

JAPAN NATIONAL STATEMENT

15th UNITED NATIONS CONGRESS ON CRIME PREVENTION AND CRIMINAL JUSTICE [ABU DHABI CONGRESS]

Japan's initiatives in the fields of crime prevention and criminal justice
to realize a sustainable, diverse and inclusive society
with the goal to "Leave No One Behind"



The Majestic Old Ministry of Justice Building: Red Brick Building

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This statement is the official statement by the Government of Japan to be submitted to the 15th United Nations Congress on Crime Prevention and Criminal Justice (hereinafter referred to as the “Congress”) to be held in Abu Dhabi, United Arab Emirates (hereinafter referred to as the “Abu Dhabi Congress”). In line with the Abu Dhabi Congress’s overall theme, “Accelerating crime prevention, criminal justice and the rule of law: protecting people and the planet and achieving the 2030 Agenda for Sustainable Development in the digital age,” and its four agenda items, this statement introduces Japan’s efforts in the fields of crime prevention and criminal justice since the 14th Congress (hereinafter referred to as the “Kyoto Congress”) towards realizing a sustainable, diverse and inclusive society that will “Leave No One Behind”, and also conveys Japan’s recommendations and commitments to the international community.

The National Statement for the Kyoto Congress is available on the Ministry of Justice of Japan website
https://www.moj.go.jp/EN/kokusai/m_kokusai02_00005.html



Japan's Contribution

Japan has contributed to the Congress over many years. In 1970, it hosted the 4th Congress in Kyoto, and approximately 50 years later, in 2021, it again hosted the 14th Congress in Kyoto, continuing to build upon that legacy. As the world's safest and most secure nation, Japan reaffirms its unwavering commitment to contributing to the realization of a sustainable, diverse and inclusive society that will "Leave No One Behind" through efforts to further promote the value of the rule of law and the respect for fundamental human rights throughout international society.

Today, the international community faces numerous challenges, including increasingly complex and sophisticated cross-border crime, the adverse effects of advancing digital technology and widening socio-economic disparities. Addressing these challenges and preventing such crimes requires not only the development of legal systems but also the establishment of a people-centred criminal justice system. Moreover, preventing crime at its roots necessitates a focus on those who are often marginalized within society. Japan will contribute to realizing a society that leaves no one behind, one that embraces even those who have been involved in crime. This will be achieved by promoting both prevention of recidivism and support for offender reintegration through education, vocational training and strengthening support systems in local communities for the people who commit crime.

Furthermore, Japan places great importance on cooperation with the international community, and in

cooperation with international organizations such as the United Nations Office on Drugs and Crime (UNODC) and the United Nations Asia and Far East Institute for the Prevention of Crime and the Treatment of Offenders (UNAFEI; see page 20 for details). UNAFEI is operated by Japan in cooperation with the United Nations (hereinafter referred to as the "UN") and is actively engaged in capacity-building assistance, human resource development and the enhancement of crime prevention measures using digital technology. Going forward, Japan will continue to strengthen support for enhancing the capabilities of law enforcement agencies and cooperation in combating cross-border crime, contributing alongside other nations to the formation of a fair and effective international criminal justice system.

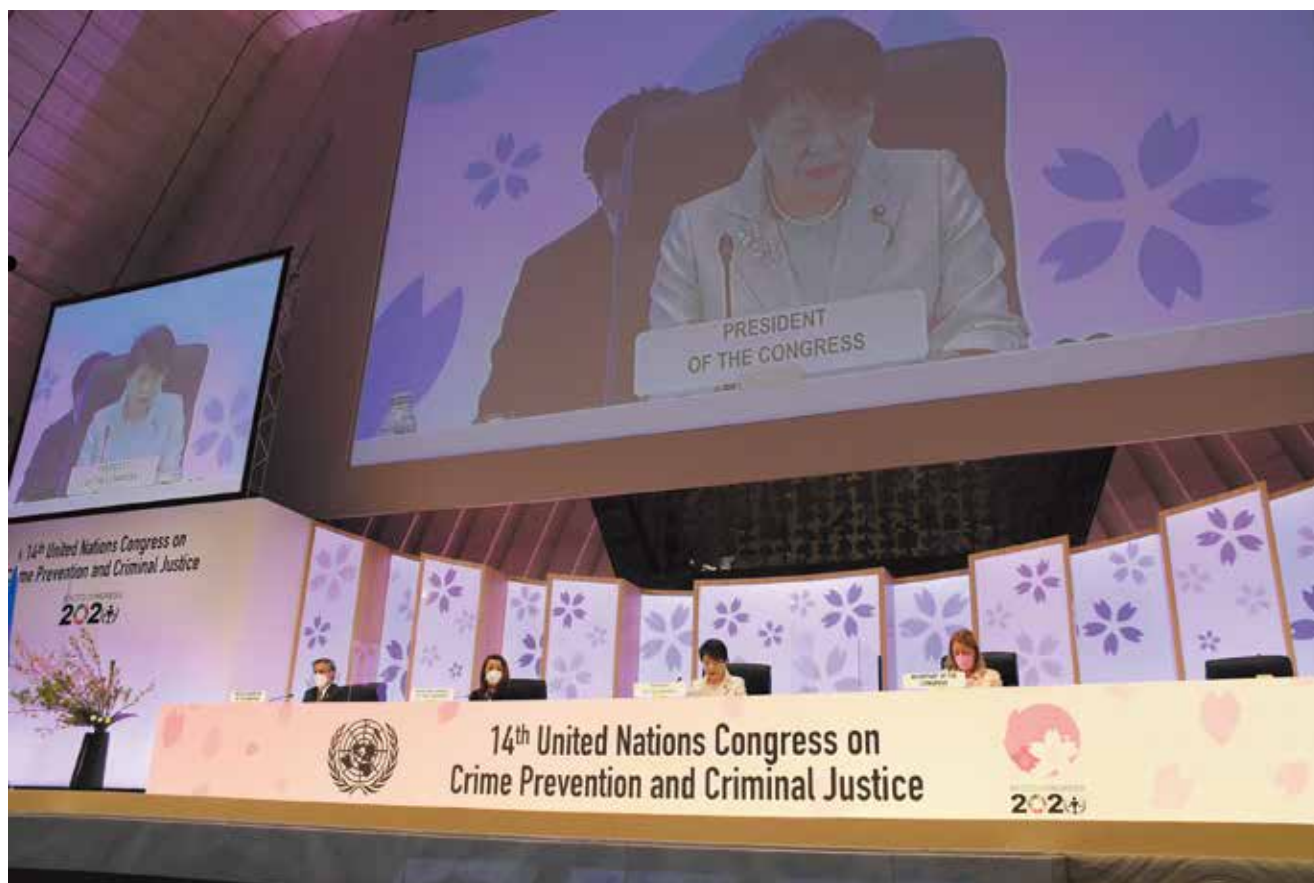
After the Abu Dhabi Congress and with an eye toward the post-2030 era, Japan will continue to work tirelessly to further advance its efforts in the fields of criminal justice and crime prevention, working hand in hand with youth, international legal experts and a broad range of stakeholders both domestically and internationally, with the aim of realizing a society in which the dignity of all people is equally protected and in which people can live in safety and security. What can the international community do to realize such society? Japan hopes that the introduction of our initiatives in this statement will contribute to the advancement of such efforts within the international community.

I. Legacy of the Kyoto Congress

The Kyoto Congress was held in Kyoto in March 2021 under the overall theme of “Advancing crime prevention, criminal justice and the rule of law: towards the achievement of the 2030 Agenda”, and the “Kyoto Declaration” was adopted as its outcome document.

In order to take leadership in implementing the

Kyoto Declaration, Japan has been promoting the rule of law by actively implementing initiatives based on three pillars: (1) “Establishing a network among regional practitioners for enhancement of international cooperation,” (2) “Fostering youth to play a role for the next generation in the field of criminal justice” and (3) “Promoting efforts to reduce reoffending globally.”



Opening Ceremony of the Kyoto Congress

A. Criminal Justice Forum for Asia and the Pacific: Crim-AP

The “Kyoto Declaration” confirmed the importance of strengthening international cooperation and establishing a regional network among law enforcement agencies. In this regard, in the Asia-Pacific region including Japan, there is a need to deepen mutual understanding among countries towards further strengthening international cooperation.

To that end, Japan, in collaboration with UNODC, established the South East Asia Justice Network (SEAJust), an operational network centred on the central authorities for mutual legal assistance in criminal matters in Southeast Asian countries. Furthermore, Japan conceived an idea to organize the Criminal Justice Forum for Asia and the Pacific (Crim-AP) (hereinafter referred to as the “Forum”) as a platform for sharing information about legal frameworks and practices relating to mutual legal assistance and offender treatment across countries in the Asia-Pacific region.

Based on this, the Ministry of Justice of Japan, in cooperation with UNODC, held the Forum four times in total between 2022 and 2025. The Forum

consists of two working groups, the Working Group on Mutual Legal Assistance (WG-MLA) and the Working Group on Offender Treatment and Rehabilitation (WG-OTR). Criminal justice practitioners from countries and organizations across the Asia-Pacific region participated in each working group. In the WG-MLA, participants shared challenges, knowledge and information regarding mutual legal assistance among countries on topics such as electronic evidence, witness statements and asset recovery (freezing, confiscation, etc.), and produced a handbook as a result of its efforts. In the WG-OTR, participants shared information and exchanged opinions on topics such as cooperation of various stakeholders and social approaches to reducing reoffending, and challenges and developments in the treatment of women prisoners. By facilitating information exchanges and knowledge sharing among criminal justice practitioners, Japan has promoted mutual understanding and trust among countries and further advanced international cooperation in the Asia-Pacific region.



The 4th Crim-AP (June 2025)

B. Global Youth Forum for a Culture of Lawfulness

In February 2021, the Kyoto Congress Youth Forum, held prior to the Kyoto Congress, adopted 40 recommendations for realizing a safe and peaceful society, which were submitted to the Kyoto Congress. The recommendations provided a fresh and unique perspective of youth to the discussions at the Kyoto Congress and were highly praised by countries around the world. The Kyoto Declaration also pointed out the importance of empowering youth through the holding of youth forums and other initiatives.

Building on these outcomes, the Ministry of Justice of Japan, in cooperation with the UNODC, conceived an idea of organizing a Global Youth Forum for a Culture of Lawfulness on a regular basis. “A Culture of Lawfulness” refers to a culture in which the general public respects the law and its enforcement, trusting that they are just and fair. It is an important factor which supports the rule of law in society. The Ministry hopes to develop this event together with the

youth so that this forum will be a place where the youth can deepen their understanding of contemporary issues on the rule of law and justice, understand and share their diverse backgrounds and values, and foster networks and friendships, while bringing their voices to the UN.

The Ministry of Justice of Japan has held the forum four times since 2021, and in 2023, in conjunction with the “Justice Affairs Diplomacy” Ministerial Forum,* it co-hosted the ASEAN-Japan Special Youth Forum for Promoting the Rule of Law with the Thailand Institute of Justice (TIJ), where youth from Japan and ASEAN countries discussed the rule of law. The outcomes of these discussions were compiled as recommendations and submitted to the ASEAN-Japan Special Meeting of Justice Ministers and the United Nations Commission on Crime Prevention and Criminal Justice (CCPCJ).



The 3rd Youth Forum (February 2025)

* In July 2023, on the invitation of the Ministry of Justice of Japan, the “Justice Affairs Diplomacy” Ministerial Forum, composed of three meetings—the ASEAN-Japan Special Meeting of Justice Ministers, the G7 Justice Ministers’ Meeting and the ASEAN-G7 Justice Ministers’ Interface—was held with the participation of the Ministers of Justice of ASEAN and G7 countries, as well as representatives of international organizations.

C. The Kyoto Model Strategies: Formulation of the UN Standards and Norms on Reducing Reoffending

The Kyoto Declaration reflected strong interest in reducing reoffending, including detailed provisions on enhancing measures to reduce reoffending, such as multi-stakeholder partnerships.

At the Kyoto Congress, in the workshop titled “Reducing Reoffending: Identifying Risks and Developing Solutions”, organized by UNAFEI in collaboration with UNODC and TIJ, and at the ancillary meeting titled the “World Congress for Community Volunteers Supporting Offender Rehabilitation”, discussions were held on the importance of involving community volunteers, including volunteer probation officers (*“hogoshi”*), in efforts to reduce reoffending. Building on the outcomes of these discussions, Japan led the formulation of the “United Nations Model Strategies on Reducing Reoffending”, known as the “Kyoto Model Strategies”,

which were adopted at the United Nations General Assembly in December 2025.

The Kyoto Model Strategies are structured around six Core Principles considered necessary for promoting the reduction of reoffending, covering individualized approaches, treatment of offenders in correctional facilities and in the community, and the role of communities. These Core Principles are elaborated through 18 model strategies, further broken down into 72 paragraphs. In a section that refers to the importance of multi-stakeholder partnerships and collaboration with community volunteers, Japan’s *“hogoshi”* are introduced as an example of good practice, reflecting the insight Japan has gained on reducing reoffending through public-private collaboration and multi-stakeholder partnerships.



United Nations General Assembly (December 2025) (left) and the reconvened second meeting of the intergovernmental expert group (April 2025) (top right, bottom right)

II. Advancing Crime Prevention Strategies (Agenda Item 1)

Crime prevention is an integral part of building safer and more sustainable societies, as reflected in the Kyoto Declaration and in the 2030 Agenda, including the Sustainable Development Goals (SDGs). Recognizing the importance of preventing recidivism

in responses to crime, Japan has formulated a national strategy and action plan, and is promoting initiatives within prisons and other institutions, as well as within society, while also utilizing multi-stakeholder partnerships.

A. Development of National Strategies and Action Plans

As a national strategy for preventing recidivism, the Act for the Prevention of Recidivism (hereinafter referred to as the “Recidivism Prevention Act”) was enacted in December 2016 to further promote recidivism prevention nationwide. Following the enactment of this Act, the Japanese government adopted the “Recidivism Prevention Plan” (hereinafter referred to as the “First Plan”) at a Cabinet meeting in December 2017, with a five-year implementation period from FY2018 to FY2022, to comprehensively and systematically promote recidivism prevention measures. Based on the results and challenges of the efforts under the First Plan, the Cabinet adopted the “Second Recidivism Prevention Plan” in March 2023 (hereinafter referred to as the “Second Plan”; collectively with the First Plan, the “Recidivism Prevention Plan”), with a five-year implementation period from FY2023 to FY2027.

The Second Plan sets out the following seven priority issues and lists 96 specific initiatives.

- A) Securing Employment and Housing;
- B) Facilitating the Use of Health, Medical and Welfare Services;
- C) Implementing Educational Support in Collaboration with Schools and Others;

- D) Implementing Effective Guidance That Is Tailored to the Individual Attributes of Persons Who Have Committed Offences;
- E) Promoting Activities of Cooperating Members of the Private Sector;
- F) Advancing Community-based Inclusion;
- G) Developing Foundations for Recidivism Prevention.

Various factors influence those who repeatedly commit crimes and delinquent acts, and the criminal justice process does not necessarily resolve these. Therefore, it is important that once the criminal justice process is concluded, the state, local governments and private sector partners need to continue to cooperate to provide support to help reintegrate individuals who have committed crimes or delinquent acts back into



“No Returning to Crime, No Facilitating Other’s Return to Crime” is a message of determination to build a society in which those who have committed crimes or delinquent acts can be naturally accepted back into society, rather than being excluded and isolated from it.

the local community.

In recognition of the importance of this support, the Second Plan newly positions “Advancing community-based inclusion” as one of the priority issues and advances it as a major challenge. It is expected that local governments will play a central role in providing support after the criminal justice process has

concluded by providing various administrative services to the public. The Ministry of Justice of Japan will promote local government efforts to prevent recidivism through measures like financial support to prefectures engaged in providing assistance to municipalities, as well as in providing direct support to those who have committed crimes or delinquent acts.

B. Introduction of the New Sentence of “Imprisonment”

In June 2025, the Penal Code was partially amended in Japan, creating the new sentence of “imprisonment” in place of imprisonment with or without work. The introduction of “imprisonment” has made it possible to provide treatment tailored to each inmate’s needs, rather than assigning identical work to all inmates. This approach is expected to facilitate more effective rehabilitation and promote smoother reintegration into society (for example, for drug-dependent inmates, efforts are made to implement detailed treatment according to the characteristics of each inmate by coordinating meetings with experts from external self-help groups and specialized institutions, etc.).

To further promote efforts to realize treatment appropriate for the age of the new sentence of “imprisonment”, Japan has established the principle that every staff member should embrace “the power of belief in rehabilitation, towards a safer and more



Meeting with DARC
(Drug Addiction Rehabilitation Center) staff at a prison

prosperous society” as the mission of Japan’s correctional administration. Currently, the “National Strategy for Correctional Administration 2030” is being formulated, which outlines the direction of initiatives to achieve this goal. Moving forward, Japan will continue striving to implement appropriate and effective correctional treatment, while upholding the fundamental purpose of the new sentence of “imprisonment”.

C. Implementation of Evidence-Based Assessment and Treatment within the Community

The Ministry of Justice of Japan has developed an assessment tool (Case Formulation in Probation/Parole: CFP) based on the Risk, Need and Responsivity (RNR)

principles, and has been implementing it at probation offices since January 2021. CFP consists of assessing recidivism risk, identifying factors linked to crime or

delinquency or matters promoting rehabilitation, and case formulation. Probation officers formulate treatment plans based on assessments using CFP.

Probation officers also conduct specialized treatment programmes based on cognitive behavioural therapy for offenders. There are four types of programmes: the Relapse Prevention Programme on Sexual Recidivism, the Drug Abuse Relapse Prevention Programme, the Violence Prevention Programme and the Drunk-Driving Prevention Programme. Studies evaluating the effectiveness of programmes for sexual

offenders and drug offenders have shown that these programmes are effective in recidivism prevention.



Specialized Treatment Programmes

D. Promoting Crime Prevention Strategies through Multi-Stakeholder Partnerships

1. Multi-Stakeholder Partnerships in the Correctional Field

Collaboration with various institutions is an important pillar in all aspects of promoting correctional administration, including new offender treatment methods in the age of the new “imprisonment” system.

The Correction Bureau of the Ministry of Justice of Japan cooperates with local governments, primarily eight Regional Correction Headquarters across the country, in formulating local recidivism prevention promotion plans. It also promotes mutual understanding and builds momentum for community collaboration in preventing recidivism by conducting public relations activities at each facility, holding tours for local government officials and holding workshops with correctional officers.

Some penal institutions also operate their facilities using the funds and expertise of private businesses.

Furthermore, prisons and juvenile training schools are working to further enhance vocational training and social reintegration support in collaboration with the Ministry of Health, Labor and Welfare, probation

offices, private companies and other entities.

In addition, through cooperation with welfare agencies, medical institutions, universities and others, efforts are being made to further enhance and strengthen educational programmes such as psychological support and Guidance for Overcoming Drug Addiction.

Juvenile Assessment Centers also work in collaboration with schools and other educational institutions, child welfare institutions etc., and provide assistance to prevent delinquency and crime in the local community in response to consultations from these institutions.

In this manner, actions to prevent recidivism are



Meeting with the mayors and local government officials of areas where correctional facilities are located

promoted by the central government, local governments and the private sector working as one team in correctional administration.



Drone-based correctional occupational therapy operated in collaboration with a private company



Community support services at a Juvenile Assessment Center

2. Multi-Stakeholder Partnerships in the Field of Community-based Offender Rehabilitation

The Rehabilitation Bureau of the Ministry of Justice of Japan is working to prevent recidivism in the community in cooperation with the private sector as well as civil society organizations and volunteers such as *hogoshi*. *Hogoshi*, or volunteer probation officers who support the rehabilitation of offenders and juvenile delinquents in the local community, work with probation officers to conduct probation, support the reintegration of those released from prison and are also involved in crime prevention activities in the community.

In addition, probation offices respond to consultations from local residents, including those who have committed offences in the past, as well as related organizations and groups, and utilize their professional expertise on offender-rehabilitation to

provide necessary information, advice and other assistance. As part of these efforts, they work to establish cooperative frameworks with relevant organizations and groups within the community. This ensures that individuals who have committed crimes can receive necessary support from these local stakeholders.

As the Kyoto Declaration and the Kyoto Model Strategies emphasize the importance of collaboration among multiple organizations, including the private sector and civil society organizations, Japan will further promote the strengthening of multi-stakeholder partnerships.



Interview by a *hogoshi*

3. UNAFEI's Promotion of Multi-Stakeholder Partnership

To contribute to enhancing measures to reduce reoffending globally, UNAFEI aims to enhance the international recognition of, and to contribute to making the best use of community volunteers, including *hogoshi*, or the volunteer probation officer system, as well as the Kyoto Model Strategies through international and regional training programmes, bilateral cooperation, and through cooperation with UNODC and with criminal justice practitioners from around the world who are members of UNAFEI's alumni network. In doing so, UNAFEI strengthens collaboration with the private sector, including *hogoshi* and cooperating employers.

III. Promoting People-Centred, Inclusive, and Responsive Criminal Justice Systems (Agenda Item 2)

A peaceful and inclusive society is realized when all people equally benefit from the law through an effective and transparent criminal justice system. Japan is committed to promoting a people-centred, inclusive and responsive criminal justice system, grounded in respect for fundamental human rights and the principles of the rule of law. This aims to ensure that

justice and support accessible to all individuals, including crime victims and their families, and to foster widespread recognition in society of a “Culture of Lawfulness” in which all people, including younger generations, trust and respect the law and its enforcement as just and fair.

A. Victim-Centred Approach

1. Victim Support Officers System at Public Prosecutors’ Offices (Example of Enhanced Victim Support through Multi-Stakeholder Partnerships Including NGOs)

District Public Prosecutors’ Offices across the country have assigned “Victim Support Officers” to provide more detailed support to crime victims. Victim Support Officers respond to inquiries from crime victims and others, guide and accompany them to court, provide support for procedures such as

viewing case records and returning evidence and also introduce relevant institutions and groups that provide psychological, lifestyle and financial support according to the circumstances of each crime victim or affected person.

2. Systems for Hearing and Communicating Victims’ Sentiments

Penal institutions, juvenile training schools and probation offices in Japan have established systems to more directly reflect the sentiments of crime victims, take into consideration their situations and feelings, and at the same time, further deepen the feelings of remorse of inmates and probationers and parolees, thereby effectively promoting their rehabilitation. Under these systems, victims can convey their sentiments about the crime, as well as their opinions on the current situation and actions of the perpetrator to correction officers and probation officers. Upon requests from the victims, these feelings can be conveyed to perpetrators who are serving their prison sentence, committed to juvenile training school, or on probation or parole.



Penal institutions and juvenile training schools commenced operation of this system on 1 December 2023. In 2024, 135 interviews aimed at assessing emotions and other factors were conducted, with the

findings communicated in 129 of these cases. Furthermore, in probation offices, there were 181 cases where sentiments of crime victims were conveyed to perpetrators during the same year.

B. Improving Access to Justice for All

In Japan, the government has established the Japan Legal Support Center (*Houterasu*) with financial assistance to provide legal support to individuals facing various challenges, such as being unable to afford an attorney due to financial hardship. *Houterasu* has 50 district offices across Japan, along with offices in areas suffering from a shortage of attorneys, as well as in areas where residents have no legal experts nearby, creating a network for access to justice where full-time attorneys are available to provide consultations.

Specifically, it provides legal support to those in financial difficulty, such as free legal consultations and advance payment of attorneys' fees, as well as services related to court-appointed defence counsel for suspects and defendants. In recent years, it has collaborated with related organizations to provide comprehensive support, including legal assistance, to victims of natural disasters such as earthquakes and heavy rains, single-parent families, crime victims and foreign residents.

Furthermore, the Attorney-Based Victim Support System, which began operation on 13 January 2026, provides comprehensive and continued support by attorneys from the beginning of an incident for crime victims who meet certain requirements, with the expenses covered by *Houterasu* in principle.

These activities of *Houterasu* are an effort to ensure that everyone in Japan has access to justice and a path to resolution when they have a legal dispute—under



Houterasu logo



An image of a consultation using a translation device

the principle of the rule of law—and play an important role in achieving SDG 16.

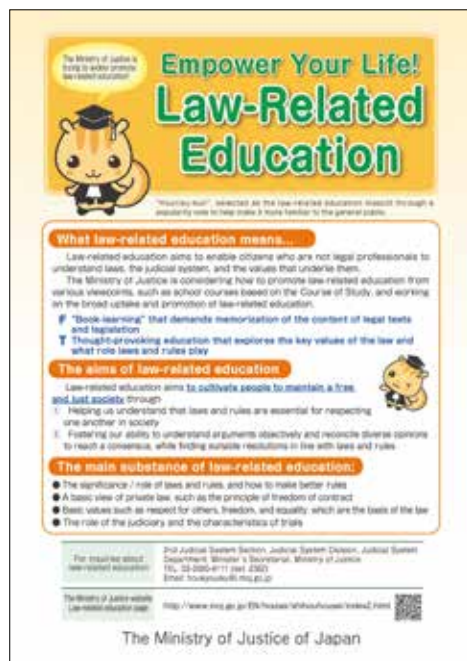
As *Houterasu* celebrates its 20th anniversary in April 2026, it aims to improve access to justice for people facing various challenges in order to realize a society that will “Leave No One Behind.”

Furthermore, Japan enacted the Act Partially Amending the Code of Criminal Procedure and Related Acts, in Response to Developments in Information and Telecommunications Technology. This legislation aims to facilitate and expedite criminal proceedings and related processes, reduce the burden on citizens involved in such proceedings through the

use of information and communications technology (ICT) and enable appropriate responses to offences involving the misuse of such technology. It provides for the digitization of documents handled in criminal proceedings and related processes, the online

transmission and receipt of such documents, further utilization of video link systems in criminal proceedings and legal frameworks enabling appropriate responses to criminal incidents arising from the advancement and proliferation of ICT.

C. Fostering a Culture of Lawfulness



Law-related education leaflet



Law-related education mascot,
"Hourisu-kun"



Law-related education seminar

Japan aims to further enhance public understanding of the law and the judicial system through law-related education, encompassing younger generations. This aims to cultivate individuals who will support a free and fair society and ensure that a culture of lawfulness is passed on to future generations.

Law-related education aims to enable members of the public who are not legal professionals to understand the law, the judicial system and the values underlying them, and to develop legal reasoning skills.

This initiative is considered crucial for upholding the rule of law and realizing a peaceful and just society

(SDG 16).

Moreover, in recent years, the importance of law-related education aimed at fostering respect for diverse values and legal reasoning skills has grown increasingly significant. This is to protect youth from various troubles through the social media, including recruiting youth to perform illegal part-time jobs, which has become a societal concern, and consumer troubles.

In this context, seminars are conducted to develop law-related education materials tailored to children's developmental stages and to equip teachers and others with practical methods for delivering law-related



On-site lessons at Japanese language schools

education lessons. Furthermore, in response to requests from schools and various organizations, outreach initiatives are implemented, such as dispatching Ministry of Justice staff members who are legal professionals as instructors to give law-related education classes to children and students. Recently, in response to requests from Japanese language schools, outreach classes were held for foreign nationals residing in Japan, featuring mock trials and introductions to Japan's judicial system.

Plans are in place to continue broadly promoting law-related education so that every citizen in Japanese society can further deepen their understanding of law

and the judicial system.

Furthermore, the Ministry of Justice of Japan believes that a culture of lawfulness is essential for sustainable crime prevention. In light of this, the Ministry regularly hosts the “Global Youth Forum for a Culture of Lawfulness” (see page 3) to promote the empowerment of youth around the world. The Ministry further contributes to fostering and promoting a culture of lawfulness globally by delivering dedicated lectures in UNAFEI's international training programmes, such as the International Training Course on the Criminal Justice Response to Corruption.



International training programmes at UNAFEI

IV. Addressing and Countering New Forms of Crime, Including Organized Crime and Terrorism (Agenda Item 3)

Organized crime and terrorism are threats to international peace and security, and the criminal landscape is rapidly evolving owing to the speed of technological advancements. Furthermore, structural changes are being seen in certain criminal and terrorist

groups, as they seek to take advantage of loopholes in criminal justice systems. In Japan, relevant ministries and agencies are working together to tackle and combat new forms of crime, including cybercrime.

A. Countermeasures Against Cybercrime

Recently, there have been a series of incidents of what appear to be DDoS attacks and cyberattacks aimed at stealing information against critical infrastructure providers, such as government agencies and financial institutions. While AI, the use of which is rapidly expanding, is expected to bring various benefits, there are also concerns about the risks of crimes and the impact on national security caused by the misuse of AI, such as malicious programmes, phishing emails, misuse to create false information, diversion to military use and leaks of confidential information.

To address these threats, the police of Japan established the “National Cyber Unit” in the Kanto Regional Police Bureau in April 2022. In April 2024, the team was renamed the National Cyber Department, and in April 2025, the Special Measures Division was established within the National Cyber Department. The Special Measures Division handles serious cyber incidents, while prefectural police cyber divisions handle cyber incidents that require advanced expertise and skills. In addition, given the current situation in which virtually all crimes exploit the Internet, a system has been established to provide technical support to investigative divisions other than the Cyber Department so that they can respond to cyber incidents



Committee Meeting of the Convention against Cybercrime (June 2025)

and cybercrimes.

As many cyber incidents are conducted across borders, international cooperation is crucial to addressing such cases. The police of Japan are actively engaged in information exchange and the establishment of multilateral cooperative relationships to share information on cyberspace threats, strengthen cooperation on international investigative assistance, and share knowledge and experience in information technology analysis. For example, the Cyber Affairs Bureau of the National Police Agency, together with relevant government ministries and agencies,

participated in the Octopus Conference 2025 (Global Conference on Cybercrime), held in France in June 2025, which brought together parties to the Convention on Cybercrime and other international organizations. The Bureau discussed and shared information on cybercrime countermeasures in each country, promoting further strengthening of international cooperation. The Bureau is committed to continuous information sharing and analysis within the organization, as well as active participation in investigative conferences hosted by international organizations, and also appointed a liaison officer at EUROPOL dedicated to cybercrime countermeasures. As a result, the National Cyber Department and other Japanese police departments are participating in international joint investigations. These investigations have yielded results such as halting or reducing the activities of ransomware groups through the apprehension of suspects, the shutdown of criminal infrastructure and the seizure of cryptocurrency assets.

As one of the measures to ensure strict actions against cybercrime, the Public Prosecutors Office of Japan established Japan Prosecutors Unit on Emerging Crimes (JPEC) in April 2021 to further enhance its organization-wide ability to respond appropriately to new digital threats. JPEC collects, manages and provides information useful in uncovering crimes involving the use of information and communications technologies (ICTs). It also supports investigations and trials by carrying out discussions on issues related to ICTs with public prosecutors nationwide, collecting and analysing achievements and challenges, and collaborating with specialized external organizations to consider effective methods for establishing evidence.

In addition, JPEC provides public prosecutors and assistant officers nationwide with specialized expertise on digital forensics gathered from public and private



organizations across Japan. This involves extracting digital data stored in seized smartphones, computers, and other similar devices through proper procedures, analysing the extracted data, and identifying evidence for use in court. JPEC also plans and implements numerous practical training programmes with a particular emphasis on hands-on training using digital forensics tools, so that participants can acquire the latest knowledge on digital evidence analysis techniques and methods, cryptoassets and cybercrime. JPEC also works closely with foreign law enforcement agencies to exchange information and strives to strengthen relationships with them by participating in international conferences on cybercrime, such as the annual general meeting of the European Judicial Cybercrime Network.

Furthermore, in Japan, amendments to the Criminal Code applicable to cybercrimes were implemented in 2025, including the creation of new penalties for crimes such as the fraudulent creation of electromagnetic records and the introduction of court orders requiring the provision of electromagnetic records.

Moreover, UNAFEI, which provides technical assistance, will organize an international training course in May 2026 focusing on the criminal justice response to cybercrime and the misuse of cryptoassets, aiming at strengthening the capacity of criminal justice practitioners in these areas.

B. Countermeasures Against Organized Fraud

In Japan, the core of the criminal organizations that siphon off the profits earned from various crimes has recently become anonymous. These “anonymous, mobile criminal groups,” characterized by loose connections between members through social media, recruit perpetrators by offering high rewards on social media, have them commit crimes such as fraud and then essentially dispose of them. Japanese government acknowledges that this problem has become an urgent issue.

In order to address these issues, investigative agencies in Japan are working to develop staff with specialized knowledge of digital forensics through training and other means, as well as expanding and strengthening analytical equipment for seized evidence such as smartphones and strengthening their information technology analysis systems, and are taking strict measures to deal with cases that should be treated as criminal cases.

From an international perspective, organized fraud based in Southeast Asia is deeply connected to trafficking in persons, and the damage caused by fraud is increasing due to the misuse of emerging technologies such as AI and the use of cryptocurrencies, making fraud methods more sophisticated. Considering this situation, Japan is contributing to the prevention of organized fraud by providing technical cooperation and capacity-building support to Southeast Asian countries through the UNODC and the International Criminal Police Organization (ICPO).

For example, with Japan's support, UNODC implemented a project in FY2024 to strengthen the professional capabilities of law enforcement agencies and frontline police officers to respond promptly and



Staff instructing on how to analyse electronic devices seized by the Philippine government

cooperatively to transnational organized crime, particularly trafficking in persons for forced criminality. The project established an Emergency Response Network (ERN), which was used to investigate trafficking in persons, primarily in scam centres and casinos. It also provided training to law enforcement officers in target countries in Open Source Intelligence (OSINT), cryptocurrency tracking, evidence management and dark web investigations. Furthermore, in August of the same year, under a Japan-funded ICPO project, ICPO officials travelled to the Philippines at the request of the authorities to analyse electronic devices seized during the crackdown on a fraud hub and provide guidance on cryptocurrency tracking. The crackdown led to the rescue of more than 650 trafficking victims who had been forced into romance scams and other crimes.

Regarding measures against organized fraud, UNAFEI is providing technical assistance, particularly in the Southeast Asian region, on strengthening investigative capacity to tackle organized fraud and enhancing capacity to facilitate effective and prompt mutual legal assistance using the model templates

developed at the ASEAN-Japan Criminal Justice Seminar (see below p.21).

Going forward, Japan will continue to make efforts to combat international organized fraud and contribute to the realization of a society in which people can live safely and securely.

C. Countering Terrorism and Violent Extremism

Terrorist organizations such as ISIL (Islamic State of Iraq and the Levant) are believed to be using quadcopters and fixed-wing drones mainly in Africa and the Arabian Peninsula, and are said to be particularly active in foreign-made quadcopters, which are inexpensive and easily available. Terrorist organizations have taken notice of the inherent performance of drones and are increasingly using them for surveillance, aerial photography for propaganda activities and weapon delivery.

Moreover, in recent years, the Afghanistan-based Islamic State Khorasan Province (ISKP) has been spreading extremist ideology through the digital space, intensifying recruitment activities, particularly targeting people in a certain area, and plotting terrorist attacks around the world.

Today, terrorist organizations are leveraging new technologies, such as generative AI for propaganda and employing highly confidential communication apps. Consequently, countering online terrorism and violent extremism is becoming increasingly important. Partnerships with the private sector and youth engagement are essential to these efforts. In December 2025, Japan, co-hosted by the Ministry of Foreign Affairs, UNODC, UNAFEI, and the EU, invited counterterrorism departments, police authorities and



Workshop on Counter-Terrorism and Rule of Law
in South Asia (December 2025)
(Photo: Ministry of Foreign Affairs)

civil society (NGOs) representatives from South Asian countries (India, Sri Lanka, Nepal, Bangladesh and the Maldives) to a workshop on the role of youth in preventing violent extremism and responding to it in the digital space.

At the same time, the deportation, prosecution and reintegration of foreign terrorist fighters into society remains a key issue for the international community, and appropriate prosecution after deportation is particularly crucial. Based on the belief that the “rule of law” is also important in international counter-terrorism efforts, Japan invited prosecutors and law enforcement officials from five Central Asian countries in February 2025 to hold the “Central Asian Counter Terrorism Workshop: Building Cooperation and Coordination to Promote the Rule of Law,” co-

hosted by the Ministry of Foreign Affairs, the International Institute for Justice and the Rule of Law (IJ), UNAFEI and the Ministry for Europe and Foreign Affairs (France).

Furthermore, through bilateral counterterrorism consultations and the Japan-US-Australia-India Counterterrorism Working Group, Japan is undertaking the following efforts: (1) strengthening practical cooperation while confirming the exchange of information and strengthening collaboration to counter terrorism, (2) contributing to projects by the UNODC and the ICPO as international counterterrorism measures and supporting capacity-building for law enforcement agencies in Southeast Asian countries as measures to counter terrorism, violent extremism and terrorist financing. Japan has also actively participated in meetings and discussions related to the Global Counterterrorism Forum (GCTF)—an international framework for counterterrorism, and has promoted cooperation with the Global Community Engagement and Resilience Fund (GCERF), an inspiring institution of the GCTF—and the IJ through contributions to projects and co-hosting of events.



Workshop on Counter-Terrorism and Rule of Law
in Central Asia (February 2025)
(Photo: Ministry of Foreign Affairs)

Additionally, UNAFEI, which conducts training for foreign criminal justice practitioners and provides technical assistance, is working on a variety of themes in response to the requests and challenges of the international community. At the International Senior Seminar in January 2025, the theme was “Countering International Terrorism and Treatment of the Youth Involved in Terrorism”. The training focused on methods for securing credible testimony from youths involved in terrorist incidents, with the aim of strengthening the capabilities of counter-terrorism practitioners in each country.

V. Deepening Cooperation to Strengthen Collaboration and Partnerships in Crime Prevention and Criminal Justice (Agenda Item 4)

In a rapidly changing world, preventing crime and upholding justice require cooperation among governments, civil society and communities. As reflected in the Kyoto Declaration, Member States need to enhance multidisciplinary efforts to prevent and combat crime through international cooperation

and to develop multi-stakeholder partnerships with the private sector, civil society and others. Japan is working to strengthen cooperation and partnerships in the fields of crime prevention and criminal justice, including through UNAFEI's activities.

A. International Cooperation in Criminal Affairs

1. Mutual Legal Assistance

As transnational crimes, such as organized crime and cybercrime, become increasingly complex and serious, Japan is strengthening its international cooperation to adequately address them, including through active use of mutual legal assistance.

Japan has concluded treaties or agreements on mutual legal assistance in criminal matters with the United States, the Republic of Korea, China, Hong Kong, Russia, the European Union and Viet Nam, and provides timely mutual legal assistance through direct requests between central authorities with more than 30 countries and regions in total. In addition, Japan engages in mutual legal assistance with numerous States Parties under multilateral frameworks such as the Convention on Cybercrime, the United Nations Convention against Transnational Organized Crime and the United Nations Convention against Corruption. Furthermore, with other countries and regions, Japan provides mutual legal assistance through diplomatic channels based on assurances of reciprocity.

2. International Cooperation in the Field of Corrections

Japan actively promotes international cooperation in the field of correctional services through collaboration with foreign judicial institutions.

For example, the international prisoner transfer system promotes the rehabilitation and smooth reintegration of inmates into society by enabling them to serve their sentences in their home countries. Japan also endeavours to coordinate transfer procedures and exchange information with relevant countries, and by 2025, approximately 580 inmates had been transferred overseas.

Japan is also working to strengthen its correctional administration network in the Asia-Pacific region, participating in the annual Asian and Pacific Conference of Correctional Administrators (APCCA) to exchange knowledge on correctional administration challenges, treatment techniques, facility management, capacity-building and other topics. The conference is an important framework for contributing to improving the quality of correctional administration in the region, and Japan has been selected as the host country

for the conference in 2027. As preparations for the conference progress, Japan will further strengthen its cooperative relationships with countries in the region.

Japan intends to continue to steadily promote international cooperation in the field of correctional administration, making use of such international frameworks.



The 43rd APCCA (November 2025, Seoul)

3. International Cooperation in the Field of Community-based Offender Rehabilitation

In March 2021, the “1st World Congress for Community Volunteers Supporting Offender Reintegration” was held in Japan as an ancillary meeting of the Kyoto Congress. The conference brought together participants from Asia as well as Europe and the United States, and discussed the importance of community volunteers, including *hogoshi*, who participate in recidivism prevention activities.

Furthermore, in light of the approval of the declaration to designate 17 April as the “International Day for Community Volunteers Supporting Offender Reintegration” at the 2nd World Congress for Community Volunteers Supporting Offender Reintegration held in the Netherlands in April 2024, Japan held a webinar on 17 April, 2025, to exchange views with foreign jurisdictions in charge of community corrections to commemorate the first anniversary of

the day.

Additionally, as part of its collaboration with foreign governments, the Ministry of Justice delivered lectures on Japan’s legal framework on probation and parole at a training session for officers responsible for community corrections co-hosted by the Malaysian government and the UNODC. The Ministry also dispatched officials based on a Memorandum of Cooperation (MOC) exchanged between the Rehabilitation Bureau of the Ministry of Justice of Japan and the Crime Prevention Policy Bureau of the Ministry of Justice of South Korea, to share information on the policies and challenges faced by both countries.

Japan will also host the 3rd World Congress for Community Volunteers Supporting Offender Reintegration as part of the programme during the 7th World Congress on Probation and Parole, which is scheduled to be held in Bali, Indonesia, in April 2026.



The Japan-South Korea Memorandum of Cooperation (MOC) Signing Ceremony (July 2023)

B. Technical Assistance

1. The Importance of Cooperation and Partnerships in the Field of Criminal Justice

The globalization of crime continues unabated, and with the advancement of cutting-edge information technology, crimes are becoming increasingly complex and sophisticated. Furthermore, despite various measures being taken by countries around the world, problems such as chronic overcrowding in prison, correctional facilities that lack a rehabilitative environment and inadequate treatment to prevent recidivism remain common challenges for all countries. Given these circumstances, the importance of capacity-building and technical assistance through international cooperation, including the sharing of expertise and best practices, is steadily increasing.

2. Overview of International Cooperation through UNAFEI Activities (Progress since the Kyoto Congress)

(a) What is the United Nations Asia and Far East Institute for the Prevention of Crime and the Treatment of Offenders (UNAFEI)?

Established in 1962 under an agreement between the United Nations and the Government of Japan, UNAFEI is a UN regional training institute currently operated by the Ministry of Justice of Japan in cooperation with the UN, and one of the Institutes of the UN Crime Prevention and Criminal Justice Programme Network (PNI). Its primary activities include conducting international training and seminars for criminal justice practitioners from around the world and conducting research on crime prevention and offender treatment. A key feature of its activities is its broad collaboration and cooperation with participants from various countries, visiting experts from Japan and abroad, and a wide variety of organizations and institutions, embodying multi-stakeholder partnerships. Representative international training programmes are the Criminal Justice Training Programme, Offender Treatment Training Programme, Senior Official Seminar, and Anti-Corruption Criminal Justice Support Training, which are all held annually. These training courses cover a wide variety of topics, including transnational organized crime,



International training at UNAFEI

cybercrime, terrorism, money laundering, juvenile justice, public-private collaboration in anti-corruption, treatment of female offenders, and multi-stakeholder partnerships and public-private collaboration in preventing recidivism. Even since the Kyoto Congress, more than 300 people have participated from over 60 countries and regions. UNAFEI also conducts interregional and bilateral training programmes throughout the year. The international cooperation carried out through UNAFEI's activities, particularly the progress made in the five years since the Kyoto Congress, will be highlighted below.

(b) Technical assistance provided by UNAFEI

(i) Activities related to the Kyoto Model Strategies (KMS)

One of UNAFEI's most important activities since the Kyoto Congress has been its efforts to formulate and to make the best use of the KMS to contribute to enhancing measures to reduce reoffending globally. Specifically, UNAFEI convened an expert meeting with PNIs in October 2021 and compiled recommendations for UNODC to facilitate the drafting of the KMS. UNAFEI has also delivered international training on the treatment of offenders, to enhance international recognition of community volunteers, including *hogoshi*, and to share knowledge with countries on Japan's measures to reduce reoffending in correctional facilities, such as the initiatives of the new sentence of imprisonment. Furthermore, in line with the recommendation in the KMS to develop and implement rehabilitation programmes tailored to the individual circumstances of offenders and to conduct individual offender assessments as a prerequisite for such programmes, UNAFEI has provided advice and support to staff at the Philippine Department of Justice's Parole and Probation Administration and probation office in

developing new assessment tools and developing several specialized treatment programmes, as well as to staff at the National Directorate of Prison and Social Reintegration Services (Timor-Leste) in developing a new violence prevention programme and holding workshops to prepare for its implementation. In addition, UNAFEI trainings are attended by officials from Japan's correction and rehabilitation bureaus, and UNAFEI also offers a separate international training course for *hogoshi*, providing active *hogoshi* with information on international trends and practices in the treatment of offenders. Through these opportunities, UNAFEI provides support to help domestic practitioners deepen their understanding of the KMS and make the best use of the strategies in their daily work.

(ii) Collaboration with UNODC

UNAFEI collaborates and cooperates with many partners, but one partner whose collaborative relationship has expanded particularly since the Kyoto Congress is the UNODC. While cooperative relationships had existed prior to the Kyoto Congress, a wide range of collaborations have been implemented particularly since the Congress in regions and on themes where synergistic effects are more likely than if UNODC were to undertake the initiative alone. While bilateral cooperation in Southeast Asia has been undertaken in the past, including the proper management and operation of correctional facilities in Timor-Leste and the establishment and implementation of a community-based penal system in Cambodia, more recently, collaboration has expanded to cover a wider range of issues. For example, UNAFEI collaborated with the UNODC Bangkok Office to hold the ASEAN-Japan Criminal Justice Seminar. At this event, UNAFEI played an important role by conducting an exercise using the model template

request forms for mutual legal assistance based on the ASEAN Mutual Legal Assistance Treaty. The new model templates were formulated by UNODC together with ASEAN countries with funding from Japan, to implement more effective mutual legal assistance. Discussions were also held on the current situation and measures in ASEAN countries regarding issues in the field of offender treatment, such as prison overcrowding and the use of non-custodial measures. Collaboration with UNODC extends beyond Southeast Asia. Most recently, UNAFEI, in cooperation with the UNODC Bangkok office, conducted training in Japan and Fiji for Pacific Island countries on effective investigative techniques against transnational organized crime and on combating cybercrime and effective mutual legal assistance. Additionally, in cooperation with a technical assistance project for Ukraine run by the UNODC Headquarters in Vienna, UNAFEI conducted training in Japan for Ukraine's anti-corruption authorities to strengthen their capacity to conduct effective financial investigations (investigations related to tracing, identifying and recovering of criminal proceeds, including bribery, criminal proceeds and money laundering).

(c) UNAFEI's involvement and contributions to conferences and the United Nations

In addition to technical cooperation with UNODC, UNAFEI is actively involved in and contributes to various UN activities. UNAFEI is also a member of the United Nations Crime Prevention and Criminal Justice Programme Network of Institutes (PNI), which has a unique status and role at UN conferences that is distinct from government representatives and NGOs. From this perspective, UNAFEI continues to be actively involved in the formulation and implementation of policies in the field of criminal justice at the United Nations through



Running a workshop at the Kyoto Congress (March 2021)



Session held during a visit to Japan by
corrections officers
from the General Directorate of Prisons of Saudi Arabia
(July 2024)

its participation in and contribution to the Commission on Crime Prevention and Criminal Justice (CCPCJ), which has a policy-making function in the field of criminal justice, and various conferences.

One of UNAFEI's notable contributions in this area is the organization and management of workshops, which are part of the official agenda of the Congress. UNAFEI has overseen workshops since the 10th Congress in 2000, and is in charge of planning and managing Workshop 1 at the Abu Dhabi Congress in 2026, entitled "Building resilient societies, with a focus on protecting women, children and youth: Fostering engagement, education and the culture of lawfulness."

Furthermore, to promote cooperation between PNIs, UNAFEI cooperated with the Thailand Institute of Justice and the Naif Arab University for Security Sciences (NAUSS) to host training sessions in Japan for criminal justice practitioners and correctional authorities from Thailand and Saudi Arabia, respectively.

(d) UNAFEI's collaboration with other international organizations

UNAFEI actively concludes Memorandums of Cooperation (MOU/MOC) with international organizations around the world and actively participates in various international cooperation activities for the development of criminal justice.

Most recently, UNAFEI signed Memorandums of Cooperation with the Confederation of European Probation (CEP) and the International Criminal Court (ICC) in 2022, and with the International Penal and Penitentiary Foundation (IPPF) in 2025. Based on these memorandums, the CEP has been providing European expertise on probation, including sending lecturers to international training courses hosted by UNAFEI. UNAFEI held a joint seminar with the ICC on effective witness protection for Southeast Asian countries. UNAFEI further hosted

the IPPF Colloquium in 2025 under the theme of “Promoting Recidivism Prevention through the Use of the Kyoto Model Strategies for the Reduction of Reoffending.”

3. Maintaining and Developing UNAFEI Alumni

Over the past 60 years, more than 6,700 graduates from 144 countries and regions have participated in UNAFEI's international training programmes (as of December 2025). Many of these alumni have gone on to serve as high-ranking officials, including Chief Justices of the Supreme Court, Ministers of Justice and Attorneys General. To strengthen the personal networks cultivated over the years and further promote international cooperation in the field of criminal justice, UNAFEI will be holding an alumni event at the Abu Dhabi Congress.



UNAFEI activities with its alumni full of smiles

VI. The Abu Dhabi Congress and the Future Towards 2030 and Beyond

Following the Abu Dhabi Congress and beyond 2030, Japan will continue to strive to realize a sustainable, diverse and inclusive society that will “Leave No One Behind,” and will further promote efforts to instil values such as the rule of law and respect for fundamental human rights throughout the international community in all policy areas, both domestically and internationally.

Recognizing that the realization of this vision requires the participation and cooperation of not only states but also a diverse range of other actors, Japan

will systematically strengthen collaboration with a diverse range of domestic and international stakeholders, including foreign ministries of justice, judicial authorities and the UNODC, and will foster youth empowerment and engagement, to promote effective and sustained efforts.

Japan will focus on strengthening cooperation in the following three priority areas: cooperation with foreign ministries of justice and judicial authorities, multi-stakeholder partnership, and fostering youth empowerment and engagement.

A. Strengthening cooperation with foreign ministries of justice and judicial authorities

Amid growing international demands for measures to combat transnational crime, address human rights issues and improve legal systems, cooperation with foreign ministries of justice and judicial authorities is essential for promoting the rule of law internationally. Japan will work to expand collaboration, including legal technical assistance, human resource development and the sharing of expertise, to contribute to ensuring stability and fairness in the international community, with a particular focus on the following areas:

- Sharing knowledge and enhancing training programmes with foreign ministries of justice and judicial authorities regarding cutting-edge crime

countermeasures, including cybercrime, and recidivism prevention;

- Actively utilizing international cooperation in the fields of crime and terrorism countermeasures and prosecution and correctional services;
- Developing human resources who will promote the rule of law with an international perspective and legal thinking skills, and maintaining and strengthening personal networks.

Through these initiatives, Japan will continue to play a central role in promoting the rule of law in the international community.

B. Strengthening multi-stakeholder partnership

As the challenges facing modern society become more diverse and complex, it is essential to build relationships that allow a wide range of stakeholders, including not only the national government but also local governments, the private sector, NGOs, educational and research institutions, local communities and the technology industry, to cooperate in a mutually complementary manner. To this end, Japan will focus on the following measures going forward:

- Enhancing measures to reduce reoffending in cooperation with local governments, private-

sector partners and other stakeholders;

- Strengthening multi-stakeholder partnerships, including with NGOs, to enhance support for victims and other vulnerable individuals;
- Utilizing specialized and scientific knowledge in policymaking in cooperation with international organizations and research institutions;
- Promoting initiatives that utilize digital technology to improve access to justice.

These efforts are expected to contribute to improving the inclusiveness and sustainability of society.

C. Fostering youth empowerment and engagement

Youth are important members who will shape society's future, and at the same time, they are also the main actors with a strong interest and drive to address current social issues. To continuously maintain and develop values such as the rule of law and respect for fundamental human rights as the foundation of society, it is essential to educate, raise awareness and promote the participation of youth. Therefore, going forward, Japan will prioritize the following measures:

- Further expanding law-related education and human rights education in school and community education;
- Providing a framework for dialogue and

opportunities for youth to participate in the policymaking process;

- Contributing to fostering a culture of lawfulness among youth in each country through technical assistance.

Through these efforts, it is expected that youth will take the initiative in building a new society, contributing to the promotion of the rule of law and the fostering of a culture of lawfulness. Japan will provide opportunities for youth to have their voices heard in international forums, thereby contributing to strengthening the rule of law and realizing a safe and secure society.

Japan's Pledge: Commitment to the Future

As stated above, Japan places measures to instil values such as the rule of law and respect for fundamental human rights throughout the international community at the core of its efforts for the future, with the aim of realizing a sustainable, diverse and inclusive society that will “Leave No One Behind.” Japan pledges to serve

as a hub for these efforts, working in cooperation with foreign ministries of justice and judicial authorities and a wide range of other stakeholders, and fostering youth empowerment and engagement, to make every effort to build a society in which all people can live safely and securely under the rules.



The former and current Ministry of Justice buildings in spring



The Majestic Old Ministry of Justice Building

