

# **Measures to Combat Trafficking in Persons (Annual Report)**

**May 30, 2017**

Council for the Promotion of Measures to Combat Trafficking in Persons

## Contents

1 Introduction.....	1
(1) Definition of “Trafficking in Persons”.....	1
(2) Framework of Japan’s measures to combat trafficking in persons.....	3
2 Gaining a thorough understanding of trafficking in persons.....	6
(1) Incidence of trafficking in persons in Japan.....	6
i) Data relating to victims of trafficking in persons.....	6
ii) Data relating to those accused of trafficking in persons.....	8
iii) Cases.....	13
(2) Information sharing with governments of other countries.....	14
3 Prevention of trafficking in persons.....	15
(1) Prevention of trafficking in persons by thorough immigration control.....	15
i) Thoroughly strict immigration control.....	15
ii) Strict examination of visa applications.....	15
iii) Enhancement of the Visa Wide Area Network (Visa-WAN).....	15
iv) Strengthening of measures against forged documents.....	15
(2) Prevention of trafficking in persons through thorough residence management.....	16
i) Preventing crimes of trafficking in persons in the situation of imposter/illegal residence, through stringent residence management.....	16
ii) Strict control of illegal employment.....	16
iii) Promotion of active public relations and raising awareness for prevention of illegal employment.....	17
(3) Prevention of trafficking in persons for the purpose of labor exploitation.....	18
i) Improvement of Technical Intern Training Program by drastic revision.....	18
ii) Provision of information on legal protection to foreign technical intern trainees.....	19
iii) Strict enforcement of labor standards-related laws and regulations.....	20
(4) Measures in the new program aimed at greater utilization of foreign human resources.....	21
i) The Foreign Construction Worker Acceptance Program.....	21
ii) Project to Accept Foreigners Conducting Housekeeping Services in National Strategic Special Zones.....	22
(5) Efforts against the demand side for trafficking in persons.....	24
i) Educating people on the demand side of sexual exploitation.....	24
ii) Raising awareness of employers.....	25
4 Promotion of identification of trafficking victims.....	27
(1) Promotion of efforts based on “Measures for Identification of Victims”.....	27
(2) Informing latent victims about agencies to which they can report the crime and the measures for protecting them.....	28
(3) Strengthening of counseling in foreign languages.....	28

(4) Coordination with embassies in Tokyo.....	30
(5) Promotion of calling the attention of potential victims of trafficking in persons through overseas diplomatic missions.....	30
5 Eradication of trafficking in persons.....	33
(1) Thorough control.....	33
i) Thorough control of prostitution.....	33
ii) Rigorous response to the sexual exploitation of children (sexual victimization of children).....	33
iii) Thorough control of vicious employers and brokers.....	34
iv) Rigorous response to the problem of women being forced into appearing in pornographic materials.....	35
(2) Crime control across borders.....	36
i) Strengthening of cooperation with relevant foreign organizations.....	36
ii) Enhancement of international mutual legal assistance.....	37
6 Protection and support of trafficking victims.....	38
(1) Promotion of efforts based on “Measures for Protection of Victims”.....	38
(2) Strengthening of protection.....	39
(3) Provision of support to victims.....	39
i) Further improvement of temporary protection and assistance at Women’s Consultation Offices.....	39
ii) Provision of information to victims during the process of investigation.....	40
iii) Provision of legal support to victims and dissemination of legal support.....	40
iv) Return and reintegration assistance to foreign trafficking victims.....	41
7 Establishment of foundations for promotion of measures against trafficking in persons.....	43
(1) Participation in international efforts.....	43
i) Conclusion of the Trafficking in Persons Protocol.....	43
ii) Strengthening of cooperation with other countries.....	43
(2) Acquisition of people’s understanding and cooperation.....	46
i) Further promoting of government public relations.....	46
ii) Efforts through education.....	48
iii) Raising awareness of associations of small and medium enterprises.....	48
iv) Raising awareness of overseas travelers.....	49
(3) Strengthening of the system for promoting measures against trafficking in persons.....	50
i) Improvement of relevant administrative officers’ knowledge and awareness.....	50
ii) Promotion of cooperation and information exchange with relevant administrative agencies.....	51
iii) Cooperation with NGOs, IOM, etc.....	52
8 Future efforts.....	54

[Figure 1] Definition of trafficking in persons (Article 3 of the Trafficking in Persons Protocol).....	2
[Table 1] Main initiatives from 2004 to 2016.....	4
[Figure 2] The Second “Council for the Promotion of Measures Combat Trafficking in Persons” (Cabinet Secretariat).....	5
[Figure 3] Japan’s structure on measures to combat trafficking in persons.....	5
[Figure 4] Trends in the number of victims of trafficking in persons (2001 to 2016).....	8
[Figure 5] Nationalities of the 50 victims.....	8
[Figure 6] Status of residence of the 25 foreign victims.....	8
[Figure 7] Trends in the number of cases of arrests made and number of arrested suspects for the crime of trafficking in persons (2001 to 2016).....	9
[Figure 8] Nationalities of the 46 suspects.....	10
[Figure 9] Occupations of the 46 suspects.....	10
[Table 2] Charges imposed on the 43 prosecuted persons and their trial results (as of March 31, 2017).....	10
[Table 3] Charges imposed on the five persons reported as awaiting trial in the 2016 annual report and the results of their trials (as of March 31, 2017).....	13
[Figure10] Overview of the Technical Intern Training Act (Ministry of Justice, Ministry of Health, Labour and Welfare).....	19
[Figure 11] The Foreign Construction Worker Acceptance Program (Ministry of Land, Infrastructure, Transport and Tourism).....	22
[Figure 12] Utilization of foreign housekeeping support personnel (Cabinet Office).....	23
[Figure 13] Portable card with list of complaint/consultation services (English template) (Cabinet Office).....	24
[Figure 14] Poster (Cabinet Office).....	25
[Figure 15] Handbook of Safety Tips in Foreign Countries (Ministry of Foreign Affairs)(excerpt).....	25
[Figure 16] Leaflet (National Police Agency) (excerpt).....	28
[Figure 17] The process for taking victims into custody (Immigration Bureau).....	28
[Figure 18] Consultation and provision of information on trafficking in persons.....	31
[Figure 19] The Basic Plan for Measures against the Sexual Exploitation etc. of Children (plan for the preventing the sexual victimization of children) (National Police Agency).....	34
[Figure 20] Contact Point Meeting (National Police Agency).....	37
[Figure 21] Leaflet (Houterasu) (excerpt).....	41
[Figure 22] Seventh Mekong Region Workshop (JICA).....	44
[Figure 23] Minister Katsunobu Kato visiting a facility in Thailand (Ministry of Social Development and Human Security).....	44
[Figure 24] Leaflet (National Women’s Education Center of Japan) (excerpt).....	48
[Figure 25] List of ministries and agencies involved in measures to combat trafficking in persons.....	56

## **1 Introduction**

Trafficking in persons is a grave violation of human rights and requires a prompt and appropriate response from a humanitarian perspective as trafficking in persons causes serious psychological and physical pain for the victims and recovery from such damage is very difficult. As trafficking in persons is a serious crime that takes place across borders, measures to combat trafficking in persons have drawn great interest from the international community.

In light of the growing concern by the international community, the government formulated the “2014 Action Plan to Combat Trafficking in Persons” (hereinafter referred to as “2014 Action Plan”) in December 2014, as part of making “Japan, the safest country in the world” towards the 2020 Tokyo Olympic and Paralympic Games. The objectives of the 2014 Action Plan are to take appropriate actions to deal with the situation regarding measures to combat trafficking in persons, and for the government to collectively tackle trafficking in persons in comprehensive and holistic manner. To this end, the government is taking measures in line with this Action Plan.

In tandem with social and economic changes, methods of trafficking are expected to become more sophisticated, and the situation for trafficking in persons is expected to undergo changes. Amidst this situation, in order to produce positive results in measures to combat trafficking in persons in the future, it is vital to gain information about the latest trafficking situation, and to confirm and verify the progress for various policy measures. In view of that, the 2014 Action Plan specified that an annual report will be prepared to summarize Japan’s efforts in the area of trafficking in persons, including the implementation of trafficking policy measures and the crackdown of trafficking offenses.

This annual report summarizes the measures to combat trafficking in persons undertaken by the relevant ministries and agencies, with a focus on initiatives undertaken in 2016. Through this report, we hope to create opportunities to widely inform the citizens the real picture of the trafficking situation as well as to raise concern of measures to combat trafficking in persons.

### **(1) Definition of “Trafficking in Persons”**

Trafficking in persons is defined as follows, according to Article 3 of the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime (hereinafter referred to as the “Trafficking in Persons Protocol”).

#### **Article 3**

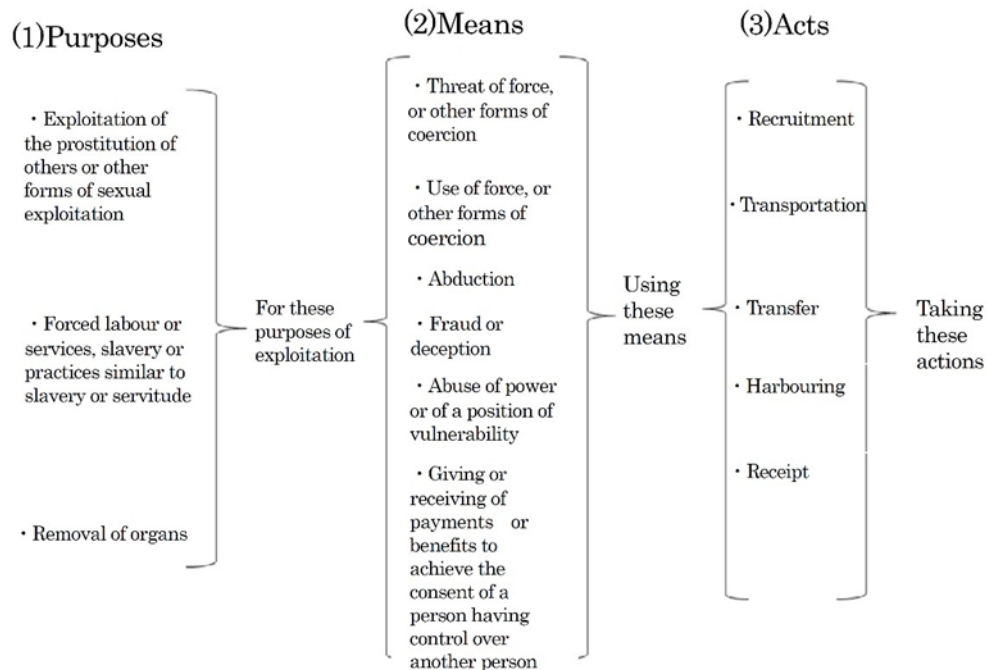
**(a) “Trafficking in persons” shall mean the recruitment, transportation, transfer, harbouring or**

receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs;

- (b) The consent of a victim of trafficking in persons to the intended exploitation set forth in subparagraph (a) of this article shall be irrelevant where any of the means set forth in subparagraph (a) have been used.
- (c) The recruitment, transportation, transfer, harbouring or receipt of a child for the purpose of exploitation shall be considered “trafficking in persons” even if this does not involve any of the means set forth in subparagraph (a) of this article;
- (d) “Child” shall mean any person under eighteen years of age.

This can be summarized briefly in the following figure.

[Figure 1] Definition of trafficking in persons (Article 3 of the Trafficking in Persons Protocol)



⊗ When a victim is a child under 18 years of age, it will be considered to be an act of trafficking in persons even if the means mentioned in (2) are not employed.

Although many of the victims are women and children, as laid out in this definition, trafficking in persons will include not only sexual exploitation such as prostitution, but also trafficking for purposes such as labor exploitation and the removal of organs. Therefore, regardless of sex or nationality, anyone could become a

victim of trafficking in persons. Furthermore, the act of trafficking in persons is not limited to the “buying and selling” of persons, but also includes acts such as deceiving victims for the purpose of exploitation, or taking advantage of those in a vulnerable position and placing the victims under one’s control. In cases where methods such as force, threats, and fraud are employed, the act may be considered as trafficking in persons even when the victim has consented to the exploitation. In addition, when a child under 18 years of age is placed under control for the purpose of exploitation, it will be considered to be an act of trafficking in persons even if the abovementioned means are not employed. Hence, trafficking in persons can take various forms.

As Japan has not concluded the United Nations Convention against Transnational Organized Crime (hereinafter referred to as the “Convention against Transnational Organized Crime”), it has also not concluded Trafficking in Persons Protocol. However, all acts that fall under the definition of trafficking in persons laid out in the Trafficking in Persons Protocol are now considered as criminal offenses in Japan through the revisions made to the Penal Code in 2005, when the crimes that were not punishable under domestic law at the time were codified (such as Crime of Buying or Selling of Human Beings).

## **(2) Framework of Japan’s measures to combat trafficking in persons**

In order to prevent and eradicate trafficking in persons and protect the victims, the government seeks to work closely with the relevant ministries and agencies, and in cooperation with the international community, put in place measures steadily and expeditiously. To that end, the government established the Inter-Ministerial Liaison Committee Regarding Measures to Combat Trafficking in Persons under the Cabinet in April 2004, which has since worked on establishing and implementing countermeasures.

However, the international community remains strongly concerned about measures to combat trafficking in persons, and Japan’s efforts in this area have also drawn the attention of the international community. Hence, in the Ministerial Meeting Concerning Measures Against Crime<sup>1</sup> held on December 16, 2014, the 2014 Action Plan was developed, which is a revised version of the 2009 Action Plan to Combat Trafficking in Persons. At the same time, during the Ministerial Meeting held on the same day, it was approved that the Council for the Promotion of Measures to Combat Trafficking in Persons, comprising Cabinet Ministers of relevant ministries, will be convened as necessary.

The first Council for the Promotion of Measures to Combat Trafficking in Persons was held in May 2015. The session was primarily focused on approving the annual report “Measures to Combat Trafficking in Persons,” which compiled information regarding victims of trafficking and the initiatives of relevant ministries and agencies related to combating trafficking. It was also confirmed at the Council that efforts

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<sup>1</sup> The Ministerial Meeting Concerning Measures Against Crime was established in September 2003 in order to re-establish Japan as “the safest country in the world.” The Prime Minister presides over the Meeting composed of all ministers. (For the Meeting details, refer to the website of Prime Minister of Japan and His Cabinet: <http://www.kantei.go.jp/jp/singi/hanzai/index.html>)

aimed at eliminating trafficking will continue and that initiatives based on the 2014 Action Plan will be steadily implemented.

Under the coordination of the Cabinet Secretariat, the Cabinet Office, the National Police Agency, the Ministry of Justice, the Ministry of Foreign Affairs, the Ministry of Education, Culture, Sports, Science and Technology, the Ministry of Health, Labour and Welfare, the Ministry of Agriculture, Forestry and Fisheries, the Ministry of Economy, Trade and Industry, the Ministry of Land, Infrastructure, Transport and Tourism, and the Japan Coast Guard are currently taking respective measures under their own jurisdictions to eliminate trafficking in persons, placing the Council for the Promotion of Measures to Combat Trafficking in Persons at the core of these efforts.

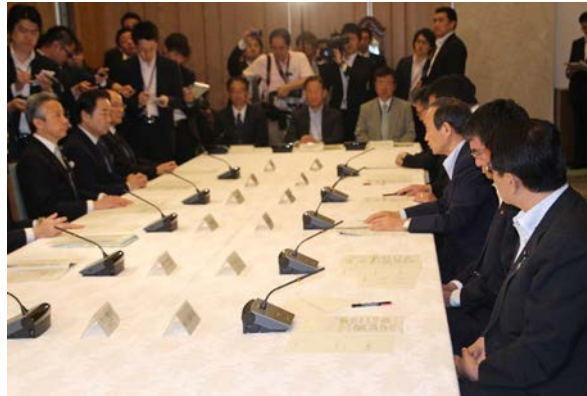
[Table 1] Main initiatives from 2004 to 2016

<b>April 2004</b>	<b>Inter-Ministerial Liaison Committee Regarding Measures to Combat Trafficking in Persons established</b>
<b>December 2004</b>	<b>Development of the Action Plan to Combat Trafficking in Persons</b>
<b>December 2009</b>	<b>Positioning of the Inter-Ministerial Liaison Committee Regarding Measures to Combat Trafficking in Persons under the Ministerial Meeting Concerning Measures Against Crime</b> <b>Development of the 2009 Action Plan to Combat Trafficking in Persons at the Ministerial Meeting Concerning Measures Against Crime</b>
<b>June 2010</b>	<b>Agreement on “Methods to Deal with Trafficking in Persons (Measures for Identification of Victims)” at the Liaison Committee</b>
<b>July 2011</b>	<b>Agreement on ”Methods to Deal with Trafficking in Persons (Measures for Protection of Victims)” at the Liaison Committee</b>
<b>December 2014</b>	<b>Development of the 2014 Action Plan to Combat Trafficking in Persons at the Ministerial Meeting Concerning Measures Against Crime</b> <b>Agreement at the Ministerial Meeting that the Council for the Promotion of Measures to Combat Trafficking in Persons will be convened as necessary under the Ministerial Meeting Concerning Measures Against Crime</b>
<b>May 2015</b>	<b>The First Council for the Promotion of Measures to Combat Trafficking in Persons held</b> <b>Annual report “Measures to Combat Trafficking in Persons” approved and published</b>
<b>May 2016</b>	<b>The Second Council for the Promotion of Measures to Combat Trafficking in Persons held</b>

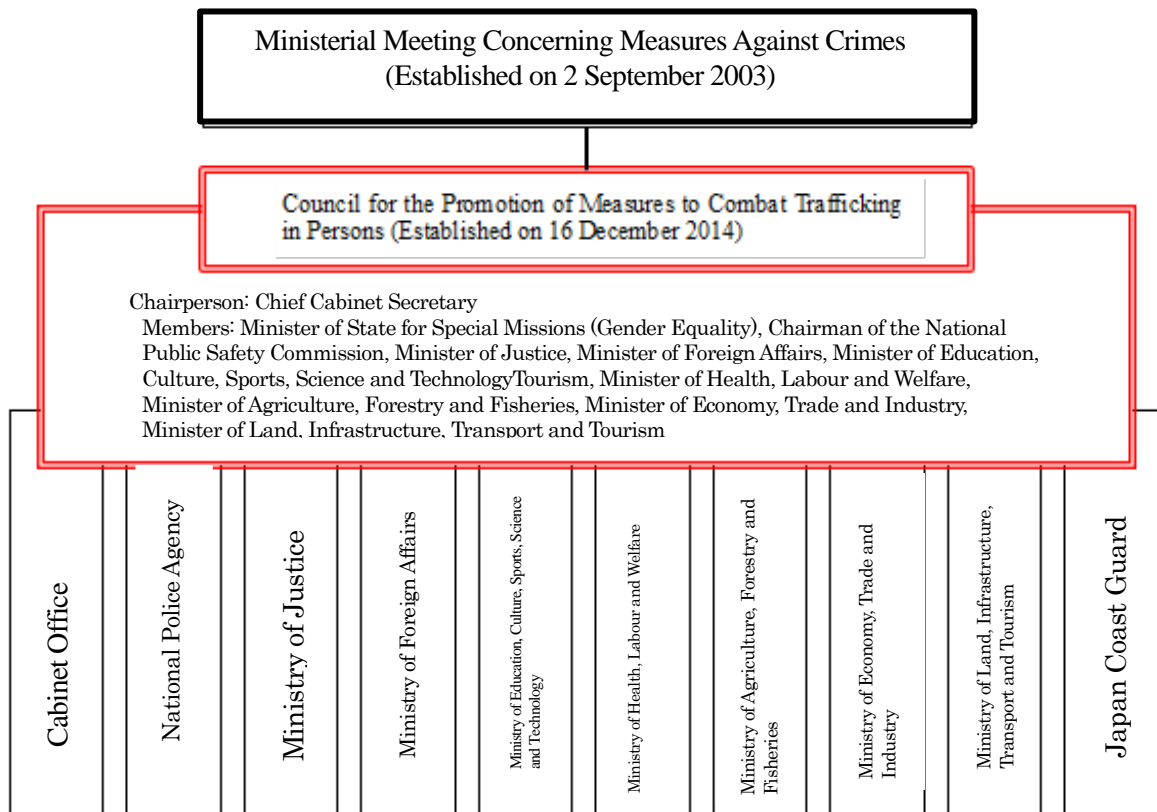


	Annual report “Measures to Combat Trafficking in Persons” approved and published
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[Figure 2] The Second “Council for the Promotion of Measures Combat Trafficking in Persons”  
(Cabinet Secretariat)



[Figure 3] Japan’s structure on measures to combat trafficking in persons



## **2 Gaining a thorough understanding of trafficking in persons**

### **(1) Incidence of trafficking in persons in Japan**

#### **i) Data relating to victims of trafficking in persons**

- The number of victims of trafficking in persons who are taken into custody in 2016 was 50 (four less than in 2015).

With regard to the gender of the victims, 48 were female (two less than in 2015) and two were male (two less than in 2015). This was the second consecutive year in which male victims were identified.

- With regard to the nationality of the victims, the number of Japanese victims was the highest in history, with 25 taken into custody (12 more than in 2015), accounting for half of the total number. The two male victims were also both Japanese.

The nationalities of the non-Japanese victims were as follows: Nine Thai nationals (one less than in 2015), eight Philippine nationals (22 less than in 2015), seven Cambodian nationals (seven more than in 2015), and one Vietnam national (one more than in 2015).

- With regard to the status of residence of the 25 non-Japanese victims, 18 victims entered Japan on the status of residence of temporary visitor (17 less than in 2015), four entered Japan on the status of residence of Spouse of a Japanese National through fake marriage with Japanese nationals (two more than in 2015), one entered Japan on the status of residence of Entertainer (the same number as in 2015), one entered Japan on the status of residence of Long Term Resident (one more than in 2015), and one entered Japan illegally (one less than in 2015).

The number of non-Japanese victims who were taken into custody by the Immigration Bureau in 2016 was 21. Of these victims, 11 possessed the status of residence and they were permitted to change the status of residence. The remaining 10 victims, who had either entered Japan illegally or had illegally overstayed and were therefore in violation of the Immigration Control and Refugee Recognition Act, were granted special permission to stay.

Note that in some cases non-Japanese victims are first taken into police custody before being taken into custody by the Immigration Bureau, while in other cases they are taken into custody by either the police or the Immigration Bureau only. The abovementioned 25 non-Japanese victims were taken into custody in the following manner:

- a) 17 were taken into police custody in 2016 and were then taken into custody by the Immigration Bureau the same year.
- b) Three were taken into police custody in 2016 and were then taken into custody by the Immigration Bureau in 2017.
- c) One in 2016 was taken into police custody only.
- d) Four in 2016 were taken into custody by the Immigration Bureau only.

Of these, the victims in a) and d) refer to the abovementioned 21 non-Japanese victims who were taken into custody by Immigration Bureau in 2016.

- Of the 50 victims, 13 were minors (under 18 years of age), and 12 were Japanese nationals (including the two male victims) and one was a Vietnamese national.

- With regard to the forms of trafficking, 37 were victims of sexual exploitation (17 more than in 2015), nine were forced to work as hostesses (18 less than in 2015), and four (including the two male victims) were victims of labor exploitation (three less than in 2015). Of the four victims of labor exploitation, two were forced to work as manual laborers, and one was forced to work as a construction laborer, and this was the first time that victims in these fields have been confirmed.

A characteristic difference between the Japanese and non-Japanese victims was that Japanese victims tended to be forced to engage in prostitution via online matchmaking sites etc. while non-Japanese victims tended to be forced to work as “hostess” or forced to engage in prostitution at entertainment establishment.

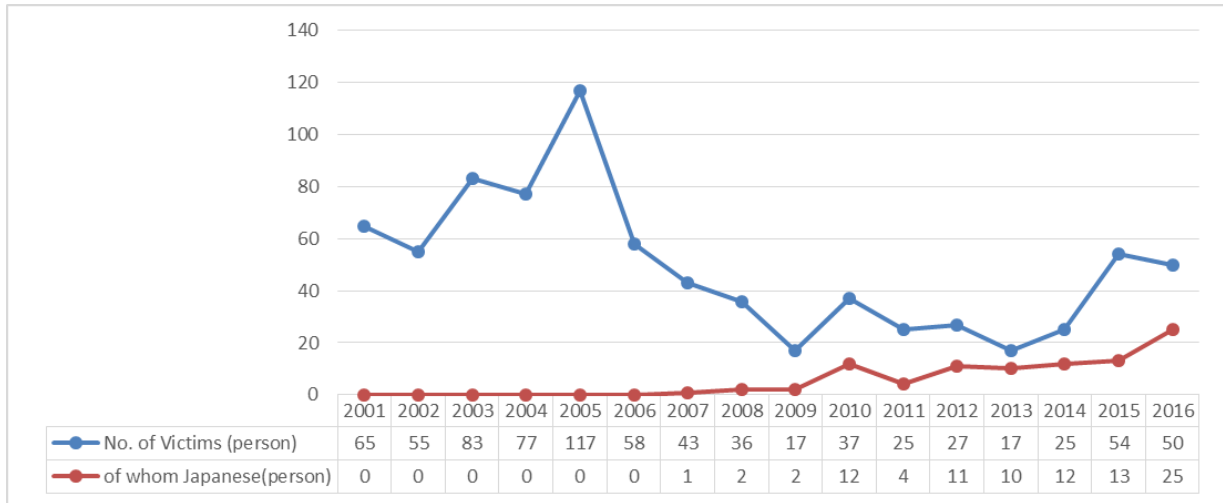
- The number of victims who were taken into custody temporarily at Women’s Consulting Offices in 2016 was 18, and of whom 11 were Thai nationals, and seven were Philippine nationals.

All of these victims were provided with interpretation support and any medical services deemed necessary, and three of the victims were provided with psychological care as this was deemed to be necessary.

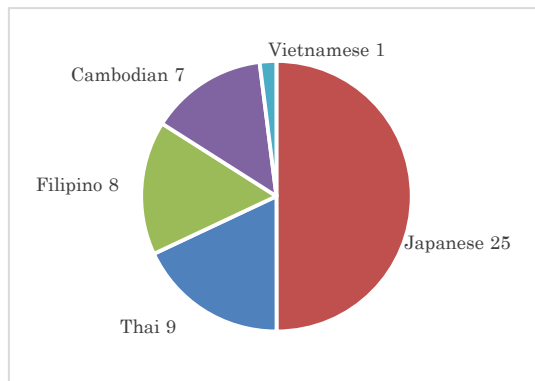
Five victims were taken into custody temporarily at private sector shelters through outsourcing.

- 14 victims were repatriated in 2016 through support from the International Organization for Migration. Following their repatriation, these victims were provided with the following forms of social rehabilitation support: Three were provided with shelter at temporary refuges, six were provided with medical care, one was provided with legal support, and eight were provided with support from social rehabilitation programs (e.g. family reunification programs, educational support, small retail shop management support, farming support, etc.).

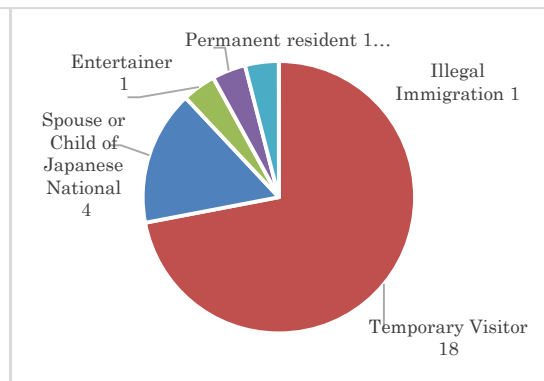
**[Figure 4] Trends in the number of victims of trafficking in persons (2001 to 2016)**



**[Figure 5] Nationalities of the 50 victims (Unit: No. of people)**



**[Figure 6] Status of residence of the 25 foreign victims (Unit: No. of people)**



**ii) Data relating to those accused of trafficking in persons**

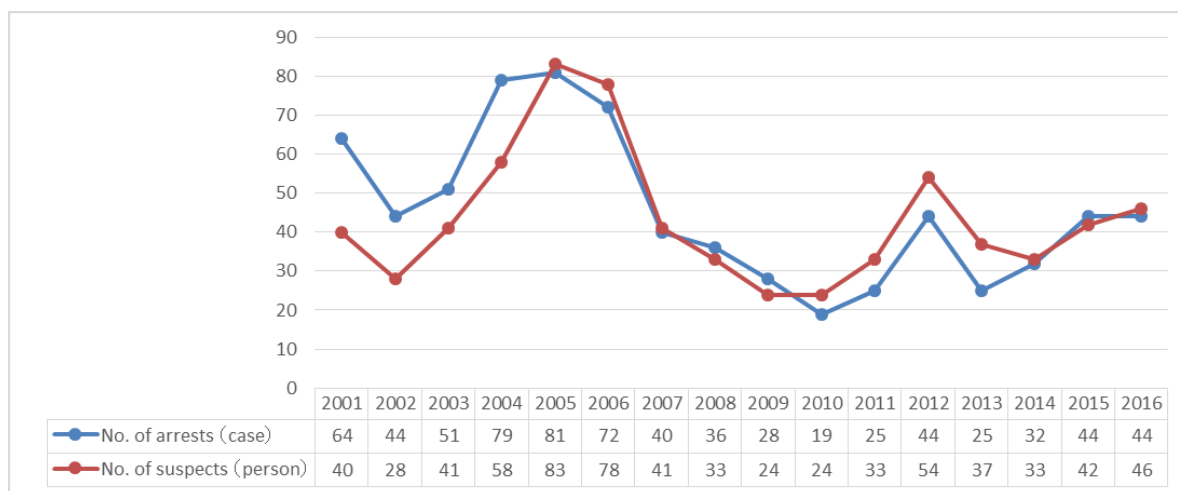
- In 2016, the police cleared 44 cases of trafficking in persons (the same number as in 2015) and arrested 46 persons for trafficking in persons (four more than in 2015), meaning that the number of arrested persons increased for two consecutive years.

With regard to the gender of the suspects, 37 were male (nine more than in 2015), and nine were female (five less than in 2015).

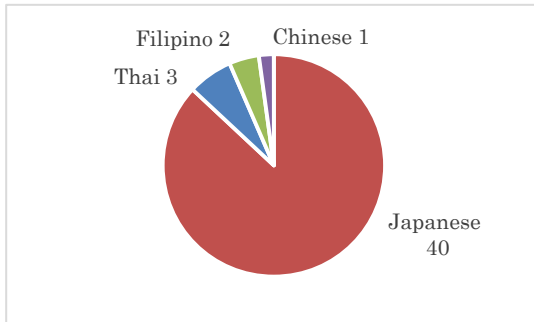
- With regard to the nationality of the suspects, the majority were Japanese nationals with 40 suspects (six more than in 2015), accounting for approximately 90% of the total nationals (the same number as in 2015), two were Philippine nationals (the same number as in 2015), and one was a Chinese national (one more than in 2015).

- With regard to the occupations of the suspects, 16 were connected with brothels (16 less than in 2015), 15 were unemployed (11 more than in 2015), and 15 (nine more than in 2015) engaged in other occupations (company employees, self-employed, construction workers, etc.). Five of the suspects were brokers (two less than in 2015) and eight were members of organized crime groups etc. (five more than in 2015).
- With regard to punishments, 43 of the suspects were prosecuted, two were not prosecuted due to problems with evidence etc., and one suspect's case is currently under investigation. Of the 43 suspects that have been prosecuted, 33 have been found guilty, and the cases of the remaining ten are still pending (as of March 31, 2017).  
Note that all five of the persons, who were arrested in 2015 and were said in the annual report approved in May 2016 to be awaiting trial, have been found guilty (as of March 31, 2017).
- The Immigration Bureau issued deportation orders against two perpetrators in 2016, one of whom was a Thai national and the other was a Bangladeshi national.

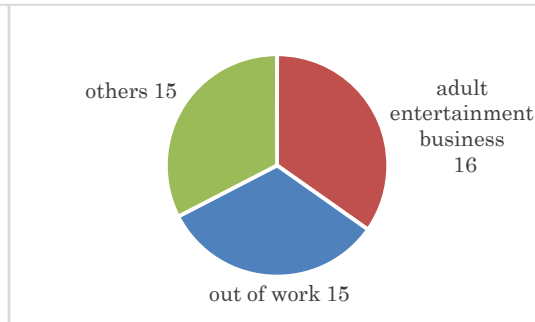
**[Figure 7] Trends in the number of cases of arrests made and number of arrested suspects for the crime of trafficking in persons (2001 to 2016)**



[Figure 8] Nationalities of the 46 suspects (Unit: No. of people)



[Figure 9] Occupations of the 46 suspects (Unit: No. of people)



[Table 2] Charges imposed on the 43 prosecuted persons and their trial results (as of March 31, 2017)

No.	Offense	Results of trial
1	Violation of the Immigration Control and Refugee Recognition Act, Violation of the Act on Control and Improvement of Amusement Business, etc., untrue entries in the original of an officially authenticated instrument, and provision of such an instrument	2 years imprisonment, 4 years' probation,
2	Violation of the Immigration Control and Refugee Recognition Act, the Act on Control and Improvement of Amusement Business, etc., untrue entries in the original of an officially authenticated instrument, and provision of such an instrument	2 years imprisonment, 4 years' probation,
3	Untrue entries in the original of an officially authenticated instrument, and provision of such an instrument	1 year 6 months imprisonment, 3 years' probation
4	Abetment of violation of the Immigration Control and Refugee Recognition Act	100,000 yen fine
5	Violation of the Anti-Prostitution Act	10 months imprisonment, 3 years' probation, 200,000 yen fine
6	Violation of the Anti-Prostitution Act and Child Welfare Act	1 year 6 months imprisonment, 5 years' probation, 300,000 yen fine
7	Violation of the Act on Control and Improvement of Amusement Business, etc., the Act on Punishment of Activities Relating to Child Prostitution and Child	1 year 6 months imprisonment, 3 years' probation

	<b>Pornography and the Protection of Children, and the Child Welfare Act</b>	
<b>8</b>	<b>Violation of the Immigration Control and Refugee Recognition Act and the Road Traffic Act</b>	<b>1 year imprisonment, 4 years' probation</b>
<b>9</b>	<b>Violation of the Immigration Control and Refugee Recognition Act</b>	<b>10 months imprisonment, 3 years' probation</b>
<b>10</b>	<b>Violation of the Immigration Control and Refugee Recognition Act</b>	<b>10 months imprisonment</b>
<b>11</b>	<b>Violation of the Employment Security Act</b>	<b>200,000 yen fine</b>
<b>12</b>	<b>Violation of the Employment Security Act</b>	<b>200,000 yen fine</b>
<b>13</b>	<b>Violation of the Anti-Prostitution Act and Child Welfare Act</b>	<b>Pending trial</b>
<b>14</b>	<b>Violation of the Anti-Prostitution Act and Child Welfare Act</b>	<b>2 years 6 months imprisonment, 500,000 yen fine</b>
<b>15</b>	<b>Violation of the Anti-Prostitution Act and Child Welfare Act</b>	<b>3 year imprisonment, 5 years' probation, 300,000 yen fine</b>
<b>16</b>	<b>Violation of the Anti-Prostitution Act and Child Welfare Act</b>	<b>3 year imprisonment, 5 years' probation, 500,000 yen fine</b>
<b>17</b>	<b>Violation of the Immigration Control and Refugee Recognition Act</b>	<b>Pending trial</b>
<b>18</b>	<b>Violation of the Anti-Prostitution Act</b>	<b>1 year imprisonment, 4 years' probation</b>
<b>19</b>	<b>Violation of the Anti-Prostitution Act</b>	<b>10 months imprisonment, 4 years' probation</b>
<b>20</b>	<b>Violation of the Act for Securing the Proper Operation of Worker Dispatching Undertakings and Improved Working Conditions for Dispatched Workers, organized crime exclusion ordinances, and the Employment Security Act</b>	<b>2 years imprisonment, 4 years' probation,</b>
<b>21</b>	<b>Violation of the Employment Security Act</b>	<b>200,000 yen fine</b>
<b>22</b>	<b>Violation of the Anti-Prostitution Act</b>	<b>3 years imprisonment, 4 years' probation, 200,000 yen fine</b>
<b>23</b>	<b>Violation of the Act for Securing the Proper Operation of Worker Dispatching Undertakings and Improved Working Conditions for Dispatched Workers</b>	<b>1 million yen fine</b>
<b>24</b>	<b>Violation of the Act for Securing the Proper Operation of Worker Dispatching Undertakings and Improved Working Conditions for Dispatched Workers</b>	<b>600,000 yen fine</b>

25	<b>Violation of the Act for Securing the Proper Operation of Worker Dispatching Undertakings and Improved Working Conditions for Dispatched Workers</b>	800,000 yen fine
26	<b>Negligent driving resulting in injury, and violation of the Immigration Control and Refugee Recognition Act, the Act on Control and Improvement of Amusement Business, etc., and the Anti-Prostitution Act</b>	2 years 6 months imprisonment, 5 years' probation, 500,000 yen fine
27	<b>Violation of the Child Welfare Act, Anti-Prostitution Act, and Employment Security Act</b>	3 years imprisonment, 1 million yen fine
28	<b>Violation of the Child Welfare Act, Anti-Prostitution Act, and Employment Security Act</b>	1 year 6 months imprisonment, 3 years' probation, 300,000 yen fine
29	<b>Violation of juvenile protection ordinances</b>	400,000 yen fine
30	<b>Violation of the Child Welfare Act</b>	500,000 yen fine
31	<b>Violation of the Anti-Prostitution Act</b>	Pending trial
32	<b>Violation of the Anti-Prostitution Act</b>	Pending trial
33	<b>Violation of the Anti-Prostitution Act</b>	Pending trial
34	<b>Violation of the Anti-Prostitution Act</b>	2 years 6 months imprisonment, 4 years' probation, 300,000 yen fine
35	<b>Violation of the Anti-Prostitution Act</b>	Pending trial
36	<b>Violation of the Employment Security Act</b>	Pending trial
37	<b>Violation of the Employment Security Act</b>	300,000 yen fine
38	<b>Untrue entries in the original of an officially authenticated instrument and provision of such an instrument, and violation of the Act on Control and Improvement of Amusement Business, etc.,</b>	3 years imprisonment, 4 years' probation,
39	<b>Creation and provision of a false record on an electromagnetic record to be used as the original of a notarized deed</b>	3 years imprisonment, 3 years' probation
40	<b>Violence, bodily harm, and bodily harm resulting in death</b>	Pending trial
41	<b>Violence and bodily harm resulting in death</b>	Pending trial
42	<b>Violation of the Act on Punishment for Physical Violence and Others, violence, bodily harm resulting in death, and bodily harm</b>	Pending trial
43	<b>Violation of the Child Welfare Act</b>	1 year 6 months imprisonment, 4 years' probation



**[Table 3] Charges imposed on the five persons reported as awaiting trial in the 2016 annual report and the results of their trials (as of March 31, 2017)**

No.	Offense	Result of trial
1	Abduction for commercial purposes, bodily harm, violation of the Anti-Prostitution Act	4 years 6 months imprisonment, 300,000 yen fine
2	Abduction for commercial purposes, bodily harm, violation of the Anti-Prostitution Act	3 years imprisonment, 200,000 yen fine
3	Violation of the Immigration Control and Refugee Recognition Act, and the Employment Security Act	3 years imprisonment, 5 years' probation
4	Extortion	1 year imprisonment, 5 years' probation
5	Creation and provision of a false record on an electromagnetic record to be used as the original of a notarized deed	2 years imprisonment, 4 years' probation

### iii) Cases

#### [Case 1]

In May 2016, a woman was taken into custody as a victim of trafficking in persons when an officer from the Osaka Prefectural Police Department discovered, after stopping and questioning her in an entertainment district, that she was being confined to a single room in an apartment building and forced to engage in prostitution with customers found through online matchmaking sites etc.

As a result of the subsequent investigation four suspects (three Japanese males and one Japanese female) were arrested for violations of the Anti-Prostitution Act (intermediating and contracting) and the Child Welfare Act (cause a child to commit an obscene act), while at the same time six victims (Japanese females including three minors) were taken into custody. The suspects had made the acquaintance of runaway minors etc. through social media. They made them sign contracts, locked them up in rooms in apartments with doors padlocked on the outside, and made them engage in prostitution under the guise of compensated dating while charging them groundless fines and siphoning the proceeds from their work.

#### [Case 2]

When a Thai woman, who had been arrested in March 2016 as an illegal over-stayer, was questioned, she stated that she had visited to Japan after being told that she could go sightseeing in Japan free of charge. She was then imposed with a large debt that she was told was to cover the cost of her travel and was forced, under the pretext of having to repay the debt, to engage in prostitution through an outcall service and a massage shop with private rooms. As a result, the woman was taken into custody as a victim of trafficking in persons.

As a result of the subsequent investigation a broker (a Thai female) was arrested for violations of the Immigration Control and Refugee Recognition Act (encouragement of illegal employment) and four victims (Thai females) were taken into custody. The broker had procured the victims for four entertainment establishment, made them live in the dormitories of those entertainment establishment, forced them to engage in prostitution, and had siphoned the proceedings from their work.

The four victims were granted special permission to stay, and after receiving livelihood support and medical services from Women's Consulting Offices they were repatriated through support from the International Organization for Migration.

### **[Case 3]**

In June 2016, the Tokyo Metropolitan Police Department arrested three suspects (Japanese males) for violations of the Worker Dispatching Act (dispatching of workers to engage in harmful work). The suspects, which included the former president of an entertainment agency, had dispatched Japanese females registered with the agency to a porn video production company.

The three suspects dispatched the victims to the porn video company's filming locations to engage in sexual intercourse etc. with male actors under the direction and control of a film director employed requested by said porn video company.

The victims were recruited as models and were not informed that they would perform in porn videos when entering into their employment contracts. Therefore, when they discovered that their work would involve performing in porn videos, they refused to take the job. However, since the victims were told by the suspects that they would have to pay a penalty for breach of contract, they had no choice but to continue appearing in the videos.

## **(2) Information sharing with governments of other countries**

- Since 2004, the Government of Japan has dispatched a Government Delegation on Anti-Human Trafficking Measures headed by a senior official from the Ministry of Foreign Affairs and comprised of officials from relevant ministries and agencies to a total of 24 countries and regions.
- In December 2016, a government delegation was dispatched for the first time to Rome, Italy. The delegation held discussions with officials at relevant Italian government ministries and agencies, the local office of the International Organization for Migrants and other local NGOs. The two countries shared information on recent situations of trafficking in persons associated with the current migration crisis in Italy and neighboring countries, and exchanged opinions on possible future cooperation between Japan and Italy.

### **3 Prevention of trafficking in persons**

#### **(1) Prevention of trafficking in persons by thorough immigration control**

##### **i) Thoroughly strict immigration control**

- In order to conduct strict landing examination at air and sea ports of entry, the Immigration has been utilizing Advance Passenger Information (API), biometric information, and ICPO's database on Stolen and Lost Travel Documents. It has also began acquiring Passenger Name Record (PNR) since January 2015, the receipt of which via electronic means became possible in January 2016.

The "Center of Collection and Analysis of Intelligence", which was established in October 2015, plays a core role in gathering and analyzing the abovementioned information. By utilizing the results of this analysis on the front lines at borders, strict border policies were promoted including identifying foreigners with suspicious purposes of entry into Japan, etc.

- Since October 2016, the Immigration Bureau has implemented the cross-checking of the facial photographs provided by foreign nationals at the time of landing examination at air and sea ports of entry against the facial images of terrorists, etc.

- The Immigration Bureau has been deploying immigration control officers to proactively and continuously implement systematic monitoring of transit areas at major airports and port areas and promote the detection of any suspicious persons and brokers etc.

##### **ii) Strict examination of visa applications**

- Where necessary, the Ministry of Foreign Affairs has conducted careful examination by asking more detailed questions in face-to-face interviews for visa applicants. Japanese Embassies and Consulates, in particular, those located in regions where victims of trafficking in persons tend to hail, carry out strict examination of applications for entertainment visas, temporary visitor visas, and visas for spouses etc. of Japanese nationals that are sometimes abused in trafficking in persons.

Through this process, the Ministry of Foreign Affairs declines visa applications from people who are likely suspected to become victims of trafficking in persons, after discussions with relevant ministries and agencies.

##### **iii) Enhancement of the Visa Wide Area Network (Visa-WAN)**

- The Ministry of Foreign Affairs has improved and strengthen the telecommunication network system by shifting to a new enhanced system, linking the ministry to 223 Japanese Embassies and Consulates and other related ministries/agencies, for the purpose of sharing visa-related information.

##### **iv) Strengthening of measures against forged documents**

- The Immigration Bureau conducts strict examinations for forged or altered documents at the document examination office at its airport district immigration office. At the same time, it has also held training for its officials at air and sea ports installed devices to detect forged or altered documents, in order to improve their ability to detect document forgery.

- In addition to the introduction of new visa seals with advanced anti-forgery features, the Ministry of Foreign Affairs has established the basic specifications for next passports with enhanced security features, while continuing examination on improving Japanese passports by studying into the international standardization of ePassport (passport with IC chips) etc.

## **(2) Prevention of trafficking in persons through thorough residence management**

### **i) Preventing crimes of trafficking in persons in the situation of imposter/illegal residence, through stringent residence management**

- Based on the “Promotion of the Measures against Illegal Employment of Foreigners etc.,” agreed upon March 31, 2017 among the National Police Agency, the Ministry of Justice, and the Ministry of Health, Labour and Welfare, the crackdown on crimes pertaining to trafficking in persons etc. has been strengthened and efforts to take into custody and provide support to victims of trafficking in persons identified through this crackdown are also being stepped up.

- In addition, as part of its efforts to uncover crimes related to trafficking in persons, the police has continued to employ cross-cutting frameworks that have been built up to date to deal with the globalization of crime, as well as systems for the comprehensive promotion of countermeasures against criminal infrastructure that is used as means of illegal residence’s living or forging qualifications and identities. It has also strengthened its efforts to crackdown on cases of fraudulent stays including fake marriages, cases of illegal stays, and the brokers related to these cases.

- The Immigration Bureau is proactively collaborating with other relevant organizations and carrying out investigations and analysis to clarify the situation relating to cases of imposter residence such as those whose marriages are the subject of suspicion. Through joint detection, the Immigration Bureau is working to share information with the police and other related organizations, and, where necessary, is providing information to the police and other related organizations in order to facilitate the implementation of the punishment of perpetrators. As for the victims, responses are taken in an appropriate manner taking into consideration their physical and mental condition and whether or not they need to be taken into custody.

### **ii) Strict control of illegal employment**

- The National Police Agency, the Ministry of Justice, and the Ministry of Health, Labour and Welfare hold Liaison Committee on illegal employment of foreigners for directors-general of relevant bodies and discuss coordination and share information about the latest cases, etc.

- The police and the Immigration Bureau are striving to uncover cases of trafficking in persons through proactively cracking down on cases of illegal employment.

- In 2016, the Immigration Bureau exposed 390 workplaces suspected of illegal employment. Based on the “Promotion of the Measures against Illegal Employment of Foreigners” (see i)), the Immigration Bureau is also proactively reporting malicious brokers and employers to the police and bringing charges against them.

- In 2016, Prefectural Labour Bureaus, Labour Standards Inspection Offices, and Regional Immigration Bureaus also carried out joint inspections into 23 technical intern training institutions in relation to cases of suspected infringements of human rights of technical intern trainees such as forced labor.

As a result of these inspections, Prefectural Labour Bureaus and Labour Standards Inspection Offices issued correction orders to 21 institutions where violations of labor standards-related laws and regulations were identified, and out of which four serious/malicious cases were referred to prosecutors. In addition, with regard to 9 of 23 institutions that had been the subject of joint investigations, Regional Immigration Bureaus notified that they had been found to have engaged in irregular practices that hindered the proper implementation of technical intern training (as of 31 March, 2017).

### **iii) Promotion of active public relations and raising awareness for prevention of illegal employment**

- The National Police Agency, the Ministry of Justice, and the Ministry of Health, Labour and Welfare hold a briefing session in June every year for employer’s associations, with the aim of enhancing their understanding of the current illegal employment situation. The associations are also requested to provide education and guidance to their members on the proper employment of foreigners.

- Every June, the Immigration Bureau holds an annual ‘Illegal Work Prevention Campaign’ as part of the government’s ‘Foreign Workers’ Issue Awareness Month’. The campaign is aimed at enhancing the understanding of illegal employment of foreigners among the general public, companies that employ foreigners, relevant organizations, and the governments of relevant countries, and at gaining their cooperation. During the campaign in 2016, the Immigration Bureau acted to raise awareness regarding the prevention of illegal employment by distributing leaflets with the cooperation of relevant ministries and agencies as well as local authorities etc., and holding events around the country.

### **(3) Prevention of trafficking in persons for the purpose of labor exploitation**

#### **i) Improvement of Technical Intern Training Program by drastic revision**

- Based on the Japan Revitalization Strategy (revised in 2014) approved by the Cabinet on June 24, 2014, the Ministry of Justice and the Ministry of Health, Labour and Welfare submitted a bill for the Act on Proper Technical Intern Training and Protection of Technical Intern Trainees on March 6, 2015, to the 189th Diet session.

The Act on Proper Technical Intern Training and Protection of Technical Intern Trainees (hereinafter the “Technical Intern Training Act”) was enacted at the 192nd Diet session on November 18, 2016, and was promulgated on November 28. It is scheduled that the act will be enforced from November 1, 2017.

- Figure 10 provides an overview of the Technical Intern Training Act. In particular, the act establishes regulations prohibiting acts that infringe the human rights of technical intern trainees etc. and the required penalties for violations, and puts in place measures relating to the protection etc. of technical intern trainees including appropriate response to issues raised and reported by technical intern trainees, and liaison and coordination relating to transfers/relocations of technical intern trainees. The act also provided for the establishment of the Organization for Technical Intern Training as a legal entity approved its establishment, and this organization was established and incorporated on January 25, 2017.

- Though not a legal matter, the Government of Japan is working on setting out the Memorandum of Cooperation (MOC) with governments of countries from which technical intern trainees are sent, in order to eliminate improper sending organizations.

**[Figure 10] Overview of the Technical Intern Training Act  
(Ministry of Justice, Ministry of Health, Labour and Welfare)**

**Act on Proper Technical Intern Training and Protection of Technical Intern Trainees (Outline)**

In order to ensure proper acquisition of skills through technical training and protection of Technical Intern Trainees, MOJ and MHLW will take necessary steps such as establishing authorization process for implementing or supervising organizations and technical intern training plan, as well as establishing "Organization on Technical Intern Training" which engages in these activities.

<p><b>Outline of the Act</b> * Jointly submitted by MOJ and MHLW</p>	
<p><b>1. Proper Control of Technical Intern Training</b> This Act,</p>	
<p>(1) Sets the basic idea of the Technical Intern Training, prescribes responsibilities for those who are concerned, and settles the Principle of the Program [Related to Articles 3 to 7]</p> <p>(2) Requires every technical intern training plan drafted for trainees to be accredited, and prescribes criteria for accreditation (such as assessment on acquisition of skills), collection of reports, correction order, or revocation of accreditation [Related to Articles 8 to 16]</p> <p>(3) Requires implementing organizations to be registered [Related to Articles 17 to 18]</p> <p>(4) Requires Supervising organizations to be licensed and prescribes criteria for license, compliance matters, collection of reports, correction order, or revocation of license [Related to Articles 23 to 45]</p> <p>(5) With regards to human rights violations against trainees, defines prohibited acts and criminal sanctions for their violations, sets necessary measures for protection of trainees, including consultation service, information provision, and arrangement for transferring [Related to Articles 46 to 51]</p> <p>(6) Enables the competent minister to request cooperation to other ministers in charge of businesses and establishes 'Regional Council on TITP' consisting of related agencies for each region [Related to Articles 53 to 56]</p>	<p>(7) Establishes Organization for Technical Intern Training as an authorized legal entity which is in charge of the duties below: [Related to Chapter 3]</p> <ul style="list-style-type: none"> <li>• to accredit technical intern training plans set forth in (2) [Related to Article 12]</li> <li>• to request reports from implementing organizations and supervising organizations set forth in (2) as well as to carry out on-site inspections [Related to Article 14]</li> <li>• to accept registration set forth in (3) [Related to Article 18]</li> <li>• to carry out investigations regarding the license of supervising organizations set forth in (4) [Related to Article 24]</li> <li>• to consult with and give assistance to trainees [Related to Article 87]</li> </ul> <p><b>2. Expansion of Technical Intern Training Program</b> The Act enables limited high-quality implementing/supervising organizations to accept third level trainees (4th and 5th year's training) [Related to Articles 2, 9, 23, and 25]</p> <p><b>3. Other matters</b> Other related amendments including that to the Immigration Control and Refugee Recognition Act, which defines status of residence for technical intern training will be made.</p>
<p><b>Effective date</b> November 1, 2017</p> <p>The date prescribed by Cabinet Order within a period of no more than one year counting from the date of promulgation. However, the provisions on the establishment of the Organization on Technical Intern Training will be effective on the day of promulgation.</p>	<p>Enactment date : November 18, 2016 Promulgation date : November 28, 2016</p>

**ii) Provision of information on legal protection to foreign technical intern trainees**

- Technical Intern Trainee Handbook, which is handed directly to all technical intern trainees by immigration officers at all points of entry when they arrive in Japan, contains information about consultation counters at Immigration Bureau offices, contact information for the embassies of each country, Japanese labor related laws, and information necessary for everyday life. In July 2016, the Ministry of Health, Labour and Welfare added information about reporting issues to Labor Standards Supervision Offices and paid leave allowances to the above-mentioned contents.

Previously the handbooks were provided in six most popular languages spoken by technical intern trainees as their native language (English, Chinese, Thai, Tagalog, Vietnamese, and Indonesian), while in March 2017 another two languages (Burmese and Cambodian) were added to produce the handbook in eight languages as the number of technical intern trainees whose mother tongues are these added languages has been increasing.

- The Ministry of Health, Labour and Welfare has also commissioned the Japan International Training Cooperation Organization (JITCO) to produce health and safety manuals for technical intern trainees in each field of training to help prevent accidents and illness, and these are distributed to supervising organizations, implementing organizations, and technical intern trainees themselves. In

2016, an additional health and safety manual was produced specifically for interns receiving technical training in welding.

To help technical interns understand the content of the health and safety manuals, they are provided with manuals translated into their native languages, which are the following eight languages: English, Chinese, Thai, Tagalog, Vietnamese, Indonesian, Burmese, and Cambodian.

- To be able to provide consultation services for foreigners regarding working conditions etc., the Ministry of Health, Labour and Welfare has established Advisory Services for Foreign Workers in five languages (English, Chinese, Portuguese, Spanish, and Tagalog, depending on the location) at 25 Prefectural Labour Bureaus.

In addition, the Telephone Consultation Service for Foreign Workers was established in June 2015. Those who call the service are connected to the staff at the section for this service, making it easier for people to access the service from anywhere in the country. From April 2017, some Prefectural Labour Bureau also began providing the services in Vietnamese.

- The Ministry of Health, Labour and Welfare has commissioned the Japan International Training Cooperation Organization (JITCO) to provide a Native-Language Consultation Hotline in five languages (English, Chinese, Tagalog, Vietnamese, and Indonesian), allowing technical intern trainees to receive advice on details about the Technical Intern Training Program, wages, laws and regulations relating to working hours, etc. Information about serious cases identified through this hotline service is provided to the Immigration Bureau, the Labor Standards Inspection Office, and other relevant administrative bodies.

- When the Ministry of Justice identifies inappropriate expressions contrary to the intent of the Technical Intern Training Program on the websites of supervising organizations etc., the ministry issues guidance in coordination with the Ministry of Health, Labour and Welfare.

- The Ministry of Justice introduced a new policy in September 2016 to prevent so-called compulsory repatriations. When technical intern trainees leave Japan before the end of their training period, immigration officers at air and sea ports receive written confirmation of the their intention to leave the country and confirm that the technical intern trainees are not leaving against their wills. In such situations an interpreter is used when necessary.

### **iii) Strict enforcement of labor standards-related laws and regulations**

- In 2016, Prefectural Labour Bureaus and Labour Standards Inspection Offices conducted inspections to 5,672 organizations providing technical training.



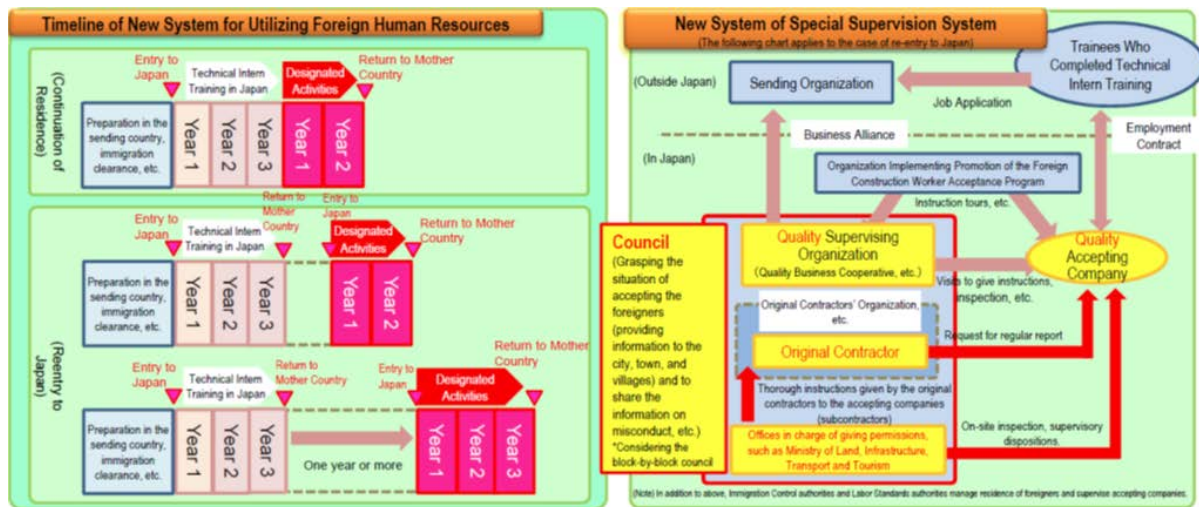
Of these, 4,004 organizations were found to be in violation of labor standards-related laws and regulations, and were issued correction orders. Among these cases, 40 cases were referred to prosecutors for serious/malicious violations of labor standards laws in relation to technical training interns, such as contractual wages being below minimum wages, and illegal overtime work/working on days off, etc.

#### **(4) Measures in the new program aimed at greater utilization of foreign human resources**

##### **i) The Foreign Construction Worker Acceptance Program**

- Approximately 1,500 foreign construction workers have entered Japan (as of March 31, 2017) under the Foreign Construction Worker Acceptance Program, which was launched in April 2015 as a fixed-term and urgent measure targeted at the 2020 Tokyo Olympic and Paralympic Games and disaster recovery projects.
  
- In order to prevent problems associated with the accepting foreign construction workers such as nonpayment of wages and illegal employment, a supervisory framework limits supervision and acceptance of the workers to qualified companies and Designated Supervising Organizations and so on. Other measures are also being taken, such as appointing counselors for foreign construction workers at Designated Supervising Organizations, and companies accepting foreign construction workers are to be screened by Designated Supervising Organizations with the inclusion of face-to-face interviews with the workers, and reporting of the results of these interviews to the Council for the Promotion of Appropriate Supervision etc.
  
- This program stipulates required measures such as that the Minister of Land, Infrastructure and Transport requests corrective measures be taken by the relevant Designated Supervising Organizations etc. when claims of rights infringements are received from foreign construction workers, and if any corrective measures are not taken, their Appropriate Supervision Plan certification will be canceled. If problematic cases arise, the relevant ministries and agencies are to cooperate to take necessary measures.

**[Figure 11] The Foreign Construction Worker Acceptance Program  
(Ministry of Land, Infrastructure, Transport and Tourism)**



**ii) Project to Accept Foreigners Conducting Housekeeping Services in National Strategic Special Zones**

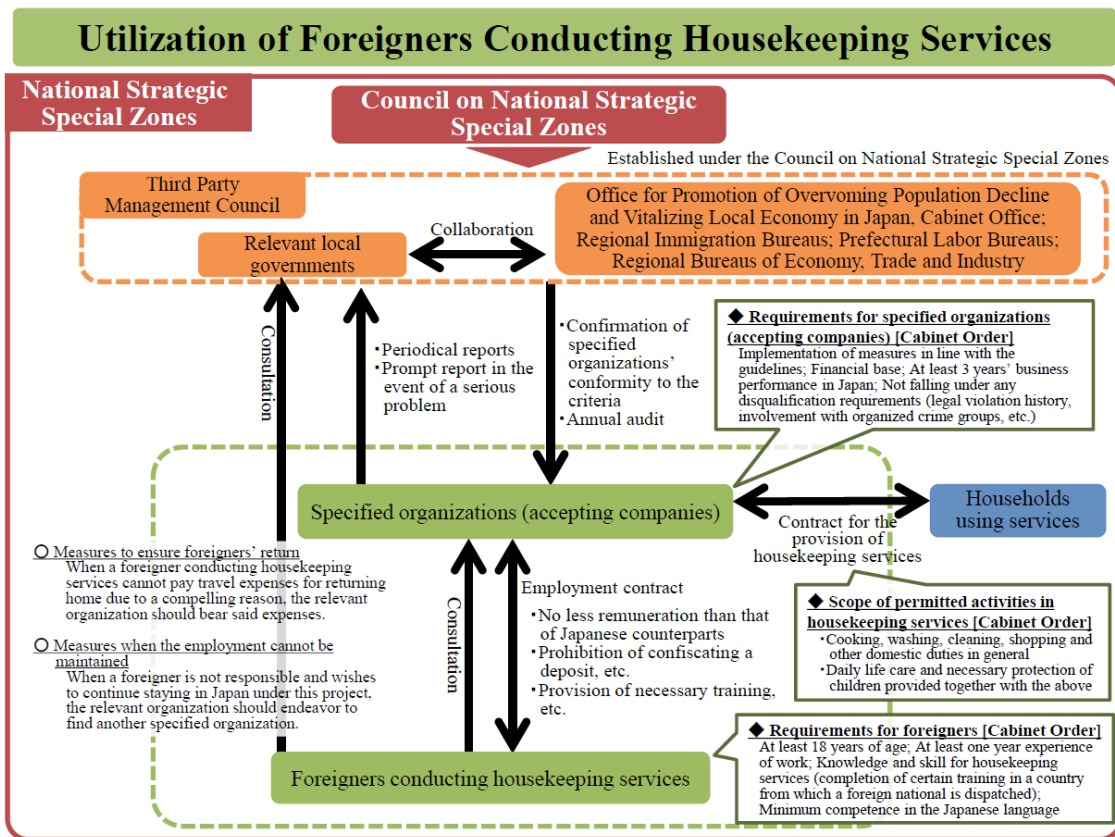
- The Project to Accept Foreigners Conducting Housekeeping Services in National Strategic Special Zones stipulated in Article 16-4, Paragraph 1 of the Act on National Strategic Special Zones is a project in which designated organizations (host companies) take in foreign nationals who conduct housekeeping services based on employment contracts within the National Strategic Special Zones on a trial basis from the perspectives of responding to the advancement of women’s participation in workforce and meeting housekeeping support needs, and of facilitating mid- to long-term economic growth. Under this project, foreign nationals who conduct housekeeping services have begun entering Japan since March 2017.

- The Guidelines on Specified Organizations for the Project to Accept Foreigners Conducting Housekeeping Services in National Strategic Special Zones (September 9, 2015 decision by the Prime Minister) stipulate the measures that designated organizations need to take including stipulating that foreign nationals accepted under the project are to be paid at least the equivalent amount to the amount Japanese people engaging in similar housekeeping support activities receive, that management by designated organizations of the money etc. of the foreign nationals is prohibited, that designated organizations establish complaint/consultation desks and that the foreign nationals are informed about these support systems during training. The guidelines also stipulate that a third-party management council consisting of officials from the central government and local governments will confirm whether or not designated organizations meet the required standards such as by implementing the abovementioned measures.

● After accepting foreign housekeeping support personnel, designated organizations will be subjected to an audit by the third-party management council, and where necessary, the council will request that corrective actions be taken. When problematic issues arise, local governments will coordinate with relevant ministries and agencies to respond to those issues. For example, relevant local governments will establish complaints and consultation desks for foreign housekeepers in their native language and other languages.

The third-party management council has prepared a portable card with the contact details of local government complaint/consultation services and other consultation services listed on it, and requests designated organizations to distribute these cards to the foreign housekeeping support personnel that they employ.

[Figure 12] Utilization of foreign housekeeping support personnel (Cabinet Office)



**[Figure 13] Portable card with list of complaint/consultation services  
(English template) (Cabinet Office)**



**(5) Efforts against the demand side for trafficking in persons**

**i) Educating people on the demand side of sexual exploitation**

- Since 2004, the Cabinet Office has produced a poster and leaflet for raising awareness of the measures against trafficking in persons every year.

In 2016, the Cabinet Office produced about 90,000 posters and leaflets titled “Could it be? Be aware! Human trafficking is occurring in Japan!”, and distributed these to about 5,000 places including local governments, airports and marine ports, universities and technical colleges, the Japan Association of Travel Agents, the International Organization for Migrants (IOM), and other relevant organizations. In addition to these places, the posters were also posted for the first time on railway station notice boards and social media (Facebook).

The posters and leaflets show the definition of trafficking in persons, appeal that trafficking in persons is a serious crime, and call on people to contact their local police stations or Immigration Bureau if they see anyone who appears to be a victim of trafficking in persons or if a victim asks for help by offering three characteristic examples of people who may be victims of trafficking in persons as below;

- \* Several women living together in a small apartment room are picked up by a van every day and brought back home at midnight. They seem not to be allowed to go out on their own.
- \* Several foreigners are working at a factory. They seem to be working long hours every day, while getting yelled at. One of the workers does not seem to be getting medical care, despite suffering a serious injury to his/her leg.
- \* A young girl gets out of a car driven by a man and enters a hotel. There are marks on her face suggesting that she has been beaten.

- Since fiscal year 2002, the Ministry of Foreign Affairs has produced a booklet called “A Handbook of Safety Tips in Foreign Country” for Japanese people travelling overseas, which have been distributed at consulate service center help desks and at the ministry’s overseas safety seminars

for companies, as well as at passport centers in each prefecture and travel industry-related organizations. The handbook is also available on the ministry's website. The handbook is also available for viewing offline on smartphones by downloading an overseas safety app.

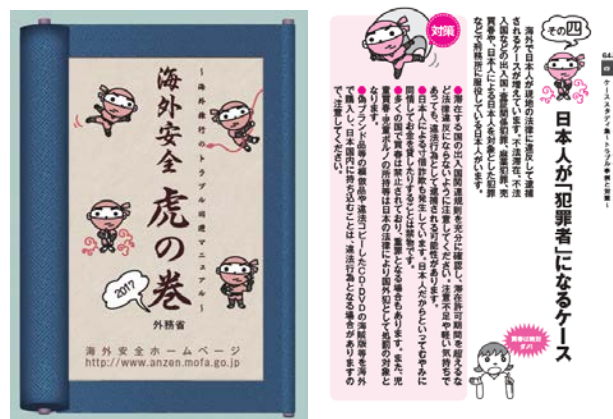
In fiscal year 2016, 200,000 units were printed, the distribution has been expanded to relevant facilities at international airports and universities with faculties and departments of tourism. Two million leaflets regarding the overseas safety app were also printed and distributed mainly to prefectural passports centers.

In a section “Case Studies: Examples of Problems and Countermeasures,” the handboole cites involvement in acts of prostitution as an example of a case where Japanese people become criminals. The booklet explains that the hiring of prostitutes is illegal in many countries and can be treated as a serious crime, and that offenses relating to the hiring of child prostitutes and the possessing child pornography overseas can be punished under Japanese law, calling on people to refrain from engaging in inappropriate activities.

[Figure 14] Poster (Cabinet Office)



[Figure 15] Handbook of Safety Tips in Foreign Countries (in Japanese) (Ministry of Foreign Affairs) (excerpt)



ii) Raising awareness of employers

- The police are putting effort into publicity and awareness-raising among employers, etc. through activities that include site inspections of places of adult entertainment businesses facilities etc.
- Prefectural Labour Bureaus and Labour Standards Inspection Offices provide supervision and

guidance to institutions conducting technical training (see (3) iii)). They also organize briefing sessions aimed at disseminating information and educating supervisory organizations and technical training institutions on labor standards laws.

#### **4 Promotion of identification of trafficking victims**

##### **(1) Promotion of efforts based on “Measures for Identification of Victims”**

- Relevant ministries and agencies inform relevant organizations about the “Methods to Deal with Trafficking in Persons (Measures for Identification of Victims)” (agreed by the June 23, 2010 Inter-Ministerial Liaison Committee Regarding Measures to Combat Trafficking in Persons. 2014 Action Plan, Appendix 2).
  
- Through contact points such as dedicated police consultation phone lines and an Anonymous-Report Hot Line, the police are making efforts to respond to consultation requests and reports to the police in such a way as to ensure that crimes related to trafficking in persons are not overlooked.
  
- When the police receive a report, consideration is given to questioning the person in question at a place where he or she does not feel any psychological pressure, such as in consultation rooms. When the person in question is female, a female staff will respond to the case where possible, and when the person in question is non-Japanese, a staff member who can speak their native language will talk with them when this is possible.
  
- Efforts are also being made to achieve the early identification of cases of trafficking in persons and offenses suspected to be related to such cases, child welfare crimes, child abuse cases, and other such cases and crimes that often remain hidden from view. These efforts include the commissioning by the National Police Agency of a private organization to operate the Anonymous reporting phone line which receives anonymous reports concerning the abovementioned cases and crimes from citizens and pays rewards for information that correspond in value to the degree of contribution that the information makes toward the investigation and the protection of victims.
  
- The Immigration Bureau has established trafficking in persons countermeasure secretariats within the General Affairs Divisions of Regional Immigration Bureaus to collect information relating to trafficking. The secretariat also strives to increase identification of cases of trafficking in persons acting as a contact point for related organizations and the general public to provide trafficking-related information.
  
- When Japanese Embassies and Consulates come into contact with information pertaining to the victims of trafficking in persons, the information is provided swiftly to the relevant ministries and agencies through the Ministry of Foreign Affairs.



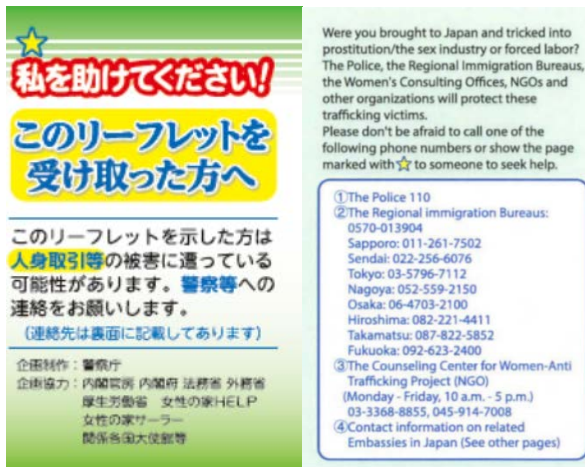
**(2) Informing latent victims about agencies to which they can report the crime and the measures for protecting them**

- Every year since 2005, the National Police Agency has produced leaflets in multiple languages calling for people to report to the police on victimization, with the aim of finding victims of trafficking in persons. These leaflets are distributed to the relevant ministries and agencies, embassies in Tokyo, and NGOs, and also placed in places that can easily catch the eyes of the victims.

In November 2016, 292,450 leaflets in nine languages (Japanese, English, Chinese, Korean, Spanish, Russian, Thai, Tagalog, and Indonesian) were produced and distributed. In March 2017 the leaflets were published online calling for any relevant information to be reported to the police

- The Immigration Bureau has listed on its website the contact points for consultation and providing information relating to trafficking in persons, and its policies and processes relating to victim protection measures in eight languages (Japanese, English, Chinese (traditional and simplified), Korean, Portuguese, Spanish, Thai, and Tagalog). Efforts have also been made to make leaflets produced by the National Police Agency readily available to trafficking victims by, for example, placing them by regional immigration bureau examination counters and airport immigration counters.

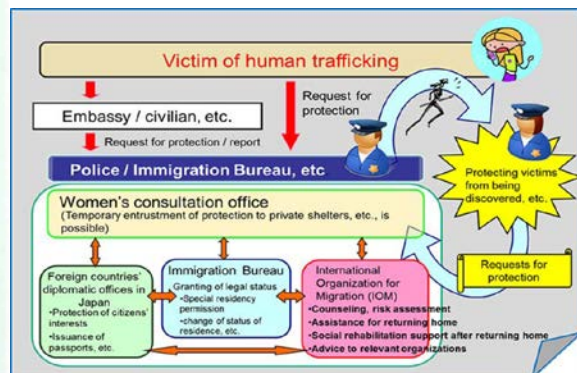
**[Figure 16] Leaflet  
(National Police Agency) (excerpt)**



( the part written in Japanese)

(the part written in English)

**[Figure 17] The process for taking victims into custody (Immigration Bureau)**



**(3) Strengthening of counseling in foreign languages**

- The Immigration Bureau has established The Immigration Information Centers at eight Regional Immigration Bureaus and their District Immigration Offices (Sendai, Tokyo, Yokohama, Nagoya, Osaka, Kobe, Hiroshima, and Fukuoka) to provide consultation services regarding entry and residence



procedures etc., in foreign languages (languages differ by location). The centers also provide consultation services relating to trafficking in persons.

The centers also have dedicated phone lines providing services in seven languages (English, Chinese, Korean, Portuguese, Spanish, French, and Tagalog).

- Previously, in order to provide human rights counseling for foreigners, the human rights bodies of the Ministry of Justice established “Human Rights Counseling Centers for Foreigners,” which provided counseling in foreign languages (they differed depending on the location, English, Chinese, Korean, Portuguese, Spanish, and Tagalog) at Legal Affairs Bureaus and District Legal Affairs Bureaus in 10 places (Sapporo, Sendai, Tokyo, Nagoya, Osaka, Kobe, Hiroshima, Takamatsu, Fukuoka, and Matsuyama) as well as the “Foreign-Language Human Rights Hotline” which was a telephone counseling service providing in two foreign languages (English and Chinese).

With the use of a multilingual interpretation service, in April 2017, “Human Rights Counseling Centers for Foreigners” have now been expanded to cover all Legal Affairs Bureaus and District Legal Affairs Bureaus in 50 places (providing counseling in English, Chinese, Korean, Portuguese, Filipino, and Vietnamese). The number of languages available for the “Foreign-Language Human Rights Hotline” has also been increased to six (English, Chinese, Korean, Portuguese, Filipino, and Vietnamese), and the telephone numbers which differed by language have been unified, and so on (human rights counseling by the “Foreign-Language Human Rights Hotline” is conducted using a three-way call interpretation between the caller, the interpreter of the multilingual interpretation service company, and Legal Affairs Bureau and District Legal Affairs Bureau staff).

In addition, in March 2016, the Human Rights Counseling Service on the Internet has been established in two foreign languages (English and Chinese).

- To be able to provide consultation services for foreigners regarding working conditions etc., the Ministry of Health, Labour and Welfare has established Advisory Services for Foreign Workers in five languages (English, Chinese, Portuguese, Spanish, and Tagalog, depending on the location) at 25 Prefectural Labour Bureaus.

In addition, a Telephone Consultation Service for Foreign Workers was established in June 2015. Those who call the service are connected to the staff at the section for this service, making it easier for people to access the service from anywhere in the country. From April 2017, some Prefectural Labour Bureaus also began providing these services in Vietnamese. [Repeated from 3(3) ii)]

- The Ministry of Health, Labour and Welfare commissioned the Japan International Training Cooperation Organization (JITCO) to provide a Native-Language Consultation Hotline in five languages (English, Chinese, Tagalog, Vietnamese, and Indonesian), allowing technical intern trainees

to receive advice on details about the Technical Intern Training Program, wages, laws and regulations relating to working hours, etc. Information about serious cases identified through this hotline service is provided to the the Immigration Bureau, the Labor Standards Offices, and other relevant administrative bodies. [Repeated from 3(3) ii)]

**(4) Coordination with embassies in Tokyo**

- In light of the fact that some foreign victims of trafficking in persons seek protection from the embassies of their country of origin, the Ministry of Foreign Affairs encourages embassies in Tokyo to establish consultation desks for victims of trafficking in persons and 24-hour telephone consultation services.

**(5) Promotion of calling the attention of potential victims of trafficking in persons through overseas diplomatic missions**

- The Ministry of Foreign Affairs distributes leaflets produced by the National Police Agency (see (2)) and leaflets and posters produced by the Cabinet Office (see 3(5) i)) to overseas diplomatic missions etc.
- The Ministry of Foreign Affairs enlightens visa applicants' awareness on the issues of trafficking in persons by providing them with leaflets during the visa examination process at the Embassies and Consulates. In the countries in which accredited agencies accept visa applications and issue, the Ministry of Foreign Affairs also requests the agencies for their cooperation to alert visa applicants to the issues.

[Figure 18] Consultation and provision of information on trafficking in persons

<b>Consultation and Provision of Information on Trafficking in Persons</b>	
<b>[Prefectural police]</b>	
Emergency reporting (Tel): 110	Police consultation (Tel) : #9110
<b>[Anonymous reporting phone line] (National Police Agency)</b>	
Tel: 0120-924-839	website : <a href="http://www.tokumei24.jp/">http://www.tokumei24.jp/</a>
<b>[Immigration Bureau of Japan]</b>	
<ul style="list-style-type: none"> <li>● <b>Immigration Information Center</b> <span style="float: right;">*Foreign language support</span> Tel: 0570-013904 (IP, PHS, overseas: 03-5796-7112)</li> <li>● <b>Regional Immigration Bureaus</b> List: <a href="http://www.immi-moj.go.jp/soshiki/index.html">http://www.immi-moj.go.jp/soshiki/index.html</a></li> </ul>	
<b>[Human rights counseling] (Ministry of Justice)</b>	
<ul style="list-style-type: none"> <li>● <b>Human Rights Hotline</b> Tel: 0570-003-110</li> <li>● <b>Human Rights Counseling Centers for Foreigners</b> <span style="float: right;">*Foreign language support</span> Tel: All of the 50 Legal Affairs Bureaus and District Legal Affairs Bureaus nationwide List: <a href="http://www.moj.go.jp/JINKEN/jinken21.html">http://www.moj.go.jp/JINKEN/jinken21.html</a></li> <li>● <b>Foreign-language Human Rights Hotline</b> <span style="float: right;">*Foreign language support</span> Tel: 0570-090911</li> </ul>	
<b>Other related contacts</b>	
<b>[Human rights issues for women]</b>	
<ul style="list-style-type: none"> <li>● <b>Woman's Rights Hotline</b> (Ministry of Justice) Tel: 0570-070-810</li> <li>● <b>Women's Consultation Offices</b> (Ministry of Health, Labour and Welfare) List: <a href="http://www.gender.go.jp/policy/no_violence/e-vaw/soudankikan/02.html">http://www.gender.go.jp/policy/no_violence/e-vaw/soudankikan/02.html</a></li> </ul>	
<b>[Human rights issues for children]</b>	
<ul style="list-style-type: none"> <li>● <b>Children's Rights Hotline</b> (Ministry of Justice) Tel: 0120-007-110</li> <li>● <b>Child Guidance Centers</b> (Ministry of Health, Labour and Welfare) List: <a href="http://www.mhlw.go.jp/bunya/kodomo/dv30/zisouichiran.html">http://www.mhlw.go.jp/bunya/kodomo/dv30/zisouichiran.html</a></li> </ul>	
<b>[Problems related to technical intern trainees]</b>	
<ul style="list-style-type: none"> <li>● <b>General Labour Consultation Corner</b> (Ministry of Health, Labour and Welfare) List: <a href="http://www.mhlw.go.jp/general/seido/chihou/kaiketu/soudan.html">http://www.mhlw.go.jp/general/seido/chihou/kaiketu/soudan.html</a></li> <li>● <b>Advisory Services for Foreign Workers, Telephone Consultation Service for Foreign Workers</b> (Ministry of Health, Labour and Welfare) <span style="float: right;">*Foreign language support</span> List: <a href="http://www.check-roudou.mhlw.go.jp/soudan/foreigner.html">http://www.check-roudou.mhlw.go.jp/soudan/foreigner.html</a></li> <li>● <b>Consultation Native-Language Consultation Hotline for JITCO Technical</b> <span style="float: right;">*Foreign language support</span> Tel: 0120-022332 (Toll-free) 03-4306-1111 (Telephone)</li> </ul>	

**[Other]**

- **Human Rights Counseling Service on the Internet** (Ministry of Justice) \*Foreign language support  
URL: <http://www.moj.go.jp/JINKEN/jinken113.html>
- **Multilingual information provide service** (Houterasu) \*Foreign language support  
Tel: 0570-078377
- **Yoriso Hotline** (General Incorporated Association Social Inclusion Support Center) \*Foreign language support  
Tel: 0120-279-338

## **5 Eradication of trafficking in persons**

### **(1) Thorough control**

- Each of the relevant organizations takes thorough steps to crackdown on trafficking in persons, and at the same time, responds actively to other related issues (offenses related to trafficking in persons) that may be connected with undetected trafficking crimes (see 2(1) ii) for more information on the crackdown on trafficking in persons).

- In June 2014, the Law Enforcement Task Force against Trafficking in Persons, comprising members from the National Police Agency, the Ministry of Justice, the Supreme Public Prosecutors Office, the Ministry of Health, Labour and Welfare, and the Japan Coast Guard was established. In addition to cooperating and sharing information about offenses related to trafficking in persons, in September of the same year, the Task Force produced “Handbook on Measures against Trafficking in Persons”, which summarizes information such as the laws applicable to trafficking in persons and specific examples of the application of these laws. It is actively utilized by the police, the Immigration Bureau, the Public Prosecutors Office, the Labour Standards Inspection Offices, and the Japan Coast Guard in conducting investigation and other activities.

### **i) Thorough control of prostitution**

- In 2016, 443 people were arrested in connection with 570 cases of violation of the Anti-Prostitution Act.

### **ii) Rigorous response to the sexual exploitation of children (sexual victimization of children)**

- The police are working closely together with the relevant ministries and authorities on measures to crackdown on child pornography and prostitution-related crimes, measures to prevent the distribution and viewing of child pornography, and the early detection and support of child victims. In 2016, 701 people were arrested in connection with 809 cases of child prostitution crimes, while 1,531 people were arrested in connection with 2,097 child pornography crimes.

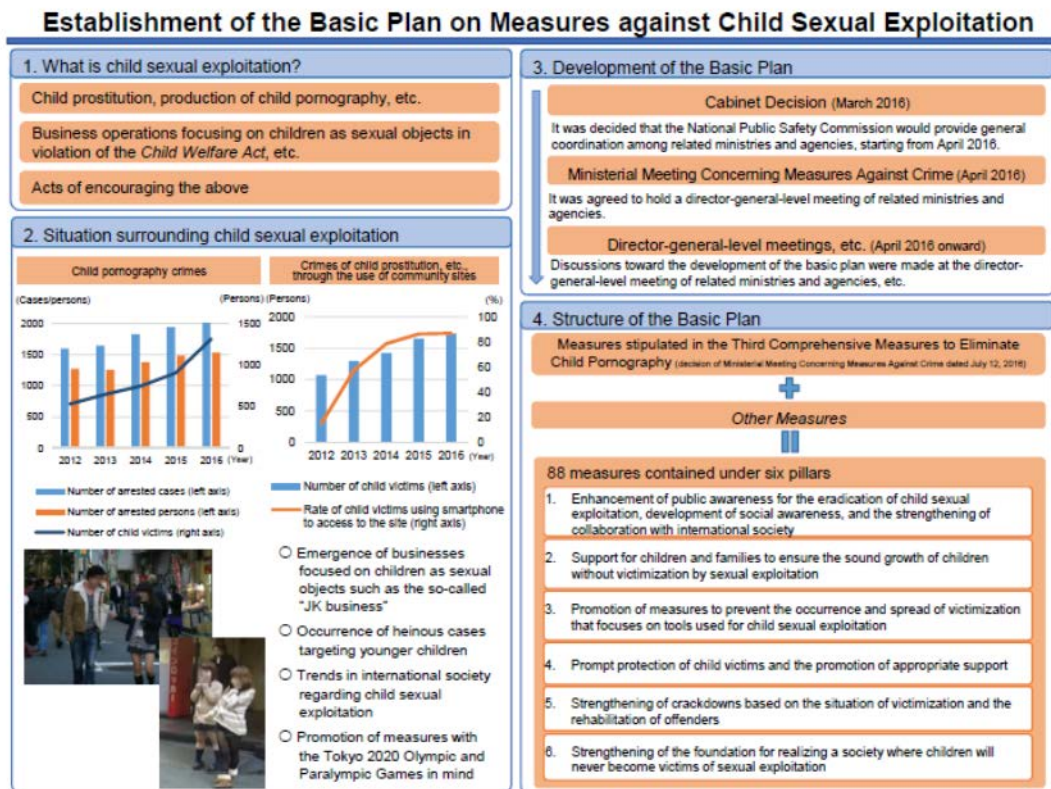
- As part of efforts to eradicate the sexual victimization of children resulting from child prostitution and production of child pornography etc. and advocate the rights of child victims, on March 29, 2016, a cabinet decision was made on “Regarding basic policies on activities relating to measures against sexual exploitation etc. of children”. According to this decision, the National Public Safety Commission has been designated to govern the overall coordination of measures against the sexual exploitation etc. of children.

From April 2016, a series of discussions led by the National Police Agency at the Inter-Ministerial Liaison Committee Regarding Measures against the Sexual Exploitation of Children had been

conducted with the aim of drafting a basic plan for measures against the sexual exploitation etc. of children (plan for preventing the sexual victimization of children), and the plan was approved at a meeting of cabinet ministers responsible for anti-crime measures on April 18, 2017.

The plan maps out the policies and measures that need to be implemented to realize the eradication of crimes relating to child prostitution and child pornography, which are offenses related to trafficking in persons. Since the plan also includes direct measures against trafficking in persons such as implementation of public relations and education activities aimed at eradicating crimes relating trafficking in persons, and promotion of the protection of victims of trafficking in persons, etc., the implementation of policies based on this basic plan is expected to contribute to the eradication of trafficking in persons.

[Figure 19] The Basic Plan for Measures against the Sexual Exploitation etc. of Children (plan for the preventing the sexual victimization of children) (National Police Agency)



### iii) Thorough control of vicious employers and brokers

- With regard to crimes relating to the employment of foreign workers, in 2016, 425 people, including employers and brokers, were arrested in connection with 388 cases.

- In 2016, the Immigration Bureau exposed 390 workplaces suspected of illegal employment.

[Repeated from 3(2) ii)]

- In 2016, Prefectural Labour Bureaus and Labour Standards Inspection Offices conducted inspections to 5,672 organizations providing technical training.

Of these, 4,004 organizations were found to be in violation of labor standards-related laws and regulations, and were issued correction orders. Among these cases, 40 cases were referred to prosecutors for serious/malicious violations of labor standards laws in relation to technical training interns, such as contractual wages being below minimum wages, and illegal overtime work/working on days off, etc.

[Repeated from 3(3) iii)]

- In 2016, Prefectural Labour Bureaus, Labour Standards Inspection Offices, and Regional Immigration Bureaus also carried out joint surveillance and investigations into 23 technical training institutions in relation to cases of suspected infringements of the human rights of technical intern trainees such as forced labor.

As a result of this, in response to cases where violations of labor standards-related laws and regulations were identified, Prefectural Labour Bureaus and Labour Standards Inspection Offices issued 21 recommendations for corrective actions, and in four serious/malicious cases the accused were referred to prosecutors. In addition, with regard to 9 out of the 23 organizations that had been the subject of joint investigations, Regional Immigration Bureaus notified that they had been found to have engaged in irregular practices that hindered the proper implementation of technical training (as of March 31, 2017).

[Repeated from 3(2) ii)]

#### **iv) Rigorous response to the problem of women being forced into appearing in pornographic materials**

- Over the three years from 2014 to 2016, the police received 25 reports relating to the problem of women being forced into appearing in pornographic videos against their will. The police responds in an appropriate manner to such cases and promotes cracking down on the problem with possible application of relevant laws and regulations.

- The Government compiled a report on the current situation and related issues on March 14, 2017, under the Specialist Committee on Violence against Women of the Council for Gender Equality, through hearing on the issue of sexual violence against youths for private organizations, experts, local governments and relevant ministries.

At the “Inter-ministerial meeting on countermeasures to the issues of so-called forced appearance in pornographic materials and ‘JK business’” on March 31, a range of emergency countermeasures

were approved including a decision set April 2017 as a month for prevention of victimization. On May 19, 2017, further measures were formulated based on the result of initiatives conducted during the month of prevention for victimization.

By promoting these measures tackling with forced appearance in pornographic materials as a offense related to trafficking in persons, through further grasping the actual situation, strengthening the crackdown, bolstering education and awareness raising, and developing the consultation system, should contribute to the eradication of trafficking in persons.

## **(2) Crime control across borders**

### **i) Strengthening of cooperation with relevant foreign organizations**

- The National Police Agency holds Contact Point Meetings relating to trafficking in persons once a year, at which officials from embassies in Tokyo, relevant ministries and agencies, prefectural governments, NGOs, the International Organization for Migrants (IOM), and so on, discuss issues and share information. In 2016 the Contact Point Meeting was held in July, and discussions were held regarding cases of police arrests relating to trafficking in persons.

- Since 2002, the National Police Agency has held the Conference of Investigators on Commercial Sexual Exploitation of Children in Southeast Asia annually, inviting overseas investigation organizations based in Southeast Asia and Tokyo to conferences to expand and strengthen cooperation on investigations related to crimes committed abroad. The 2016 conference was held in February.

In February 2017, instead of this conference, a seminar was held on measures against sexual exploitation etc. of children. By introducing government and police initiatives, the seminar was aimed at enhancing understanding and efforts were also made to enhance information sharing and c strengthened oordination between relevant organizations and groups.

- The police share information through the International Criminal Police Organization (INTERPOL) with investigative organizations in countries from which victims of trafficking in persons originate.

- Since November 2004, the Ministry of Foreign Affairs has been providing information on lost and stolen travel documents (such as passport numbers) to INTERPOL through the National Police Agency, and this information is utilized in immigration screening conducted by Interpol member nations.



**[Figure 20] Contact Point Meeting (National Police Agency)**



**ii) Enhancement of international mutual legal assistance**

- When a mutual legal assistance request related to trafficking in persons is made to Japan by foreign states, Japan has been positively providing assistance.
- Japan has concluded treaties and agreements on mutual legal assistance in criminal matters with the United States (effective from July 2006), the Republic of Korea (effective from January 2007), China (effective from November 2008), Hong Kong (effective from September 2009), the EU (effective from January 2011) and Russia (effective from February of the same year), and is seriously considering such treaties with other countries.

## **6 Protection and support of trafficking victims**

### **(1) Promotion of efforts based on “Measures for Protection of Victims”**

- In cases where the police, the human rights bodies of the Ministry of Justice, the Immigration Bureau, the Japan Coast Guard, and the Ministry of Foreign Affairs (overseas diplomatic missions) have come into contact with suspected cases of trafficking in persons in the course of their work, the relevant organizations cooperate on protecting and supporting the victims, and put effort into providing the appropriate response.

- Relevant ministries and agencies provide information to relevant organizations regarding the “Methods to Deal with Trafficking in Persons (Measures for Protection of Victims)” (agreed by the July 1, 2011 Inter-Ministerial Liaison Committee Regarding Measures to Combat Trafficking in Persons. 2014 Action Plan, Appendix 3).

- With regard to victims of trafficking in persons, in full consideration of their standpoints and based on their wishes, the Immigration Bureau makes efforts to stabilize the legal status of victims by permitting extension of the period of stay or change the status of residence, or by granting them special permission to stay.

The number of non-Japanese victims who were taken into custody by the Immigration Bureau in 2016 was 21. Of these victims, 11 possessed the status of residence and they were permitted to change the status of residence. The remaining 10 victims, who had either entered Japan illegally or had illegally overstayed and were therefore in violation of the Immigration Control and Refugee Recognition Act, were granted special permission to stay. [Repeated from 2(1) i)]

With regard to victims who wished to stay in Japan and victims who were unable to return to their countries, the Immigration Bureau gave comprehensive consideration to the situation of each individual while respecting their wishes, and where necessary, permitted them to change their statuses of residence to ones that would enable them to work in Japan. In 2014, one victim was granted the status of residence of “Long-term Resident” (one year), while in 2015 five were granted the status of residence of “Spouse or Child of Japanese National” (one year), and three were granted the status of residence of “Long-term Resident” (one year).

- The Ministry of Health, Labour and Welfare has placed consultation and interpretation staff at Public Employment Security Offices mainly in regions with a large number of foreign workers in order to provide advice and support to help foreigners with residency statuses, which allow them to engage in work (including victims of trafficking in persons), to find stable employment.

Every fiscal year, Training Courses for Promoting Stable Employment of Foreign Residents are held in regions with large numbers of long-term foreign residents for foreign residents with a strong interest

in stable employment. The courses aim to help participants to gain stable employment by enhancing their Japanese communication skills and assisting them to acquire knowledge about Japan's labor laws and regulations, etc.

## **(2) Strengthening of protection**

- As part of the relief procedures, the human rights bodies of the Ministry of Justice launched a system to provide human trafficking victims, including male victims, with temporary accommodation as an emergency refuge since October 2015.
  
- The Technical Training Act establishes regulations prohibiting acts that infringe the human rights of technical intern trainees etc. and stipulates the required penalties for violations, and puts in place measures relating to the protection etc. of technical intern trainees including appropriate response to issues raised and reported by technical intern trainees, and liaison and coordination relating to the relocation of technical intern trainees. The act also provided for the establishment of the Organization for Technical Intern Training as a legal entity approved its establishment. [Repeated from 3(3) i)]

## **(3) Provision of support to victims**

### **i) Further improvement of temporary protection and assistance at Women's Consultation Offices**

- Women's Consultation Offices work together with various relevant organizations to protect female victims of trafficking in persons, regardless of nationality and age. The offices provides them with food, clothing and shelter that respects their religious beliefs and dietary habits, gives consideration to their accommodations, bath and meals, and deploys security personnel as part of its night-time security system. These offices are putting effort into improving these systems.

All 18 victims who were taken into custody temporarily at Women's Consulting Offices were provided with interpretation support and any medical services deemed necessary, and three of the victims were provided with psychological care as this was deemed necessary. [Repeated from 2(1) i)]

- Women's Consultation Offices have also put in place budgetary provisions to supply funding for commissioning the temporary protection of victims of trafficking in persons to shelters in the private sector when provision of appropriate protection is expected for the victims concerned.

Five victims were taken into custody temporarily at private sector shelters through outsourcing in 2016. [Repeated from 2(1) i)]

- In cases where the victims are children, Women's Consultation Offices provide the required protective measures in coordination with Child Guidance Centers where necessary.

## **ii) Provision of information to victims during the process of investigation**

- The police disseminate information about protective measures and provide victims with full explanations about legal procedures, including procedures for obtaining special permission to stay in Japan. The police also provide as much information as they are able to about future investigations, and put effort into taking the victims' full perspective into consideration.

- Public prosecutors etc. at the Public Prosecutor's Office hand out the pamphlet, "For Victims of Crime," to victims when they are to be questioned. This pamphlet provides easy-to-understand explanations about various systems that provide support and protection to victims of crimes, including systems related to compensation for damages, systems for protecting victims of trafficking in persons, and systems that put in place measures to shield victims when they are required to testify in court as witnesses. This pamphlet is also available on the website of the Ministry of Justice and is linked to on the website of the Public Prosecutors Office, and is also available in English.

- The Japan Coast Guard notifies victims of crime including victims of trafficking regarding matters such as outlines of criminal proceedings and the status of investigations, the status of the arrest/remand of perpetrators, the rescue of victims, and other matters that it is thought may contribute to relieving the anxiety of victims.

The Japan Coast Guard also publicizes initiatives relating to the provision of support for victims of crime on its website and on leaflets entitled "Regarding support for victims of crime".

## **iii) Provision of legal support to victims and dissemination of legal support**

- The Japan Legal Support Center (Houterasu) cooperates with victim support organizations and groups nationwide, collects information about support contact points, and provides victims with the information they require based on their specific circumstances.

While paying careful attention to preventing the whereabouts of victims from being revealed, the center refers victims requiring legal support to lawyers with experience and understanding of victim support, and provides victims who are not financially capable with support through Civil Legal Aid or through aid services entrusted by the Japan Federation of Bar Associations.

Civil Legal Aid involves free legal consultations and lending money to pay for attorney's remuneration and expenses, etc. for "such citizens or foreign nationals lawfully residing in this country (hereinafter collectively referred to as citizens) who are not financially capable of paying the necessary expenses incurred in preparation and performance to exercise their own rights in civil judicial decision proceedings, etc. (including negotiations that are deemed necessary for the settlement of disputes in advance of civil judicial decision proceedings, etc.) or who may experience serious financial difficulties if such expenses were to be paid by themselves" (the main paragraph of Article 30 (1)(ii) of the

Comprehensive Legal Support Act).

Aid services entrusted by the Japan Federation of Bar involve legal support provided by lawyers and grants for legal fees for people requiring help relating to human rights.

- The Japan Legal Support Center (Houterasu) disseminates Civil Legal Aid and the court-appointed attorneys at law system for victims participating in criminal trials by publishing leaflets to the center’s website and distributing them to Women’s Consultation Offices.
- The Japan Legal Support Center (Houterasu) offers “multilingual information service” that provides information on legal systems and consultation centers in six languages. In fiscal 2016, the number of cases where information was provided by language was English 742 cases, Portuguese 631 cases, Chinese 395 cases, Spanish 336 cases, Vietnamese 55 cases, and Korean 30 cases.
- The Japan Legal Support Center (Houterasu) cooperates with the General Incorporated Association Social Inclusion Support Center, which provides the telephone consultation service called the “Yoriso Hotline” that offers advice on issues faced in everyday life including sexual violence.

The Yoriso Hotline project is subsidized by the Ministry of Health, Labour and Welfare, and provides services in nine languages (English, Chinese, Korean, Portuguese, Spanish, Thai, Tagalog, and Vietnamese).

[Figure 21] Leaflet (in Japanese) (Houterasu) (excerpt)



iv) Return and reintegration assistance to foreign trafficking victims

- In 2016, Japan contributed US\$117,208 to the International Organization for Migration (IOM) for

the project to provide repatriation and reintegration support (e.g. employment and vocational support, and provision of medical expenses) to foreign victims of trafficking identified in Japan. Since 2005, this project has provided support to help 307 victims to return to their home countries (as of March 31, 2017).

14 victims were repatriated in 2016 through support from the International Organization for Migration. Following their repatriation, these victims were provided with the following forms of social rehabilitation support: Three were provided with shelter at temporary refuges, six were provided with medical care, one was provided with legal support, and eight were provided with support from social rehabilitation programs (e.g. family reunification programs, educational support, small retail shop management support, farming support, etc.). [Repeated from 2(1) i)]

- The Immigration Bureau coordinates closely with the IOM office in Japan and embassies in Tokyo while also working to provide protection for victims and support for them to return to their countries, and engaging in a sustained exchange of information and communication through meetings, training, and everyday works.

- The Ministry of Foreign Affairs receives regular reports from the International Organization for Migrants on the performance of the victim repatriation project.

## **7 Establishment of foundations for promotion of measures against trafficking in persons**

### **(1) Participation in international efforts**

#### **i) Conclusion of the Trafficking in Persons Protocol**

- Regardless of the approval from the Diet in June 2005 for the conclusion of the Trafficking in Persons Protocol, Japan is not ready to immediately conclude the Protocol since the bill required for the conclusion of the Convention against Transnational Organized Crime, which is a precondition for concluding the Trafficking in Persons Protocol, has not yet been passed in the Diet (as of March 31, 2017, 170 countries and regions have signed the protocol).
- The bill to partially revise the Act on Punishment of Organized Crimes and Control of Crime Proceeds and Other Laws, which is necessary legislation for concluding the convention, was submitted to the 193rd Diet session on March 21, 2017.

#### **ii) Strengthening of cooperation with other countries**

##### **a) Coordination with G7 member countries**

- Staff from the Ministry of Foreign Affairs attended G7 Roma/Lyon Group Migration Experts Sub-Group Meetings (MESG) held in Tokyo in February and March 2016, and in Hiroshima in November 2016, to hold discussions with the delegates from the relevant countries on enhancements to protection programs for preventing trafficking, tracking down the sources of falsified travel documents, and other matters.

##### **b) Assistance etc. provided to countries in Southeast Asia and elsewhere from which victims of trafficking in persons originate**

- In Thailand, the Japan International Cooperation Agency (JICA) launched the Project on Capacity Development on Assisting Victims of Trafficking in the Greater Mekong Sub-regional Countries in April 2015.

Based on the results and issues from the Project on Strengthening of Multi-Disciplinary Teams (MDTs) for Protection of Trafficked Persons in Thailand, which was implemented from March 2009 to March 2014 solely in Thailand, this project was developed to target other countries in the Mekong region (Vietnam, Myanmar, Cambodia, and Laos) and is aimed at enhancing the capabilities of organizations in the Mekong region that are involved in the repatriation/return of victims of trafficking and their social reintegration, enhancing inter-organizational coordination.

- To strengthen their coordination with countries in the Mekong region, JICA holds a “Mekong Region Workshop” every year in Bangkok, Thailand, inviting government officials responsible for measures against trafficking in persons from each country in the region.

The seventh meeting for the workshop was held in February 2017, with officials from six countries (Japan, Thailand, Vietnam, Myanmar, Cambodia, and Laos) introducing their own country's initiatives and engaging in discussions.

- On the occasion of attending the first East Asia Ministerial Forum on Families and Gender Equality, Bangkok, Thailand, Katsunobu Kato, Minister of State for Gender Equality, visited women's shelters for the victims of trafficking in persons, observed occupational training for the victims and received briefings on the details of victim support programs in Thailand.

**[Figure 22] Seventh Mekong Region Workshop (JICA)**



**[Figure 23] Minister Katsunobu Kato visiting a facility in Thailand (Ministry of Social Development and Human Security)**



- In Vietnam, JICA implemented the Project for the Establishment of Anti-Trafficking in Persons (TIP) Hotline from June 2012 to February 2016. The development of a management system for the hotline has helped to prevent trafficking in persons and to protect victims. JICA is currently working on preparations for the next project.

- In Myanmar, JICA implemented the Project on Capacity Development on Assisting Victims of Trafficking from June 2012 to June 2016. Through personnel training, pilot activities and the development of tools (such as training manuals and victim protection handbooks) the project helped to enhance the services provided by victim support groups. JICA is currently working on preparations for the next project.

- In fiscal year 2016, Japan contributed \$US300,000 to the Crime Prevention and Criminal Justice Fund (CPCJF) managed by the United Nations Office on Drugs and Crime (UNODC), for the implementation of a project to enhance the criminal justice capacity (including trafficking in persons



countermeasures) of law enforcement authorities in Southeast Asia.

- In June 2016, the ASEAN Intergovernmental Commission on Human Rights (AICHR) held the AICHR Workshop on Effective Communication Strategies to Combat Trafficking in Persons in Nha Trang, Vietnam, the first project which focused on trafficking in persons. It utilized the Japan-ASEAN Integration Fund (JAIF) 2.0, and experts from JICA and the Japan External Trade Organization (JETRO) were dispatched to participate.

- Every fiscal year since FY2009, training sessions relating to trafficking in persons countermeasures have been held at the National Women's Education Center of Japan as a project commissioned by JICA. Until FY2011, the training sessions only covered Thailand, but since FY2012 other ASEAN countries have also been covered by the sessions.

The issue-specific training called the Promotion of Networking among ASEAN Countries on Anti-human Trafficking was held in October and November 2016 for officials responsible for trafficking in persons countermeasures from six countries (Thailand, Philippines, Vietnam, Myanmar, Cambodia, and Malaysia).

**c) Working with countries from which technical intern trainees are dispatched**

- The Government of Japan is working on setting out the Memorandum of Cooperation with governments of countries from which technical intern trainees are sent, in order to eliminate improper sending organizations. [Repeated from 3(3) i)]

- The Ministry of Foreign Affairs, with the attendance of officials from the relevant ministries and agencies, is utilizing opportunities such as consular consultations with countries that send out technical intern trainees, to bring up and request improvements on handling cases of missing persons and human rights infringements.

**d) Sharing of information through the Bali Process**

- Japanese government officials participated in meetings relating to the Bali Process (a follow-up process implemented following regional ministerial meetings relating to migrant smuggling and trafficking in persons and other related transnational crimes) again in 2016. The officials introduced Japan's anti-trafficking initiatives and joined in discussions with representatives from other member countries, regions, and international organizations regarding future directions for the Bali Process.

- Japan also contributed US\$10,000 to the Bali Process website, which is operated and managed by the International Organization for Migrants (IOM).

**e) Training at the United Nations Asia and Far East Institute for the Prevention of Crime and the Treatment of Offenders (UNAFEI)**

- In February 2016, UNAFEI conducted training for staff from criminal justice-related organizations in French-speaking African countries, on the topics of “basic concepts underlying investigation, prosecution, and trials”, “terrorist crime countermeasures”, and “organized crime countermeasures”. From May to June 2016, UNAFEI conducted an international training course for staff from criminal justice-related organizations of various countries on “issues relating to child victims and witnesses”. From August to September 2016, UNAFEI conducted an international training course for staff from corrections and rehabilitation organizations of various countries on “effective handling of juvenile delinquents and their personal and social rehabilitation”. In addition to efforts to improve the capacity for investigative cooperation in developing countries through such training sessions, efforts were also made to facilitate professional networking among criminal justice practitioners of each country, and to, albeit indirectly, support initiatives to counter trafficking in persons of each of the countries involved.

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**(2) Acquisition of people’s understanding and cooperation**

**i) Further promoting of government public relations**

- The government provides information regarding trafficking in persons countermeasures on the Public Relations Office of the Government of Japan portal website, which is operated by the Cabinet Office, and calls on people to contact their local police station etc. when asked for help from victims of trafficking in persons who have been forced into prostitution and work etc.
- Every year on July 30, the World Day against Trafficking in Persons, the Cabinet Secretariat publishes relevant information on their Twitter account, and in November 2015 officials at the Cabinet Secretariat appeared on Public Relations Office radio programs to call on citizens to report any relevant information they may have.
- The Cabinet Office positioned the promotion of trafficking in persons countermeasures as one of the fields relevant to the eradication of all types of violence against women in the Fourth Basic Plan for Gender Equality (approved by a cabinet decision in December 25, 2015).  
During the campaign period for eliminating violence against women, from 12 to 25 November every year, the Cabinet Office produces posters and leaflets and distributes them to local governments and other relevant organizations. During the same period in 2016, the Cabinet Secretariat publicized information on its Twitter account.
- Every year since 2004, the Cabinet Office has produced educational posters and leaflets relating to

measures taken against trafficking in persons.

In 2016, the Cabinet Office produced about 90,000 posters and leaflets titled “Could it be? Be aware! Human trafficking is occurring in Japan!”, and distributed these to about 5,000 places including local governments, airports and marine ports, universities and technical colleges, the Japan Association of Travel Agents, the International Organization for Migrants (IOM), and other relevant organizations. In addition to the organizations to which the posters are usually distributed, they were also displayed on railway station noticeboards and distributed through social media (Facebook).

[Repeated from 3(5) i)]

- Every year since 2005, the National Police Agency has produced leaflets in several languages calling for people to report trafficking in persons crimes to the police, with the aim of discovering victims. These leaflets are distributed to the relevant ministries and agencies, embassies in Tokyo, and NGOs, and also placed in places that can easily catch the eyes of the victims.

In November 2016, 292,450 leaflets in nine languages (Japanese, English, Chinese, Korean, Spanish, Russian, Thai, Tagalog, and Indonesian) were produced and distributed. In March 2017 the leaflets were published online calling for any relevant information to be reported to the police with information.

[Repeated from 4(2)]

- The Immigration Bureau has listed on its website the contact points for consultation and for providing information relating to trafficking in persons, and its policies and processes relating to victim protection measures in eight languages (Japanese, English, Chinese (traditional and simplified), Korean, Portuguese, Spanish, Thai, and Tagalog). Efforts have also been made to make leaflets produced by the National Police Agency readily available to trafficking victims by, for example, placing them by regional immigration bureau examination counters and airport immigration counters.

[Repeated from 4(2)]

- The human rights bodies of the Ministry of Justice have carried out activities for human rights awareness-raising every year since 2008 under the slogan of “Stop Trafficking in Persons” as one of the priority targets, and information about the fact that trafficking in persons is a serious crime and the human rights bodies of the Ministry of Justice provide human rights counseling services and so on is published on their website and in booklets titled “The Protection of Human Rights” to be distributed.

- Based on the results of investigations and research into trafficking in persons carried out at the National Women’s Education Center of Japan between FY2005 and FY2010, the center has produced display panels and leaflets regarding the importance of heightening awareness of trafficking in persons and also made this information available online.

[Figure 24] Leaflet (National Women’s Education Center of Japan) (excerpt)



- The Ministry of Foreign Affairs distributes leaflets produced by the National Police Agency (see 4 (2)) and leaflets and posters produced by the Cabinet Office (see 3(5) i)) to overseas diplomatic missions etc. [Repeated from 4(5)]

- In 2016, the Ministry of Foreign Affairs designated two periods (a two-week period from February 20 to March 5, and another two-week period stipulated by each prefectural government between July and October) as campaign periods for strengthening travel document issuance screening at passport offices in each prefecture with the aim of preventing the improper acquisition of travel documents through identity theft. During these campaign periods passport offices engaged in public relations activities including posting information on websites and displaying posters with the aim of preventing improper acquisition of passports, which has the potential to aid and abet international terrorism and international organized crime such as trafficking in persons and illegal immigration.

## ii) Efforts through education

- The Ministry of Education, Culture, Sports, Science and Technology has always strived to promote education that raises awareness about respecting human rights, through school education and social education, based on the spirit of the Constitution and the Basic Act on Education. Based on the Courses of Study (the Japanese curriculum guidelines), the ministry also promotes education that places emphasis on nurturing respect for both one’s own life and the lives of others.

## iii) Raising awareness of associations of small and medium enterprises

- At the meetings for optimizing the operation of the Technical Intern Training Program held in June 2016, the Ministry of Economy, Trade and Industry gained the cooperation of the relevant ministries and agencies on complying with labor-related laws, and disseminated information to the relevant organizations.

- In 2016, the Ministry of Agriculture, Forestry and Fisheries worked together with the Ministry of Health, Labour and Welfare to produce pamphlets entitled “Essential Points of Labor Management for Farmers and Agricultural Corporation”, and distributed these to agricultural corporations etc. through prefectural governments as part of efforts to raise awareness about compliance with labor laws. Support was also provided support for training workshops etc. held by private sector organizations with the aim of facilitating appropriate implementation of agricultural technical training.

- Every year, the Ministry of Justice and the Ministry of Health, Labour and Welfare, in cooperation with employers’ associations, provide explanations regarding the points to consider relating to the appropriate and smooth advancement of the technical intern training program in prefectures where many technical intern trainees are based to supervising organizations accepting technical intern trainees.

#### **iv) Raising awareness of overseas travelers**

- The Japan Tourism Agency continues to raise awareness amongst travel agencies with the aim of ensuring that travel agencies do not become involved in unsound travel. Specifically, the Japan Tourist Agency encourages travel agencies, when conducting their annual self-assessments relating to compliance with the Travel Agency Act (each November), to look at whether or not they have been involved in facilitating unsound travel and the purchasing of counterfeit goods, etc. The Travel Agency Act prohibits the mediation etc. of actions that violate the laws and regulations enforced in travel destination countries.

- The Ministry of Foreign Affairs has produced a handbook of safety tips for those travelling overseas with a section called “Case Studies: Examples of Problems and Countermeasures,” in which involvement in acts of prostitution is given as an example of a case where Japanese people become criminals. The booklet explains that the hiring of prostitutes is illegal in many countries and can be treated as a serious crime, and that offenses relating to the hiring of child prostitutes and the possession of child pornography committed while overseas can be punished under Japanese law, and calls on people to refrain from engaging in inappropriate activities. [Repeated from 3(5) i)]

### **(3) Strengthening of the system for promoting measures against trafficking in persons**

#### **i) Improvement of relevant administrative officers' knowledge and awareness**

##### **a) National Police Agency**

- Education on measures to combat trafficking in persons is provided during elementary courses at the Prefectural Police Academy and training courses for promotion at the National Police Academy.
- In order to contribute to improving the professional skills of police, two wide-area skills instructors in the area of trafficking in persons and designated by the National Police Agency are appointed to conduct lectures using every opportunity.
- Every year the National Police Agency offers training on measures to combat offenses related to trafficking in persons, as part of the specialized courses targeted at top-level staff across Japan who are responsible for cracking down on adult entertainment-related offenses. In 2016, the training was conducted in September.

##### **b) Ministry of Justice**

- The Immigration Bureau put efforts into advancing the knowledge and awareness of its officials on measures to combat trafficking in persons through lectures on human rights at training programs according to their careers. In addition, in cooperation with external instructors from the relevant ministries and agencies, the International Organization for Migration (IOM), and NGOs, specialized training on human rights and measures to combat trafficking in persons was also conducted targeting mid-level officials who deal directly with such trafficking cases. An initiative was also implemented in which the officials who received this training fed back what they learned to provide training for frontline staff.

In specially-developed training on trafficking in persons countermeasures, the bureau carried out case studies that clarify the main points to consider when identifying victims and delivered a lecture emphasizing the practical work involved in identifying victims.

- The Public Prosecutor's Office provided trafficking in persons-related lectures etc. to public prosecutors during training workshops etc. provided them in correspondence to the years of experience.

##### **c) Ministry of Foreign Affairs**

- In the training course for newly appointed consular officers, every fiscal year, the Ministry of Foreign Affairs delivers lectures on measures to prevent and combat trafficking in persons, including the role that visas play as a border control measure, as well as considerations to take when interviewing

former victims. A total of 52 officials attended the lectures in fiscal year 2016. Similar lectures were also given during training for 81 security officers to be stationed at Japanese Embassies and Consulates.

For those who are eligible for these training and also for other consular officers who are currently or to be posted at Japanese Embassies and Consulates lectures are given not only on knowledge of travel documents, but also on collaboration with the relevant organizations in the countries of posting.

- At the Ministry of Foreign Affairs, the staff in passport offices that are involved in travel document administration in each prefecture were provided with training on travel document issuance screening with the additional perspective of preventing the improper acquisition of travel documents by people connected with trafficking in persons and terrorists etc.

**d) Ministry of Health Labour and Welfare**

- At the annual research council meetings for the heads of Women's Consultation Offices and senior officials for women's protection services, training is provided featuring lectures given by the IOM on responses to victims of trafficking in persons. The lecture in 2016 was attended by 65 people.

**e) Japan Coast Guard**

- Japan Coast Guard gives lectures on the actual situation of human trafficking and the importance of protecting victims of trafficking through annual training programs for mid-level officials so that they can recognize trafficking during the process of investigations.

**f) Courts**

- Some of the training programs for judges conducted at the Legal Training and Research Institute of Japan feature lectures delivered by university professors and other experts specializing in international human rights. The lectures cover various problems pertaining to international laws and regulations relating to human rights issues including trafficking in persons.

**ii) Promotion of cooperation and information exchange with relevant administrative agencies**

- The police, the Immigration Bureau, the Japan Coast Guard and other relevant organizations, inform prefectural police, the Regional Immigration Bureaus and their District Immigration Offices, and the respective Regional Coast Guard Headquarters about the "Methods to Deal with Trafficking in Persons (Measures for Identification of Victims)" (see 4(1)) and "Methods to Deal with Trafficking in Persons (Measures for Protection of Victims)" (see 6(1)), and instruct them to ensure an appropriate approach is taken toward the identification and protection of victims in cooperation with relevant organizations.

- When cases of trafficking in persons are detected, prefectural police hold local liaison conferences with the relevant organizations to provide appropriate protection for victims and enhance coordination between local organizations.

- In September 2012, the National Police Agency produced materials “the Police procedure for handling trafficking in persons crimes”, and distributed these through the Ministry of Health, Labour and Welfare to Women’s Consultation Offices in each prefecture with the aim of facilitating closer coordination.

Women's Consultation Offices in each prefecture use these materials as a reference in their efforts to protect victims of trafficking.

- When the human rights bodies of the Ministry of Justice come into contact with cases of suspected trafficking in persons through human rights counseling, they commence investigations on these cases by treating them as human rights violation cases, and work together with the relevant organizations to provide an appropriate response.

At board meetings of the High-Level Central Government Liaison Council for Human Rights Education and Encouragement, information is shared between the relevant ministries and agencies regarding activities for human rights awareness-raising, including those concerning trafficking in persons.

- Every year, the Immigration Bureau holds consultative meetings on measures to prevent and detect crimes violating the Immigration Control Act to consult with relevant organizations such as the National Police Agency, the Public Prosecutors Office, the Ministry of Foreign Affairs, the Japan Coast Guard, and the Ministry of Health, Labour and Welfare on the current state of crimes relating to trafficking in persons etc. and measures against such crimes.

- The Ministry of Foreign Affairs provides travel document issuance information to the Immigration Bureau of the Ministry of Justice in order to confirm the departure and return of Japanese citizens at airports and ports in Japan.

### **iii) Cooperation with NGOs, IOM, etc.**

- Relevant organizations such as the Cabinet Secretariat, the National Police Agency, the Immigration Bureau, and the Japan Coast Guard, make effort to strengthen cooperation by exchanging their viewpoints and information with NGOs, the International Organization for Migration (IOM), and other entities through the Contact Point Meeting for Trafficking in Persons (see 5(2) i)) and their daily works, and various training programs. The National Police Agency also distributes leaflets (see 4(2))



to NGOs, IOM, and other entities and calls for cooperation.

- In 2016, the government held discussions with NGOs and examined specific cases of trafficking in persons. During the discussions, an NGO showed the fact that they received a large number of cases relating to forced appearance in pornographic videos, and relevant ministries shared the information relating to their initiatives (see 5(1) iv) for more information on these initiatives).

- The Immigration Bureau coordinates closely with the IOM office in Japan and embassies in Tokyo while also working to provide protection for victims and support for them to return to their countries, and engaging in a sustained exchange of information and communication through various meetings and training, and everyday works.

The Ministry of Foreign Affairs receives regular reports from IOM about the outcome of the victim repatriation assistance project. [Repeated from 6 (3) iv)]

## **8 Future efforts**

One characteristic of the data for trafficking in persons in 2016 was that the number of Japanese victims increased to 25 (12 of whom were children), which was the highest number ever recorded. Japanese victims were first identified in 2007 and 10 or more Japanese victims have been identified every year since then, but the number increased by a large margin in 2016 (see 2(1) i)).

One likely reason for this is that crimes handled not only by the security police divisions that deal with crimes relating to the sex industry and illegal employment of foreign workers, but also by the juvenile police divisions were subjected to more thoroughgoing investigation with a view to searching for any potential crimes relating to trafficking in persons and identifying victims of such crimes. In this process all applicable laws and regulations were utilized to arrest suspects leading to the increase in the number of human trafficking victims identified.

With regard to those crimes handled by the juvenile police divisions that target children, such as child prostitution and the production of child pornography, a basic plan for measures against sexual exploitation of children (plan for the preventing the sexual victimization of children) has been drafted, and government-wide efforts are being made to counter these crimes (see 5(1) ii)), and public relations and awareness-raising activities are being enhanced (see 3(5) i)). Going forward, there is also a need to work on further reducing related trafficking in persons crimes through the steadfast implementation of such as these.

The issue of trafficking in persons in Japan was originally one that primarily involved severe sexual exploitation of foreign women, and because measures to counter trafficking in persons have focused on such cases, the misapprehension remains that trafficking in persons is a problem only affecting foreigners. The increase in the number of Japanese victims seen in recent years, however, could be a result of an increased awareness amongst the police and other relevant organizations about the possibility of Japanese people becoming victims of trafficking in persons, thanks to a range of different training activities etc. (see 7(3) i)).

Although this is a new trend in trafficking in persons in Japan, and although trafficking in persons crimes targeting foreign victims has drastically decreased since 2005 thanks to countermeasures implemented through coordination between the government, relevant organizations, NGOs, and so on, this does not mean that the problem of crimes and human rights violations involving foreigners has been solved.

It has be reminded that it is crucial for those involved to push forward with the identification of victims (see 4) and respond to the problem in an appropriate manner, regardless of their nationalities, while keeping in mind that trafficking in persons is a crime that is very difficult to detect.

The circumstances relating to foreign workers are seeing dramatic changes. The enforcement of the Technical Intern Training Act in November this year will result in a fundamental revision to the Technical Intern Training Program (see 3(3) i)), and the launch of the Foreign Construction Worker Acceptance Program (see 3(4) i)) and the Project to Accept Foreigners Conducting Housekeeping Services in National Strategic Special Zones (see

3(4) ii)), in April 2015 and in March 2017 respectively led to more foreign workers entering Japan.

Although a range of measures have been put in place to protect workers who enter Japan through these programs, since the number of identified victims of labor exploitation is few in the past, and therefore the relevant organizations are not fully proficient in their handling of such cases. Taking these conditions in consideration, those involved in the programs will need to ensure that they are operated in an appropriate manner by working to thoroughly protect workers and prevent the programs from becoming hotbeds of exploitation and thereby lose their meaning.

Japan will continue to steadily implement measures from the perspective of victims with the aim of eradicating trafficking in persons.

[Figure 25] List of ministries and agencies involved in measures to combat trafficking in persons

[Cabinet Secretariat]	Secretary to the Assistant Chief Cabinet Secretary
[Cabinet Office]	Promotion Division, Gender Equality Bureau
[National Police Agency]	Safety Division, Community Safety Bureau
[Ministry of Justice ]	Public Security Division, Criminal Affairs Bureau Investigation and Remedies Division, Human Rights Bureau Human Rights Promotion Division, Human Rights Bureau Entry and Status Division, Immigration Bureau Adjudication Division, Immigration Bureau
[Ministry of Foreign Affairs]	International Safety and Security Cooperation Division, Foreign Policy Bureau, Foreign Nationals' Affairs Division, Consular Affairs Bureau
[Ministry of Education, Culture, Sports, Science and Technology ]	Social Education Division, Lifelong Learning Policy Bureau
[Ministry of Health, Labour and Welfare ]	Inspection Division, Labour Standards Bureau, Vocational Training Promotion Division, Human Resources Development Bureau Overseas Cooperation Division, Human Resources Development Bureau Family Welfare Division, Equal Employment, Children and Families Bureau
[Ministry of Agriculture, Forestry and Fisheries]	Young Farmers and Women Division, Management Improvement Bureau,
[Ministry of Economy, Trade and Industry ]	Office of Director for Human Resources Policy, Economic and Industrial Policy Bureau,
[Ministry of Land]	Policy Division, Policy Bureau, Infrastructure, Transport and
[Japan Coast Guard]	Tourism International Criminal Investigation Division, Guard and Rescue Department, Consultation and Provision of Information on Trafficking in Persons