuses on “Learn about Life—Class for Adolescents,” which is promoted as part of a project to develop Sakai as a parenting community. According to a report on the project, the class is more than simple sex education regarding the mechanisms of the bodies of men and women. Rather, the class is designed to help students understand the importance of life and respect both themselves and their partners, thereby aiming to enhance students' sense of self-worth and prevent potential future abuse. In FY 2013, the class was held 43 times in total at the following educational facilities in Sakai Ward: one nursery school, 13 elementary schools, eight junior high schools, two high schools, and two other facilities. The total number of participants was 4,238, comprising 1,299 elementary school students, 1,657 junior high school students, 383 high school students, 527 parents, 295 teachers, and 77 other persons. The class covers a wide range of topics. For example, elementary school students first learn about the importance of life. Then, depending on the developmental stage of each school grade, they also learn about the mechanisms of the male and female bodies, private zones, family relationships, etc. Junior and senior high school students also learn about life, and then about the mechanisms of pregnancy, the prevention of unwanted pregnancy, sexually transmitted diseases, dating, dating DV, etc. While asking parents to deepen their understanding of these problems, the class provides suggestions regarding how parents should face the problem of sexuality in the stage of parenting and how they should protect children's human rights from the viewpoint of adults. In a way, this is a form of parenting support. Meanwhile, it is hoped that even more opportunities for junior high school students and parents with infants and young children to interact will be created as part of local initiatives, and that such opportunities will be secured for a wider variety of students.

**Photo1: Students at “Learn about Life - Class for Adolescents”**



### 3. 2. 4 Awareness of General Ordinary Citizens (Men and Women, and Boys and Girls), and the Media

#### (1) Awareness of General Ordinary Citizens

To survey the awareness of citizens of Sakai City regarding sexual crime, a questionnaire was conducted among participants of two seminars held on 2 and 20 August 2014 by the Sakai Liberal Arts Community College, established by the Sakai City Women’s Center, as well as among participants of the Sakai Safe City Program Kickoff Symposium, held on 21 November 2014. The results are shown in the tables below.

About 20% to 30% of all the respondents say that they have observed sexual crimes or have heard that sexual crimes have occurred around them (Response to Question 1). Even considering the characteristics of the sample, namely the fact that these respondents are highly interested in the problem, as indicated by their participation in the lectures for citizens or the event related to this project, the percentage is rather high. This result is almost the same as the result of an interview conducted among about 10 university students of Sakai City.

As indicated in the “Table 4: Breakdown of Those Who Answered “Yes” in the Question 1,” molestation, stalking, and sexual harassment make up most of the crimes that were observed by the respondents or that occurred around them. These crimes are followed by sexual assault.

These data suggest that citizens of Sakai City have experience in their daily lives of actually observing sexual crime or sexual violence or hearing that such crime or violence have actually occurred. Also, as indicated by the responses to Questions 2 and 3 below, the percentages of the respondents who believe that the city’s participation in the SCGI is an important initiative, and who are highly willing to cooperate with the city’s safety programme are high, indicating citizens’ high interest in this issue.

**Table 3: Question 1 “Have You Observed Sexual Crime (Listed Below) or Heard That Such Crimes Have Occurred around You?” (%)**

	Lecture on 2 August (N = 373)	Lecture on 20 August (N = 258)	Symposium on 21 November (N = 312)
Yes	18.5	20.5	26.0
No	81.5	78.3	68.3
No response	0.0	1.2	5.8



**Table 4: Breakdown of Those Who Answered “Yes” in the Question 1 (Multiple Answers Allowed)**

	Lecture on 2 August	Lecture on 20 August	Symposium on 21 November	Total
Molestation	31	21	24	76
Stalking	18	13	23	54
Sexual harassment	19	22	23	64
Sexual assault	3	4	10	17
Others	11	6	15	32

Breakdown

- Molestation
- Stalking
- Sexual harassment
- Sexual assault
- Others

**Table 5: Question 2 “Now That You Have Joined This Event, Do You Believe That Sakai City’s Participation in the SCGI Is an Important Initiative?” (%)**

	Lecture on 2 August (N=373)	Lecture on 20 August (N=258)	Symposium on 21 November (N=312)
Strongly agree	30.3	12.0	43.9
Agree	64.9	79.5	51.9
Slightly disagree	3.8	8.1	1.6
Strongly disagree	0.3	0.4	0.0
No response	0.7	0.0	2.6

**Table 6: Question 3 “Are You Willing to Cooperate with Sakai City’s Safe City Programme, If There Is Anything That You Can Do to Help?” (%)**

	Lecture on 2 August (N=373)	Lecture on 20 August (N=258)	Symposium on 21 November (N=312)
Strongly willing	9.7	12.0	7.4
Willing	78.6	79.5	65.7
Not very willing	9.9	8.1	14.4
Not willing at all	0.3	0.4	0.6
No response	1.5	0.0	11.9

## (2) Sexual Display in Public Spaces in Sakai City

This section explores settings that constitute public spaces for the general public. In the period after the end of the Second World War (namely after 1945), there was a time when even greater sexual expression was rampant in Japanese society than today. It was not very unusual for advertising signboards of pornographic movies or strip clubs to be displayed openly on school-commuting roads for elementary school students or junior high school students.

Although this is becoming the thing of the past, it is frequently indicated that in ordinary streets in Japan, there are still many more sexually explicit signboards and posters, as well as signboards and fliers pertaining to the sexual services industry, than in foreign countries.

The situation in Sakai City is as follows:

**Photo2: Advertisements of Deriheru (Delivery Health : call girl business)<sup>1)</sup>** (Although the pictures depict a street in Nishi Ward of Sakai City, similar advertisements are found in other wards as well.)



Below the telephone number of the agent are Japanese phrases meaning “A beautiful woman will be sent.” and “Girls wanted.”



Same as the left-hand picture



Below the telephone number of the agent is a Japanese phrase meaning “All the women here have beautiful faces and body shapes.”

**Photo 3: Signboards of the Sex Shops of So-called “Este” and “Health”<sup>2)</sup>** (Sakai Ward, Sakai City)



These signboards and fliers of the sexual services industry are rampant even outside areas designated as red-light districts, attracting attention from children, as well as ordinary pedestrians and workers.

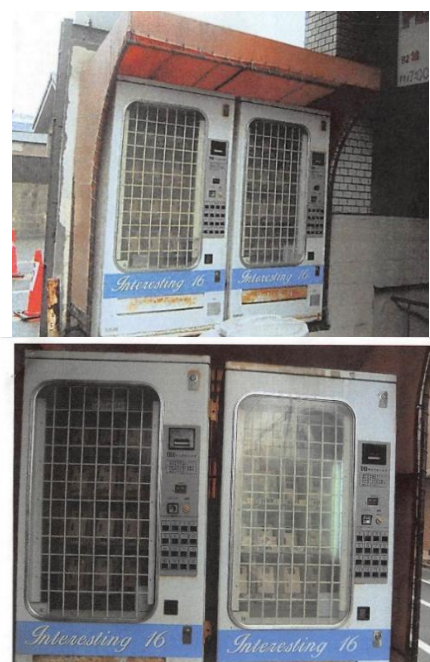
A recently occurring problem is sexual display found in stores that people of various ages drop in on casually.

In Sakai City, there are many convenience stores, where pornographic comics and magazines, including those predominantly depicting sexual violence, are displayed openly. In the past, vending machines of pornographic magazines and photo books were installed in many places in the streets. Today, however, such machines are often placed in out-of-sight places, with a cover attached in order to make the products difficult to be seen from the outside, as shown in the pictures below:

**Photo4: Pornographic comics and magazines sold and displayed at a convenience store<sup>3)</sup>**



**Photo5: A vending machine of the pornographic magazine (Sakai Ward, Sakai City)**



While the installation of these vending machines of pornographic magazines is strictly regulated, sexual display is rampant with few limitations at convenience stores, which are more accessible to everybody. In the case of a convenience store in Sakai Ward, Sakai City, pornographic magazines and comics are placed at one end of a bookshelf, with each item tied up

so that people cannot read them in the store without buying them. However, these magazines and comics are displayed in such a way that people can clearly identify their sexually explicit covers. Some of them are displayed flat in a bookshelf's lower section at the approximate height of an adult's lower back, rendering the magazines and comics easily visible to children.

There is considerable criticism of this situation, as shown on the English website Japan Today (14 May 2014).<sup>4)</sup> Although the case referred to on this website is not in Sakai City, there are few differences.

*May. 14, 2014 - 10:22AM JST There are some awkward things here regarding media and exposure and availability to children. My 5 year old is finally becoming bored with shouting "BOOBIES" every time we pass the magazine rack in a conbini. The fairly explicit covers are right at his eye level. Hard to explain to him what the office lady or nurse is doing. Take a look today when you pop in to buy that cold beverage and imagine you are 115 cm tall.*

*May. 14, 2014 - 12:17PM JST Really offended by the manga mags sitting out on the shelves by my ATM, and also facing the sidewalk for anyone to have to see. I have figured out where to park my bike so I glance at sports mags and to avert my eyes at the ATM. Feels pretty weird. These sex mags should be in separate stores, I agree. I wish they would go away, but people keep buying them, so the industry marches on, shame notwithstanding.*

### (3) Contents of Sexual Display

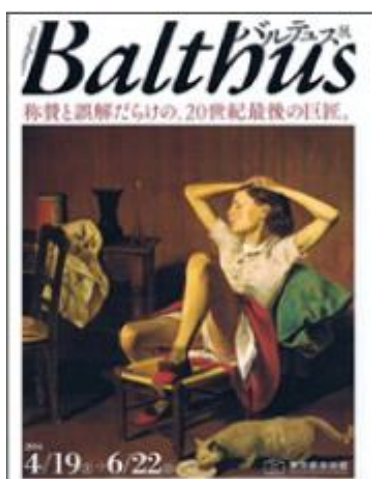


Photo6: A Poster of The Balthus Exhibition (The picture belongs to the Tokyo Metropolitan Art Museum.)

This section focuses on the contents of sexual display in public spaces in cities.

In 2014, the Balthus Exhibition became a source of controversy. Balthus was a great master of the art world in the 20th century. One of his posters was displayed in various schools and on trains. Some people felt that the work contained a pornographic element involving young children and girls, and that the work represented sexual violence against young women.

Apart from the appropriateness of this discussion, what should be noted is the spread of animation culture and the so-called “moe” culture<sup>5)</sup> in Japan over the past 10 years or so, which has changed what is conceived as sexually explicit. There

is a shift from mature women, who used to be depicted on signboards of pornographic films and strip clubs, to young women or girls, as well as a spread of sexual display (in combination with the sexual services industry) from restricted areas to public spaces.

Considering that sexual violence and sexual crimes are often committed against young children and girls, that they are frequently concealed, and that Japanese society today does not have sufficient awareness of rape victims, this shift in sexual expression observed in public spaces in cities should be regarded as problematic.



Photo7: A Signboard of Pachinko hall (at the center of Sakai City)

[Related chapter: For Sakai City's urban space and its history, see Chapter 1.2.]

- 1) Delivery Health, abbreviated as “deli-helu,” meaning the call girl business in contemporary Japanese society. A call girl is sent through her agent to a user’s hotel or home to provide a sexual service.
- 2) Different from the ordinary “este” (abbreviation of “esthetic salon”), namely a beauty care salon, and the ordinary “health centre,” which provides health-related services, the “este” and “health” establishments referred to here are places where casual sexual services are provided, mainly by women to men.
- 3) The photograph comes from the following blog:  
[http://blog.livedoor.jp/aya\\_g/archives/1016184412.html](http://blog.livedoor.jp/aya_g/archives/1016184412.html) (accessed on 30 March 2015).
- 4) Japan Today (14 May 2014) <https://www.japantoday.com/smartphone/view/national/tokyo-to-ban-sales-of-incest-comic-to-minors> [2015.2.27]
- 5) “Moe” culture: “Moe” is the noun form of the verb “moeru,” originally meaning “sprout.” Since it started to be used in subculture society, the term has begun to impart the nuance of a very strong, irresistible affection mainly for a character in an animation or a comic. In this case, the affection often contains an erotic element.

### **3. 2. 5 Groups Especially in Need of Support (Minorities, Poor Families, Foreign residents, etc.)**

Socially disadvantaged people, or minorities (physically, psychologically, or mentally disabled people, people who have been tested positive for HIV or other sexually transmitted infections, foreign nationals, sexual minorities,<sup>\*8</sup> senior citizens, those working in the sexual services industry, homeless people, etc.) are often subject to sexual violence or sexual aggression. In addition, these victims are often difficult to identify. Moreover, the shortage of social resources, as well as discrimination, prejudice, etc., tends to prevent the provision of support for them, enhancing their susceptibility to secondary damage.

In August 2009, the Committee on the Elimination of Discrimination against Women issued Concluding Observations, recommending the Japanese Government to promptly implement measures to address discrimination against women.

With one of their articles focused on minority women, the observations indicate the lack of information and statistical data regarding minority women suffering from multiple forms of discrimination based on gender and ethnicity<sup>\*9</sup> both in general society and their community, as well as the lack of positive measures for fostering the rights of minority women.<sup>1)</sup>

Based on observations from the Committee on the Elimination of Discrimination against Women, the Japanese NPO Survivor Justice presents the following two specific recommendations as a response to sexual violence against socially disadvantaged people<sup>2)</sup>:

- (1) It is necessary to conduct a nationwide survey to reveal the actual situation regarding sexual violence, with the properties of each type of socially disadvantaged person incorporated in the survey.
- (2) Based on survey findings, it is necessary to identify problems in cooperation with the related NPOs and other organizations, and to implement various measures, such as ensuring that a barrier-free design is incorporated in support facilities, providing full-scale education for support staff regarding human rights, social welfare, and other topics, and ensuring that interpreters of foreign languages, sign language, and braille, as well as caregivers, etc., are stationed there.

There is no choice but to say that in Japan, these measures are still problems to be solved.

When responding to DV and sexual abuse, Sakai City respects cultural differences in attitudes and values. However, the city still needs to work on many more things, for example, explaining the content of a DV protection order, writing a necessary document for the relevant

victim, or securing interpreters who have sufficient expertise and provide victim-oriented support.

[Related chapter: For Sakai City's measures regarding other forms of sexual violence,  
see Chapter 2.2.]

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1) <http://www2.ohchr.org/english/bodies/cedaw/docs/co/CEDAW.C.JPN.CO.6.pdf> [27 February 2015]

2) [https://sakebu.files.wordpress.com/2010/06/danjo\\_teigen4.pdf](https://sakebu.files.wordpress.com/2010/06/danjo_teigen4.pdf) (accessed on 27 February 2015)

### **3. 2. 6 Safety in Public Spaces, and Crime Prevention in the City through Cooperation among a Wide Variety of Organizations and Individuals**

#### **(1) Sexual Crimes in Osaka Prefecture and Sakai City**

In Osaka Prefecture, in 2003, the number of criminal offense cases known to the police was 285,307 (31% of which were committed against women). In 2013, the figure declined to 151,413 (31% of which were against women), approximately 53% of that of 10 years ago. Meanwhile, in Sakai City, in 2003, the number of criminal offense cases known to the police was 27,603 (30% of which were against women). In 2013, the figure almost halved to 13,974 (32% of which were against women), 51% of that of 2003. Thus, both in Osaka Prefecture as a whole and in Sakai City, the number of criminal offense cases known to the police has halved over the past 10 years. However, of the total number of criminal offense cases known to the police, the number of sexual crimes (rape, indecent assault, and abduction and kidnapping<sup>\*5-5</sup>) has increased, with most of the victims being women. In particular, while the number of sexual crimes in Sakai City known to the police was 118 in 2003, the figure rose to 164 in 2013, about a 1.4-fold increase (Table 7). This is higher than the rate of increase in sexual crime known to the police in Osaka Prefecture as a whole.

As indicated in Table 8, most of the 164 sexual crimes that occurred in 2013 in Sakai City were committed in public spaces. The largest number of sexual crimes occurred on streets, accounting for 56% of the total. In addition, of the victims of the 164 sexual crimes, 46% were aged 18 or less.



**Table 7: Numbers of Criminal Offense Cases Known to the Police in Osaka Prefecture and Sakai City (Comparison between 2003 and 2013)**

	Osaka Prefecture		Sakai City	
	2003	2013	2003	2013
All criminal offense cases	285,307 (Female victims: 30.8%)	151,413 (Female victims: 30.8%)	27,603 (Female victims: 29.8%)	13,974 (Female victims: 32.4%)
Sexual crime cases	1,509 (Female victims: 95.9%)	1,582 (Female victims: 97.6%)	118 (Female victims: 98.3%)	164 (Female victims: 98.2%)
Note) Based on the data calculated by the Osaka Prefectural Police for preparing this report. The number of sexual crimes indicates the total number of cases of rape, indecent assault, and abduction and kidnapping.				

**Table 8: Place of Occurrence of Sexual Crimes in Sakai City (2013, N=164)**

Place	Number of Sexual Crimes	%
Street	91	55.5
Park or vacant lot	9	5.6
Car or bicycle parking area	5	3.0
Train (or station)	9	5.6
Apartment house	25	15.2
Others	25	15.2

## (2) Molestation

Molestation is a form of sexual crime that occurs in public spaces. Molestation is touching someone either on their clothes or directly in a public space or in a public vehicle as a way of making the victim feel considerably ashamed or afraid. According to data from the Osaka Prefectural Police, the number of arrests for molestation in Osaka Prefecture is around 350 cases every year. The number of arrests for molestation in Sakai City is around 20 every year.<sup>1)</sup>

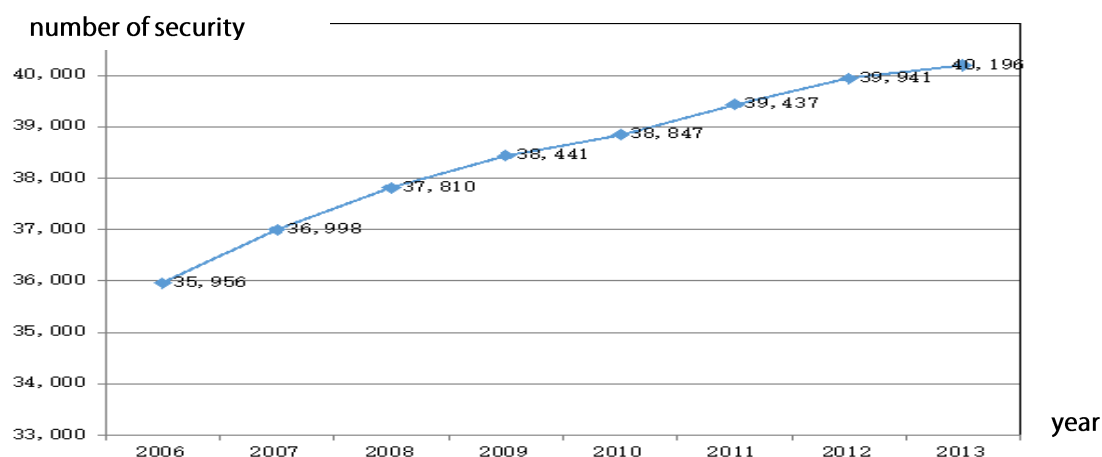
Molestation occurs particularly on trains, because the small space is often crowded with many people. According to the findings of a questionnaire survey to the Osaka Prefectural Police, the railway police unit of the Osaka Prefectural Police annually receives around 300 molestation counselling cases. To establish a crime prevention environment, the railway police unit continues to encourage railway business operators of Osaka Prefecture, including Sakai City, to display

molestation elimination campaign posters and announce campaign-related messages, increase the number of cars only for female passengers, and install security cameras on trains.

### (3) Installation of Outdoor Security Lights and Security Cameras

The number of outdoor security lights installed in Sakai City can be inferred from the number of applications for the city’s subsidy regarding power bills for outdoor security lights. The number of installed outdoor security lights is increasing year by year, with the number reaching 40,000 in 2013 (Figure 2). At the same time, the number of installed security cameras (the total of the number of outdoor security cameras installed under the support of the city for neighbourhood associations, and the number of other security cameras that were installed in public spaces and were identified by the city) exceeded 1,000 in FY 2013. Although it is impossible to make a comparison with other cities due to the lack of necessary data, it is certain that there is a gradual improvement in the installation of crime prevention equipment in public spaces in Sakai City.

Figure 2: Numbers of Applications for the Sakai City Subsidy for Power Bills of Outdoor Security Lights



For this study report, citizens’ awareness of crime-free community development was examined, based on the results of a questionnaire survey conducted in 2014 for monitors of Sakai City’s administration. (Number of respondents: 498)

When asked about Sakai City’s current public security, only 24% of the respondents said that it was “Slightly bad” or “Bad” (Table 9). Meanwhile, when asked about concern that a crime had actually occurred around the respondent in his/her daily life, 48% said that they were “Worried” or “Slightly worried” (Table 10). This indicates that although few citizens believe that

Sakai City’s public security is bad, many feel vaguely worried that crimes have occurred around them.

**Table 9: How Do You Feel about Sakai City’s Current Public Security? (N=498)**

Option	%
Good	6.9
Slightly good	32.9
Neither good nor bad	35.1
Slightly bad	18.5
Bad	5.1
No idea	1.6
No response	0.0

**Table 10: Do You Feel Worried That a Crime Has Actually Occurred around You in Your Daily Life? (N=498)**

Option	%
Worried	11.2
Slightly worried	37.1
Sometimes worried, but not at other times	19.7
Not worried	28.2
Not worried at all	3.7
No response	0.2

For tangible measures regarding crime prevention, security cameras are presumably effective,<sup>2)</sup> although the installation of such devices in public spaces entails the issue of the protection of privacy. However, approximately 90% of the respondents agreed with the installation of security cameras in public spaces, such as on streets and in parks, in order to prevent crime.

To prevent crime in local communities on a daily basis, rather than the administrative organizations, the residents themselves need to play the main role in enhancing the capabilities of their communities and implementing various measures. When asked about their participation in and cooperation with local activities, many respondents said that they joined recycling initiatives, as well as local festivals and other events. On the other hand, less than 20% of respondents said that they participated in disaster damage prevention, fire prevention, patrols or other crime prevention activities (Table 11). As for crime prevention patrols and other crime prevention activities by local residents, 18% of the respondents said that they “Have already joined” such activities, while 45% said that they “don’t want to join” (Table 12). Moreover, 22% of the respondents indicated that they have not joined any types of local activities. When asked about what should be addressed in order to achieve a safe, crime-free community, many choose “Decline in individuals’ morals and their lack of consciousness of societal norms” and “Weakening of a local sense of unity” (Table 13).

As in other cities in Japan, in Sakai City, there is a continuous decline in the number of crimes known to the police, in step with the installation of crime prevention equipment. In Japan, however, even in seemingly safe cities, sexual crimes do occur in public spaces. To ensure that Sakai becomes an even safer city than it is today, it is important to increase citizens' awareness of crime prevention and enhance the capabilities of communities. Nevertheless, currently, citizens' awareness of crime prevention is not so high, and their participation rate in crime prevention activities is not high either. In this regard, what must be addressed now is, in addition to the further installation of crime prevention equipment in public spaces, the enhancement of the capabilities of citizen communities, and an increase in the citizens' participation rate in activities for crime-free community development.

**Table 11: Which Local Activities Do You Participate in or Cooperate with? (Multiple Answers Allowed) N=498**

Option	%
Resource recovery and recycling initiatives	48.9
Local festivals and other events	42.4
Meetings held by neighbourhood associations and other groups	36.7
Local clean-ups	31.6
Events held by senior citizens' clubs, children's clubs, women's clubs, etc.	19.1
Disaster damage prevention and fire prevention	16.0
Events held by PTAs	13.2
Local sports events	12.8
Lectures, seminars, etc., at community centres	12.0
Patrols and other crime prevention activities	10.1
Traffic safety activities	8.1
Others	3.7
None in particular	21.7
No response	0.4

**Table 12: Do You Want to Join a Crime Prevention Patrol and Other Crime Prevention Voluntary Activity Organised by Local Residents? N=498**

Option	%
Have already joined, or joined in the past	18.3
Am interested, so want to join if given the opportunity	36.5
Am interested, but don't want to join	28.8
Don't want to join	16.4
No response	0.0

**Table 13: What Should Be Addressed to Achieve a Safe, Crime-Free Community? (Choose up to three options) N=498**

Option	%
Decline in individuals' morals and their lack of consciousness of societal norms	69.0
Lack of individuals' awareness of and information regarding crime prevention	37.5
Weakening of a local sense of unity	49.5
Lack of activities for protecting children from crimes	28.4
Lack of activities for protecting young people from temptation to commit crime	27.4
Slow progress in ensuring that crime prevention awareness is reflected in various facilities	19.3
Rampant public nuisance activities, such as graffiti, littering, and smoking on streets	38.3
Others	5.3
None in particular	0.6
No response	0.0

- 
- 1) Police stations in Sakai City, Osaka Prefecture, Number of arrests for the violation of the Public Nuisance Ordinance (Article 6) (Data for the safe city programme)
  - 2) Report from the Study Group on the System of Outdoor Security Cameras Installed by the Police (March 2011)

## 3. 2. 7 Sexual Violence in Cyber Space

In developed countries, characterised by remarkable progress in urbanisation and informatisation, a rapidly increasing number of people are using the Internet, in combination with PCs and tablet devices, leading to the world's Internet user population rapidly increasing 6.3-fold over the past 10 years.<sup>1)</sup> In pace with this trend, the number of sexual crimes in cyber space against women and girls is also rapidly growing. Exploiting the properties of the Internet, sexual violence and blackmail in cyber space against women and girls have the characteristics of anonymity, immediacy, and widespread reach, in a way that causes much more serious damage than direct violence committed in public spaces. Nevertheless, partly because of the diversity and short history of cyber crimes, there is a reality that no accurate statistical identification has yet been made in Japan regarding the actual situation of sexual violence in cyber space.

According to data from the National Police Agency,<sup>2)</sup> the number of cybercrime arrests in 2013 was 8,113, a considerable 3.9-fold growth over the past 10 years. Of the total number of crimes committed through the Internet, 51.4% comprised violation of child prostitution and child pornography laws, violation of youth protection and development ordinances, and violation of online dating site regulation laws.<sup>3)</sup> This indicates that many of the crimes committed through the Internet are those where women and girls tend to be the targets. Meanwhile, the number of children aged under 18 who encountered sexual crimes through social networking sites in the first half of FY 2014 was 698, the worst ever figure since the launch of the survey in 2008. In addition, 98% of those children were girls.<sup>4)</sup> However, neither of these items of data provides accurate arrest numbers according to prefecture and municipality, suggesting that the arrest number currently available presents only a small fraction of the actual damage cases.

Accordingly, to reveal the risks of sexual crimes in cyber space against women and girls, Sakai City needs to understand the actual situation through the identification of various cases, and to present a policy for effective measures. It is highly likely for young people to become targets of cyber crimes. In this regard, for this report, a fact-finding survey was conducted among local junior and senior high school students in some areas of the city regarding their attitudes toward cyber space and their awareness of cyber space crimes, thereby aiming to identify the characteristics of such crimes and their problems. At the same time, a comparison was made with documents indicating the national trend to the greatest extent possible.<sup>5)</sup>

[Related chapters: For cyber space, see Chapters 1.3 and 2.1.]

### (1) Survey Contents

The survey was conducted among 323 students of private junior and senior high schools

located in Sakai City (142 junior high school students and 181 high school students) from Thursday, 18 December to Monday, 22 December 2014. Questionnaire sheets were directly distributed to the students, and then the sheets, completed by the students themselves, were again directly collected.

## (2) Calculation Results

### 1) Number of IT Devices Belonging to the Students

In the ranking of IT devices belonging to the junior and senior high school students, smartphone ranked first (82.8%), followed by portable music players (52.2%) and then PCs (50.3%), indicating that approximately 80% of the students used smartphones. The average number of the IT devices owned per student was 2.7. There was no difference in this figure between junior high school students and high school students, suggesting that IT devices are used as daily necessities, regardless of age. The usage rate of mobile phones was 23.1%, less than a quarter of the total, a lower figure than expected. The national ownership rate of smartphones is 58.4%, showing that the ownership rate of the students surveyed was extremely high (Table 14).

**Table 14: Students' IT Device Ownership (Multiple Answers Allowed)**

Number of Devices Belonging to the Students	Component Ratio MA (%)
Mobile phones	23.1
Smartphones	82.8
PCs	50.3
Tablet devices	20.6
Portable music players	52.2
Computer games	38.4

## 2) Time Spent Using the Internet

There is a tendency for young people to spend longer time using these information devices per day. In the survey, the largest number of respondents (19.0%) said that they used such devices for “1.0 to 1.9” hours, while respondents saying that they used the devices for “0.0 to 3.9” hours constituted 67% of the total. The average access time per day was 240 minutes, while the national average is 107.4 minutes. This means that the time spent on such devices by students in the areas where the survey was conducted was more than double the national average. Moreover,

**Table 15: Time Spent Using IT Devices**

Time (h)	Component Ratio (%)
0.0-0.9 h	15.7
1.0-1.9 h	19.0
2.0-2.9 h	17.3
3.0-3.9 h	15.0
4.0-4.9 h	5.9
5.0-5.9 h	10.8
6.0-7.9 h	5.2
8.0-9.9 h	3.6
10.0 h +	7.5
Total	100.0

15.3% of the respondents said that they used such devices for four hours or longer, and this figure again is more than double the national average (Table 15).

## 3) Purposes and Points of Attraction of Using the Internet

The purposes of using information devices are diversifying extensively. According to the results of the question on this point, for which multiple answers were allowed, the most common usage purposes of IT devices among students were “LINE” (80.9%), “Research” (75.2%), “Listening to music” (66.5%), “Telephone” (59.2), “Taking photographs” (59.2%), “Playing games” (58.9%), and “Email with friends” (51.7%). As indicated by the high percentage of students using information devices for the purpose of “LINE,” the use of such devices as a communication tool is outstanding. In a way, this suggests that they use information devices in a situation that poses high risk of malicious access to their information (Table 16).



**Table 16: Purposes of Using IT Devices (Multiple Answers Allowed)**

Purpose for Use		Component Ratio MA(%)
Email	Email with friends	51.7
	Email with others	5.6
Telephone		59.2
SNS	LINE	80.9
	Facebook	11.3
	Twitter	10.7
Taking photographs		59.2
Exchanging photographs		22.6
Listening to music		66.5
Research		75.2
Playing games		58.9
Shopping		16.6

Meanwhile, in terms of the points of attraction that the students found when using the Internet, the largest number of respondents, more than half of the total, said that they were “Able to listen to other people’s opinions” (52.3%). This was followed by being “Able to get responses” to the information that they disseminated (31.1%), showing that many students also find this point rather attractive. Many students felt that one of the great things about the Internet was that they could expect quick and diverse responses from other people regarding how the students felt and what they thought. In addition, some students (19.7%) felt that an advantage of using the Internet was that it helped them make friends.

#### **4) Risk Awareness of Using the Internet and Presence of Friends Who Have Suffered Cyber crimes**

There have been many cases of crimes committed through the Internet. When asked about risk awareness (fear) in using the Internet, 67.7% of the students felt worried, broken down as follows: “Sometimes worried”: 52.2%; and “Always worried” 15.5%. However, there were some students who were not very worried. To the same question, 24.4% responded that they were “Seldom worried,” and 7.9 % said that they were “Not worried at all,” showing that one third of the respondents were almost defenceless against online crimes. This indicates that they are highly likely to become involved in malicious cyber space activity without knowing it (Table 17).

**Table 17: Risk Awareness in Using the Internet**

Risk Awareness	Component Ratio (%)
Always worried	15.5
Sometimes worried	52.2
Seldom worried	24.4
Not worried at all	7.9
Total	100.0

How many students in Japan have actually encountered cyber space crimes? Asked whether they had friends who had encountered such crimes, 34.4% of the respondents, more than one third, said that they had such friends, broken down as follows: 5.7%: “Have many such friends”; and 28.7%: “Have a few such friends.” On the other hand, 60.6% of the respondents said that they did not have any such friends, broken down as follows: “Have few such friends”: 30.3%; and “Have no such friends”: 30.3%. On the whole, it seems that they were not aware that they were exposed to a risky environment when using the Internet.

### 5) Online Nasty Talk and Requests, and Their Contents

When asked about whether they had experienced nasty (uncomfortable) talks or requests through the Internet, 30.3% of the respondents said that they “Seldom experience” and 57.2% said that they “Have never experienced” such talk or requests. Thus, it seems that in general, there were few cases where students actually experienced such things. At the same time, approximately 17.0% of the respondents had experienced such talks and requests, broken down as follows: “Frequently experience”: 1.9%; and “Sometimes experience”: 15.1%. This suggests that the risk of junior and senior high school students becoming involved in crimes is steadily increasing.

For the specific contents of nasty (uncomfortable) talk and requests through the Internet, the number of cases of “Being asked to send your photographs” (25.2%) and “Being asked to date” (16.3) was relatively large. Some of the requests to the students, including “Being asked to send your nude photographs” (8.1%), were malicious, while other students suffered “Blackmail” (8.9%). At the same time, the largest number of the respondents chose “Others” (43.9%), suggesting that junior and senior high school students were asked through the Internet to do even more diverse, uncomfortable, and malicious things than expected (Table 18).

**Table 18: Nasty Requests through the Internet (Multiple Answers Allowed)**

Contents of the Nasty Talk and Requests	Component Ratio MA (%)
Being asked to date	16.3
Being asked to send your photographs	25.2
Being asked to send your nude photographs	8.1
Having bad things said about you	8.9
Having bad things said about your friends	7.3
Being invited to buy products	2.4
Blackmail	8.9
Others	43.9

## 6) Telephone Calls and Emails from Strangers

When asked about telephone calls and emails from strangers through the Internet, 39.0% of the respondents, almost 40%, said they had received such calls and emails, broken down as follows: “Frequently receive” (6.6%); and “Sometimes receive” (32.4%). Free access from strangers leads to the generation of many more opportunities to meet new people, and at the same time, increases in the risk of enabling malicious traps to be set up. In this sense, this result indicates that many students are exposed to a risky information environment (Table 19).

**Table 19: Telephone Calls and Emails from Strangers**

Frequency	Component Ratio (%)
Frequently receive	6.6
Sometimes receive	32.4
Seldom receive	27.7
Have never received	33.3
Total	100.0

## 7) Recognition on the Filtering Functions

Filtering is an effective means of preventing malicious emails and temptations through the Internet. When asked about filtering functions, approximately 70% of the respondents were not fully aware of such functions, broken down as follows: “Know about such functions, but do not use them”: 31.1%; “Have heard about such functions, but do not use them”: 19.2%; and “Do not know about such functions”: 18.6%. This indicates that the students frequently access the Internet and emails without sufficient protection. Only one third of the respondents said that they “Have already begun to use such functions” (31.1%).

## (3) Discussion

Today, a rapidly increasing number of people, especially young people, are becoming dependent on cyber space, mainly the Internet, across Japan. This trend has also been confirmed especially among young people (junior and senior high school students) in the areas where this survey was conducted. Although sexual violence in cyber space is currently in its early phase, according to the survey, some specific sexual blackmail cases have included those involving sending photographs, including nude photographs, and dating. Meanwhile, young people are highly dependent on IT devices, and many young people have experienced contact from strangers. This indicates that young people in the surveyed areas are placed in an environment subject to cyber-sexual crimes. Nevertheless, young people are insufficiently aware of filtering functions and other measures to prevent inappropriate access, clearly showing slow progress in the development of their risk awareness. With further progress in the informatisation of society expected in the future, there is concern about the increase in the number of sexual crimes in cyber space against young people. Accordingly, it is necessary to implement measures to raise people’s information literacy.

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- 1) World’s Internet User Population (Source: *ITU World Telecommunication/ICT Indicators, 2013*)
  - 2) *Situation of Threats Regarding Cyber Space, First Half of 2014* (Source: National Police Agency, 11 September 2014)
  - 3) Ibid.
  - 4) *Result of Survey Regarding Child Crimes Resulting from Community Sites—First Half of 2014* (Source: National Police Agency, 13 November 2014)
  - 5) *FY 2014 Fact-Finding Survey on the Environment for Young People on Using the Internet, Preliminary Results*, (Source: Cabinet Office, February 2014)

### 3. 2. 8 Women Support Networks

As referred to in Chapter 2, historically, Sakai City has inherited traditions as an autonomous city representing Japan since early-modern times. In the city, citizens have always played an active role in implementing various measures, including those for deepening the understanding of gender issues and solving problems. At the Sakai City Women's Center, established as a learning facility regarding gender education, a wide variety of seminars, including those by Sakai Liberal Arts Community College (the former Sakai Women's University), are offered. The centre serves as a place for citizens—not only women but also men—to learn about gender equality and various other social issues, with the annual number of participants in seminars held there being more than 100,000.

Amid this situation, research was conducted for this study report in order to find out what types of organizations there are in Sakai City to realise the empowerment of women's awareness and action, what types of activities they carry out, and what types of achievements they have realised so far. At the same time, research was also performed to identify Sakai City's administrative measures to extend women's support networks. Specifically, interviews were conducted with: 1) a representative of the Sakai City Women's Organizations Council; and 2) staff from the Sakai City Gender Equality Promotion Division.

#### (1) Sakai City Women's Organizations Council

Established in 1948 as the Sakai Women's Club, the Sakai City Women's Organizations Council is also the forerunner of the Sakai City Women's Organizations Liaison Council. The council has always played the main role in promoting the city's gender activities. The descriptions below present an outline of the activities that the organization has carried out so far and the type of society that the organization aims to achieve, as well as the role that it has played in realising it and the results. (The quotations below are translated versions of remarks originally made in Japanese by the representative of the council.)

Behind the establishment of the Sakai Women's Club was the fact that “the General Headquarters of the Allied Occupation Forces (GHQ) paid attention to the low status of women in Japan. In time with the establishment of the Japanese Constitution, the GHQ founded women's clubs across the country in order to develop female educational leaders.” In those days, female members of these organizations were mainly engaged in social services, such as “gathering debris in the burnt down city of Sakai, with their children on their back, as well as cleaning up, cooking

dishes and distributing them, in order to maintain the lives of those who had survived.” Afterwards, while working as educational women’s organizations, they began to diversify the range of their activities into the so-called “new-life movement,” designed for each citizen to improve his/her own life, and then on to local (neighbourhood associations) activities.

During the period of rapid Japanese economic growth from the 1960s to the early 1970s, “facing problems generated in exchange for the economic development and threatening their daily lives, women began to raise their voices from the perspective of consumers, leading to the establishment of consumers’ organizations by some members of the women’s organizations.” This consumers’ movement has evolved into the foundation of the women’s empowerment organization, namely Sakai City Women’s Organizations Council. “In those days, ordinary housewives were not as well-educated as those today, but each of them desired to achieve a peaceful society with a clear sense of purpose. They believed that women also should study hard to be of use to society.”

Feeling that to reflect women’s voices promptly at the grassroots level into policies, a learning and activity base was necessary, the council was engaged in a 27-year campaign to build a women’s club hall. In August 1980, the hall (currently the Women’s Center) was finally completed. Since the opening, the facility has been used as a venue for a wide variety of projects for enhancing women’s liberal arts and increasing the status of women, including seminars by Sakai Women’s University (currently Sakai Liberal Arts Community College).

In the days of the former representative of the council, the organization carried out activities that resulted in the use of a class register which mixed girls’ names and boy’s names instead of listing girls and boys separately, as well as the introduction of train cars only for female passengers. Actually, both of these measures were introduced in Sakai City for the first time in Japan. At the same time, the council was very active in changing awareness regarding women, for example by launching an “anti-beauty contest campaign” and protesting against the treatment of women in CMs. As indicated by these initiatives, the council encourages people to change their awareness, by objecting to what seems to be simple but is actually difficult to identify. All those engaged in the council’s activities that have been carried out so far have a strong passion for grassroots activities that appeal to “each citizen’s awareness.” This serves as a driving force to realise results that seem difficult to achieve.

As indicated by the establishment of the UN Women Japan Office in Sakai, the Sakai City Women’s Organizations Council plays an active role in implementing UN Women’s initiatives. In the interview, the representative said “the status of women in Japan is especially low among developed countries. Feeling it necessary to promote gender equality in a multi-layered manner,

for example by using support from the UN, we have decided to join the UN activities.”

When asked about changes in the status of women in Japan that she has felt through the activities she has been involved in so far for her organization, she commented “In post-war Japan, the Equal Employment Opportunity Law was established, followed by the establishment of the Basic Law for a Gender-equal Society in 2000, and thus, there has been legal improvement. However, the status of women in Japan is still low. Many predecessors worked very hard on gender issues, and gender equality is, in principle, respected in school education. Nevertheless, why has the situation not changed?” Continuing to contemplate this question, she began to consider that “the mainstay for changing people’s awareness is education.” She said “In Japan, after reaching two years old or so and becoming able to speak, children begin to be brought up with gender awareness that ‘you are a boy’ and ‘you are a girl.’ This is why we feel that gender-related curricula for kindergartens are necessary. What plays a vital role in solving sexual violence and harassment against women is education. Advocacy alone is insufficient.”

## (2) Other Organizations Promoting Gender Equality

In addition to the above Sakai City Women’s Organizations Council, other women’s organizations in Sakai City include the Sakai City Correction and Protection Women’s Organization, the Sakai City Single Parents and Children’s Welfare Association, the Soroptimist International Sakai, the Soroptimist International Osaka-Nanryo, the Soroptimist International Osaka-Izumi, the Women’s Organization of JA Sakai City, and the Women’s Organization of the Sakai Chamber of Commerce and Industry. Although each of these organizations has its own activity purpose, all of them provide support and cooperation for Sakai City, if necessary, for example by participating in awareness programmes held by the Gender Equality Promotion Division.

Since these organizations vary in terms of scale, values, themes, activity time, and other conditions, currently, their mutual cooperation is not so active.

In Sakai City, there are also many small groups working to promote gender equality, and they conduct various activities based on their own unique themes. As part of support for these groups, the city always welcomes such organizations to register in the Citizen Exchange for Gender Equality Participation, with the number of registered groups in FY 2014 being 31.

Support for registered groups is as follows:

- Providing activity opportunities (bearing a part of the cost for the groups’ advocacy activities)
- Providing various information for promoting gender equality
- Providing counselling rooms of the Citizen Exchange for Gender Equality Participation free

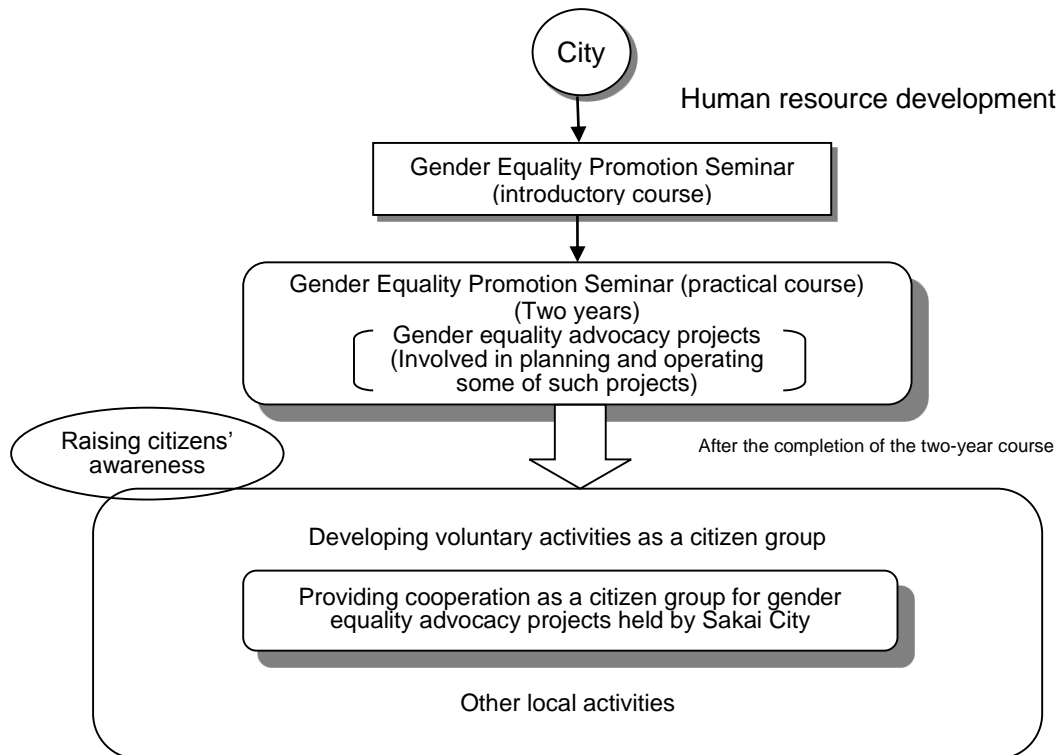
of charge so that the groups can use them for meetings and other purposes

#### Group Growth Support

- Targeted at those who have completed the Gender Equality Promotion Seminar (introductory course), the Gender Equality Promotion Seminar (practical course) is open to application. In this practical course, participants will gain a two-year experience of planning and operating advocacy projects held by the city. After completing the two-year course, the participants aim to establish a group for promoting gender equality.

The above-explained support has generated a virtuous cycle in which those engaged in various activities after having completed the seminars nurture human resources for the next generation. Consequently, in the future, some organizations might play an important role in the safe city programme. The picture below presents the growth cycle.

**Figure 3: Flow of Human Resource Development and Citizen Cooperation Promotion Regarding Gender Equality**





According to staff of the Gender Equality Promotion Division, the FY 2014 Gender Equality Promotion Seminar (introductory course) drew many citizen participants, and served as an opportunity for the participants to find that one of the elements making people's lives difficult was gender issues. The staff continued that they would like to help the growth of new groups that would further cooperate in the realisation of a gender-equal society.

### (3) Current Situation and Challenges from the Perspective of Women's Support Networks

#### Current Situation

- 1) In Sakai City, there are many women empowerment organizations, including large-scale women's organizations that have members across the city.
- 2) Each of the ordinary women, including housewives, desires the achievement of a peaceful society. They believe that women should also study hard to be of use to society. Thus, citizens have a rich sense of women's empowerment.
- 3) The Sakai City Women's Center, the city's base for gender activities, encourages citizens to change their awareness through its services as a life-long learning facility.
- 4) The city provides support for various, active women's organizations in order to help them grow.

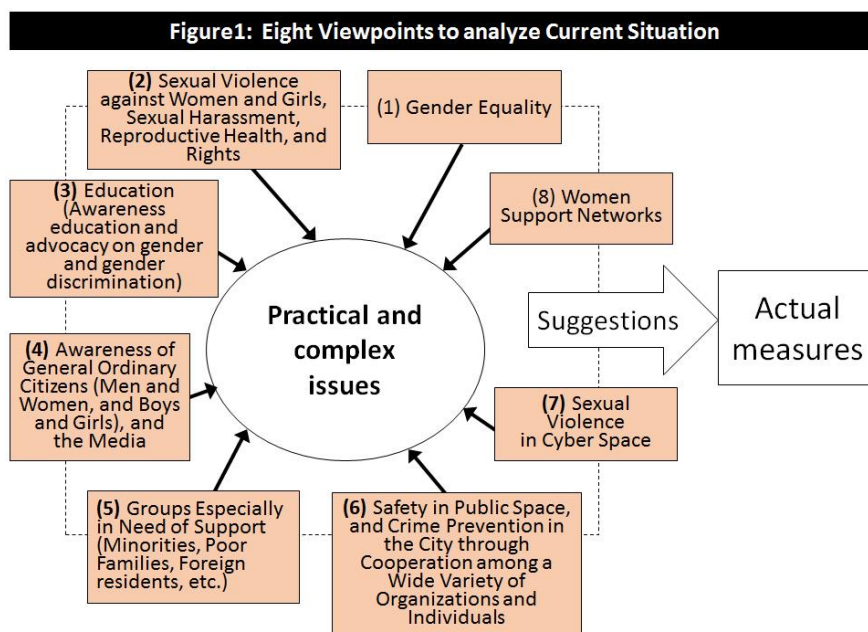
#### Challenges

- 1) It is necessary to establish a system to facilitate mutual cooperation among women's organizations, and to formulate specific measures to involve many more young people.
- 2) By doing so, the city will be able to present to the world a model for women's support networks.

# Chapter 4: A Safe City: Sakai City's Aim

## 4. 1 Analysis of Challenges regarding the Realization of a Safe City

The picture below presents an outline of Sakai City's current situation and challenges analysed and revealed in Chapter 3 from eight viewpoints.



### (1) Gender Equality

- In the city, women's participation in decision-making bodies, such as the municipal assembly and various deliberation councils, is around the national average.
- The percentage of those who agree with gender role stereotypes is higher than the national average.
- At municipal schools in Sakai City, more than half of the teachers are women, while the percentage of women in managerial positions at these schools is about 20%.
- It is urgently needed to establish a social environment in which each individual can demonstrate

his/her own capabilities and characteristics, and in which the individual will be recognised for these points, regardless of gender.

## **(2) Sexual Violence against Women and Girls, Sexual Harassment, Reproductive Health, and Rights**

- Only a limited number of cases of sexual violence are actually disclosed and announced.
- Sakai City implements a wide variety of awareness-raising activities, such as the Orange Ribbon & Purple Ribbon Campaigns and awareness-raising seminars to prevent DV.
- For sexual abuse, latent child victims need to be discovered urgently. It is essential to secure a sufficient number of expert staff members, and to ensure that staff members recognise sexual abuse correctly.
- In Sakai City, the Ordinance on Support for Crime Victims was enforced in 2013. This has made it easier to provide support for victims in cooperation with Osaka Prefecture and also with the involvement of the entire city.

## **(3) Education (Awareness education and advocacy on gender and gender discrimination)**

- Sakai City ensures that instruction and advocacy regarding gender and gender discrimination are included in school education.
- For the safety of children, the city cooperates with local communities in a wide variety of ways, such as ensuring that children are monitored by volunteer groups, and distributing safety and security post.
- Dating DV, a criminal offense, and trouble generated through SNS and the Internet, are problems surrounding children that need to be addressed urgently in society today. It is desired that educational programmes for teachers and other measures to promote the education for preventing sexual crime generate favourable results.
- In Sakai Ward, schools in the ward play a major role in holding lectures for citizens regarding sex education and safety.

## **(4) Awareness of General Ordinary Citizens (Men and Women, and Boys and Girls), and the Media**

- The percentage of citizens who say they have observed sexual crimes or have heard that sexual

crimes have occurred around them is relatively high, about 20% to 30%.

- Advertisements of the sexual services industry are rampant on streets. In particular in convenience stores, which are accessed by many and unspecified persons regardless of age, pornographic magazines and comics are displayed and sold.
- In step with the spread of animation culture and the so-called “*moe*” culture in Japan over the past 10 years or so, a change has occurred in sexual display in public spaces in cities. There is a spread of sexual display from restricted areas to public spaces. Considering that Japanese society today does not have sufficient awareness of rape victims, this shift in sexual expression observed in public spaces in cities should be regarded as problematic.

#### **(5) Groups Especially in Need of Support (Minorities, Poor Families, Foreign residents, etc.)**

- Socially disadvantaged people, or minorities are often subject to sexual violence or sexual aggression. The shortage of social resources, as well as discrimination, prejudice, etc., tends to prevent the provision of support for them, enhancing their susceptibility to secondary damage.
- When responding to DV and sexual abuse, Sakai City respects cultural differences in attitudes and values. However, the city still needs to work on many more things, for example, securing interpreters who provide victim-oriented support.

#### **(6) Safety in Public Spaces, and Crime Prevention in the City through Cooperation among a Wide Variety of Organizations and Individuals**

- The number of criminal offense cases known to the police has halved over the past 10 years. However, the number of sexual crimes (rape, indecent assault, and abduction and kidnapping) has increased, with most of the victims being women. Of these female victims, those aged 18 or less account for slightly less than half.
- An increasing number of outdoor security lights and security cameras are being installed. There is a gradual improvement in the installation of crime prevention equipment in public spaces in Sakai City.
- To prevent crime in local communities on a daily basis, rather than the administrative organizations, the residents themselves need to play the main role in enhancing the capabilities of their communities and implementing various measures to prevent crimes.

#### **(7) Sexual Violence in Cyber Space**

- The world’s Internet user population has rapidly increased 6.3-fold over the past 10 years. In

pace with this trend, the number of sexual crimes in cyber space against women and girls is also rapidly growing.

- Exploiting the properties of the Internet, sexual violence and blackmail in cyber space against women and girls have the characteristics of anonymity, immediacy, and widespread reach, in a way that causes much more serious damage than direct violence committed in public spaces.
- Junior and senior high school students' high dependence on IT devices and a steady increase in access to them from strangers indicate that they are placed in an environment subject to cyber-sexual crimes.
- Young people are insufficiently aware of filtering functions and other measures to prevent inappropriate access, showing slow progress in the development of their risk awareness.

## **(8) Women Support Networks**

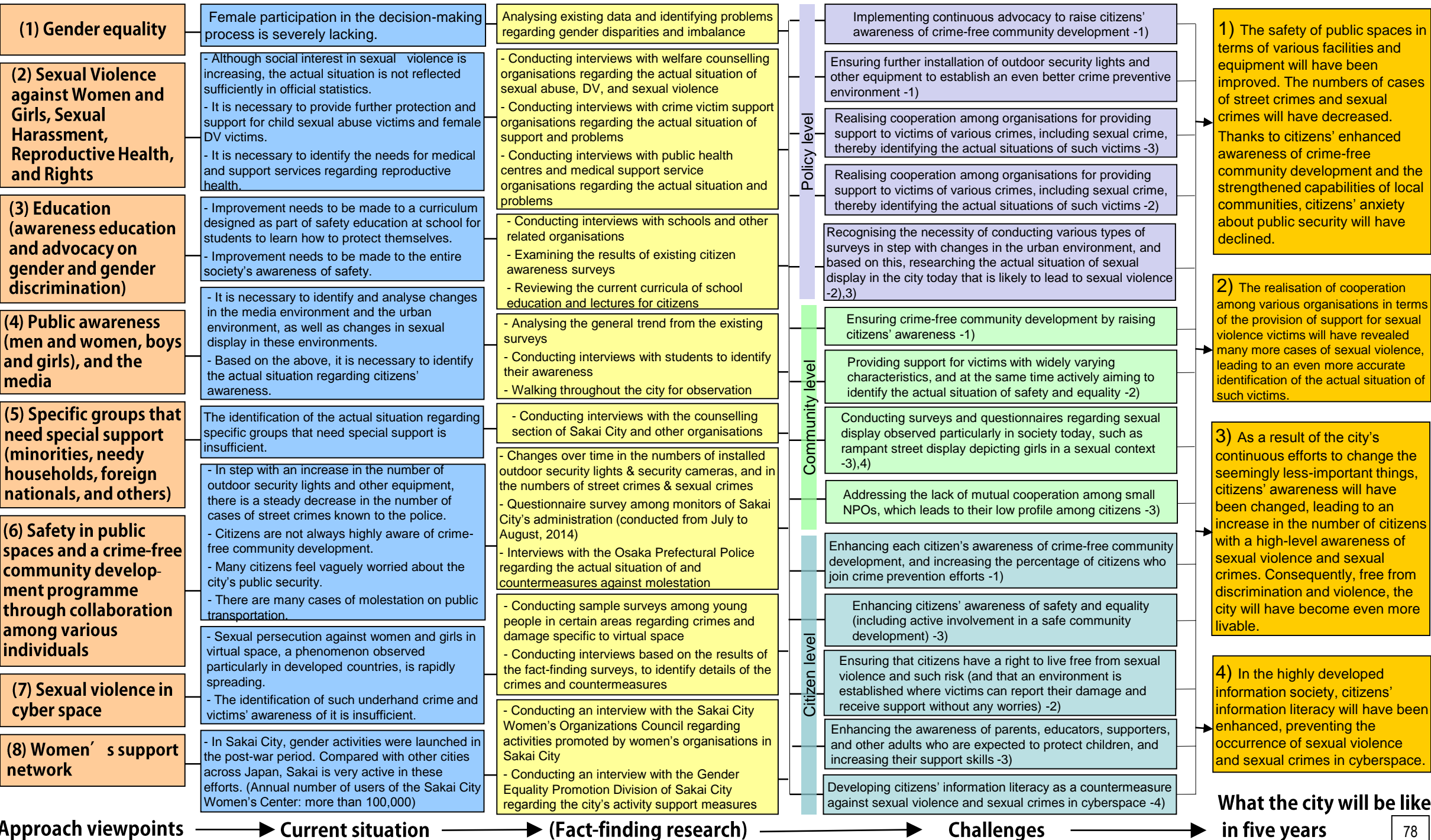
- In Sakai City, there are many and various women organizations, including large-scale ones, which implement various initiatives actively. Each of the women in these organizations aims to achieve a peaceful society, and studies hard to be of use to society. Thus, citizens have a rich sense of women's empowerment.
- Sakai City Women's Center, the city's base for gender activities, encourages citizens to change their awareness, through its services as a life-long learning facility.
- The city provides support for various, active women's organizations, in order to help the growth of new groups for promoting gender equality.
- It is necessary for the city to establish a system to facilitate mutual cooperation among various groups and organizations, as well as to formulate specific measures to involve many more young people. By doing so, the city will be able to present to the world a model for women's support networks.

To make Sakai a safe and secure city for all women and girls, the city has to work on multi-layered problems. These problems can be categorised according to the following three programme development levels: 1) the policy level, which concerns the viewpoints and philosophies to realise a safe city; 2) the community level, which is related to local activities; and 3) the citizen level, which involves problems to be shared by all citizens. There are various problems identified through the above eight viewpoints. By addressing these problems in a multi-layered way at these levels, the city aims to ensure that the safe city programme is implemented effectively. It is expected that as a result of these measures, in five years, Sakai City will achieve the following:

- 1) The safety of public spaces in terms of various facilities and equipment will have been improved. The numbers of cases of street crimes<sup>\*10</sup> and sexual crimes will also have decreased. In addition, thanks to citizens' enhanced awareness of crime-free community development and the strengthened capabilities of local communities, citizens' anxiety about public security will have declined.
- 2) The realisation of mutual cooperation among various organizations in terms of the provision of support for sexual violence victims will have revealed many more cases of sexual violence, leading to an even more accurate identification of the actual situation of such victims. As a means of support to reveal sexual violence and respond to such violence effectively, the city will have become even more active in advocating the prevention of sexual violence, providing compassionate counselling, offering victim-oriented support for the completion of necessary documents, and providing various other support.
- 3) As a result of the city's continuous initiatives to change citizens' awareness of the seemingly less-important things, citizens will have obtained a high-level awareness that sexual violence and sexual crime shall never be tolerated, leading to an increase in the number of citizens taking action on their own. Consequently, free from discrimination and violence, the city will have become even more livable.
- 4) In the highly developed information society, citizens' information literacy will have been enhanced, preventing the occurrence of sexual violence and sexual crimes in cyber space.

The theoretical model below depicts an outline of the entire concept regarding the viewpoints, current situation, and challenges to be addressed to realise a safe city.

# Figure4: Sakai Safe City Programme Scoping Study: Theoretical Model



## 4. 2 Conclusion

To realise the ideal situation for Sakai City in five years, it is necessary to address the following issues:

- 1) Ensuring a safe and secure living environment in terms of facilities and equipment;
- 2) Forming more cooperative relationships with various organizations to provide support for sexual violence victims, and revealing even more cases of sexual crimes;
- 3) Raising citizens' awareness that they should become neither victims nor perpetrators (education, open seminars, information literacy, citizens' awareness);
- 4) Developing citizens' awareness as the mainstay of safety and security, and involving many more citizens as key players.

If the above objectives are achieved effectively through close cooperation between citizens and the city, this means the realisation of public spaces in which sexual violence and sexual harassment against women and girls are prevented and controlled. At the same time, this means the realisation of Sakai City's ultimate goal, "Sakai as a Safe and Secure Community for Everyone."



## Term Definition

Term		Definition	
*1	Public spaces	Generally speaking, this means a space whose ownership and managerial/supervisory authority belong to a public organization. In terms of the themes discussed in this report, however, the term refers to all types of outdoor space used by many and unspecified citizens in their everyday lives.	
*2	Girl	A female aged from 0 to 18 (high school students)	
*3	Sexual violence in cyber space	Exchange of information involving all forms of sexual violence, as well as slurs against a person's personality and mental blackmail, in an information space through computer networks and in a virtual space in which many users can obtain information freely	
*4	Molestation	Touching someone either on their clothes or directly in a public space or in a public vehicle as a way of making the victim feel considerably ashamed or afraid	
*5	Violent sexual crimes	*5-1 Rape	Illicit intercourse with a girl aged 13 or over through assault or threat, or illicit intercourse with a girl aged 12 or less
		*5-2 Indecent assault	Indecent act against someone aged 13 or over through assault or threat, or indecent act against someone aged 12 or less
		*5-3 Public indecency	An indecent act committed publicly
		*5-4 Distribution of an obscene object	Distribution of an obscene document, picture, recording media containing electromagnetic records, etc., or public display of such an item
		*5-5 Abduction and kidnapping	Abduction or kidnapping of a person, including minors, for commercial, obscene, or marriage purposes, or as a threat to that person's life or body
*6	Vandalism phenomenon	Phenomenon of sudden urbanization leading to the generation of an anonymous community, and also to the artificial destruction of public goods, private goods, art works, etc. (Such desolation of urban spaces leads to a decline in public security, and acts as an element that facilitates sexual crime.)	

*7	Specific groups that need special support ("socially disadvantaged people")	Those in a situation where social support is difficult to reach, such as needy households, individuals from abroad, senior citizens living alone, the mentally disabled, and minorities (ethnic minorities, transgender individuals, etc.)
*8	Sexual minority	Specifically, lesbians, gays, bisexuals, and transgender individuals (incl. those with a gender identity disorder), as well as intersex individuals (hermaphrodites), questioning individuals (those exploring their gender and sexuality), asexual individuals, etc.
*9	Ethnicity	In the modern age, each nation-state is home to multiple ethnic groups, each of which consists of members sharing an origin and culture. Ethnicity is a symbolic act and a system of recognition represented by each ethnic group and connected with each group's culture.
*10	Street crime	Violation of criminal law through snatching, street mugging, motorcycle theft, stealing from aboard vehicles, parts stealing, car theft, or bicycle theft

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