

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

**May 18, 2018**

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.....	7
(1) Incidence of trafficking in persons in Japan .....	7
i) Data relating to victims of trafficking in persons .....	7
ii) Data relating to those accused of trafficking in persons .....	10
iii) Cases.....	14
(2) Information sharing with governments of other countries .....	15
3 Prevention of trafficking in persons .....	16
(1) Prevention of trafficking in persons by thorough immigration control.....	16
i) Thoroughly strict immigration control .....	16
ii) Strict examination of visa applications .....	16
iii) Enhancement of the Visa Wide Area Network (Visa-WAN) .....	17
iv) Strengthening of measures against forged documents .....	17
(2) Prevention of trafficking in persons through thorough residence management.....	17
i) Preventing crimes of trafficking in persons in the situation of imposter/illegal residence, through stringent residence management .....	17
ii) Strict control of illegal employment .....	18
iii) Promotion of active public relations and raising awareness for prevention of illegal employment .....	18
(3) Prevention of trafficking in persons for the purpose of labor exploitation .....	19
i) Improvement of Technical Intern Training Program by drastic revision .....	19
ii) Provision of information on legal protection to foreign technical intern trainees .....	22
iii) Strict enforcement of labor standards-related laws and regulations .....	26
(4) Measures in the new program aimed at greater utilization of foreign human resources .....	26
i) The Foreign Construction Worker Acceptance Program .....	26
ii) Project to Accept Foreigners Conducting Housekeeping Services in National Strategic Special Zones. ...	27
(5) Efforts against the demand side for trafficking in persons.....	29
i) Educating people on the demand side of sexual exploitation. . .	29
ii) Raising awareness of employers.....	32
4 Promotion of identification of trafficking victims.....	33
(1) Promotion of efforts based on “Measures for Identification of Victims” .....	33
(2) Informing latent victims about agencies to which they can report the crime and the measures for protecting them .....	34
(3) Strengthening of counseling in foreign languages .....	36

(4) Coordination with embassies in Tokyo .....	39
(5) Promotion of calling the attention of potential victims of trafficking in persons through overseas diplomatic missions .....	39
5 Eradication of trafficking in persons .....	41
(1) Thorough control .....	41
i) Thorough control of prostitution .....	41
ii) Rigorous response to the sexual exploitation of children (sexual victimization of children) .....	41
iii) Thorough control of vicious employers and brokers .....	43
iv) Rigorous response to the problem of women being forced into appearing in pornographic materials. ....	43
(2) Crime control across borders.....	44
i) Strengthening of cooperation with relevant foreign organizations .....	44
ii) Enhancement of international mutual legal assistance .....	46
6 Protection and support of trafficking victims.....	47
(1) Promotion of efforts based on “Measures for Protection of Victims” .....	47
(2) Strengthening of protection .....	48
(3) Provision of support to victims .....	48
i) Further improvement of temporary protection and assistance at Women’s Consulting Offices.....	48
ii) Provision of information to victims during the process of investigation .....	49
iii) Provision of legal support to victims and dissemination of legal support .....	50
iv) Return and reintegration assistance to foreign trafficking victims .....	51
7 Establishment of foundations for promotion of measures against trafficking in persons .....	53
(1) Participation in international efforts .....	53
i) Conclusion of the Trafficking in Persons Protocol .....	53
ii) Strengthening of cooperation with other countries .....	53
(2) Acquisition of people’s understanding and cooperation .....	58
i) Further promoting of government public relations .....	58
ii) Efforts through education.....	62
iii) Raising awareness of associations of small and medium enterprises .....	63
iv) Raising awareness of overseas travelers .....	63
(3) Strengthening of the system for promoting measures against trafficking in persons .....	64
i) Improvement of relevant administrative officers’ knowledge and awareness .....	64
ii) Promotion of cooperation and information exchange with relevant administrative agencies .....	66
iii) Cooperation with NGOs, IOM, etc .....	67
8 Future efforts .....	68

[Figure 1] Definition of trafficking in persons (Article 3 of the Trafficking in Persons Protocol).....	2
[Table 1] Main initiatives from 2004 to 2017.....	5
[Figure 2] The Third “Council for the Promotion of Measures Combat Trafficking in Persons” (Cabinet Secretariat) .....	6
[Figure 3] Japan’s structure on measures to combat trafficking in persons .....	6
[Figure 4] Trends in the number of victims of trafficking in persons (2001 to 2017).....	9
[Figure 5] Nationalities of the 46 victims.....	9
[Figure 6] Status of residence of the 18 foreign victims .....	9
[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 2017).....	11
[Figure 8] Nationalities of the 27 suspects.....	11
[Figure 9] Occupations of the 27 suspects .....	11
[Table 2] Charges imposed on the 20 prosecuted persons and their trial results (as of March 31, 2018).....	12
[Table 3] Charges imposed on the 10 persons reported as awaiting trial in the 2017 annual report and the results of their trials (as of March 31, 2018).....	13
[Figure 10] Overview of the Technical Intern Training Act (Ministry of Justice, Ministry of Health, Labour and Welfare) .....	21
[Figure 11] Technical Intern Trainee Handbook (excerpt).....	25
[Figure 12] To all Foreign Technical Intern Trainees (Ministry of Health, Labour and Welfare) (excerpt) .....	25
[Figure 13] Are Your Working Conditions Fair? (Ministry of Health, Labour and Welfare) (excerpt)..	25
[Figure 14] The Foreign Construction Worker Acceptance Program (Ministry of Land, Infrastructure, Transport and Tourism).....	27
[Figure 15] Utilization of foreign housekeeping support personnel (Cabinet Office) .....	28
[Figure 16] Portable card with list of complaint/consultation services (Cabinet Office) . . .	29
[Figure 17] Poster for Measures to Combat Trafficking in Persons (Cabinet Office) .....	31
[Figure 18] Handbook of Safety Tips in Foreign Countries (Ministry of Foreign Affairs) (excerpt).....	31
[Figure 19] Posters titled “STOP! Child Sexual Exploitation” (National Police Agency) .....	31
[Figure 20] Anonymous-report Hot Line posters (National Police Agency).....	34
[Figure 21] Anonymous-report Hot Line Procedure (National Police Agency) .....	34
[Figure 22] Leaflet for measures to combat trafficking in persons (National Police Agency).....	36
[Figure 23] The process for putting victims under protection (Immigration Bureau) .....	36
[Figure 24] Foreign-Language Human Rights Consultation leaflets (Ministry of Justice) (excerpt) .....	38
[Figure 25] Consultation and provision of information on trafficking in persons .....	40
[Figure 26] Implementation of countermeasures based on the plan for preventing the sexual victimization of children (National Police Agency).....	42
[Figure 27] Contact Point Meeting (National Police Agency).....	45
[Figure 28] For Victims of Crime (Public Prosecutor’s Office).....	50
[Figure 29] Leaflet (Houterasu) (excerpt) .....	51
[Figure 30] Procedure of return and reintegration assistance (IOM).....	52

[Figure 31] Bailment of the consignment note for the Trafficking in Persons Protocol, etc. ....	53
[Figure 32] Eighth Mekong Region Workshop (JICA).....	55
[Figure 33] Inspection by (then) Minister Kato (Ministry of Social Development and Human Security).....	55
[Figure 34] Workshop (AICHR) .....	56
[Figure 35] ASEAN countries training (National Women’s Education Center) .....	56
[Figure 36] Sixth Bali Process Regional Ministerial Meeting (Ministry of Foreign Affairs).....	57
[Figure 37] Public Relations Office Television Programs (Cabinet Office) .....	59
[Figure 38] The Protection of Human Rights (Ministry of Justice) (excerpt).....	61
[Figure 39] Leaflet (National Women’s Education Center of Japan) (excerpt).....	62
[Figure 40] Posters for the Prevention of Improper Acquisition of Travel Documents (Ministry of Foreign Affairs) .....	62
[Figure 41] List of ministries and agencies involved in measures to combat trafficking in persons .....	70

## **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 a 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 2017. 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;

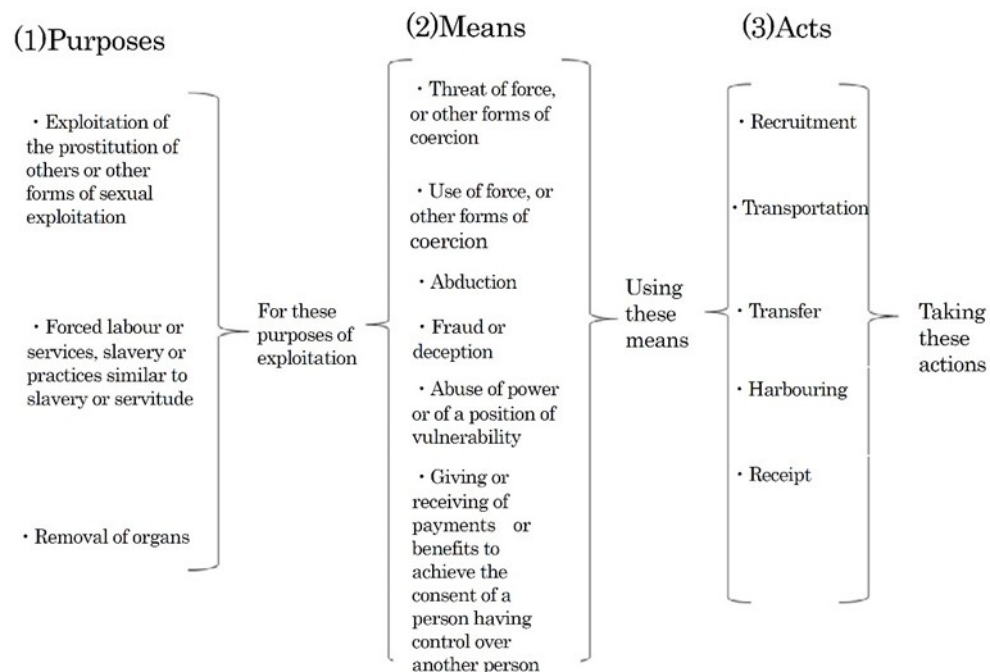
(b) The consent of a victim of trafficking in persons to the intended exploitation set forth in subparagraph (a) of this article shall be irrelevant where any of the means set forth in subparagraph (a) have been used.

(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 is 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.

All the acts that fall under the definition of trafficking in persons laid out in the Trafficking in Persons Protocol are considered as criminal offenses in Japan since 2005 when the revisions were made to the Penal Code to codify the acts that were previously not punishable under domestic law (such as Crime of Buying or Selling of Human Beings).

Furthermore, on June 15, 2017 the Act for Partial Revision of the Act on Punishment of Organized Crimes and Control of Crime Proceeds, etc., an implementing legislation for the United Nations Convention against Transnational Organized Crime (hereinafter referred to as the “Convention against Transnational Organized Crime”), was passed in the 193rd Diet session, and the Act was enforced on July 11, 2017. Consequently, on that day, Japan concluded the Convention against Transnational Organized Crime as well as the Trafficking in Persons Protocol, a supplementary protocol to the Convention, etc., and thus became a State party to the Convention and the Protocol, etc.

## **(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 aimed at eliminating trafficking will continue and that initiatives based on the 2014 Action Plan will be steadily implemented. In May 2016 the second Council for the Promotion of Measures to Combat Trafficking in Persons was held and in May 2017 the third Council for the Promotion of Measures to Combat Trafficking in Persons was held.

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.

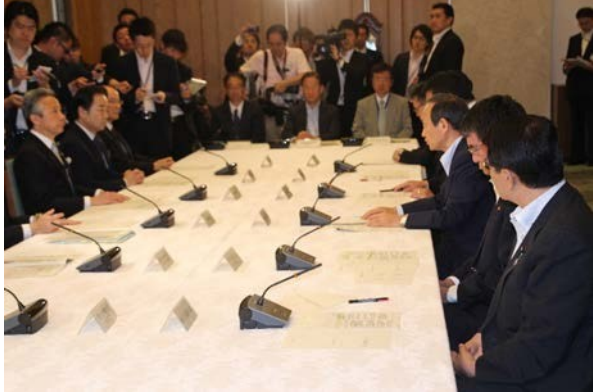
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<sup>1</sup> The Ministerial Meeting Concerning Measures Against Crime was established in September 2003 in order to re-establish Japan as "the safest country in the world." The Prime Minister presides over the Meeting composed of all ministers. (For 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>)

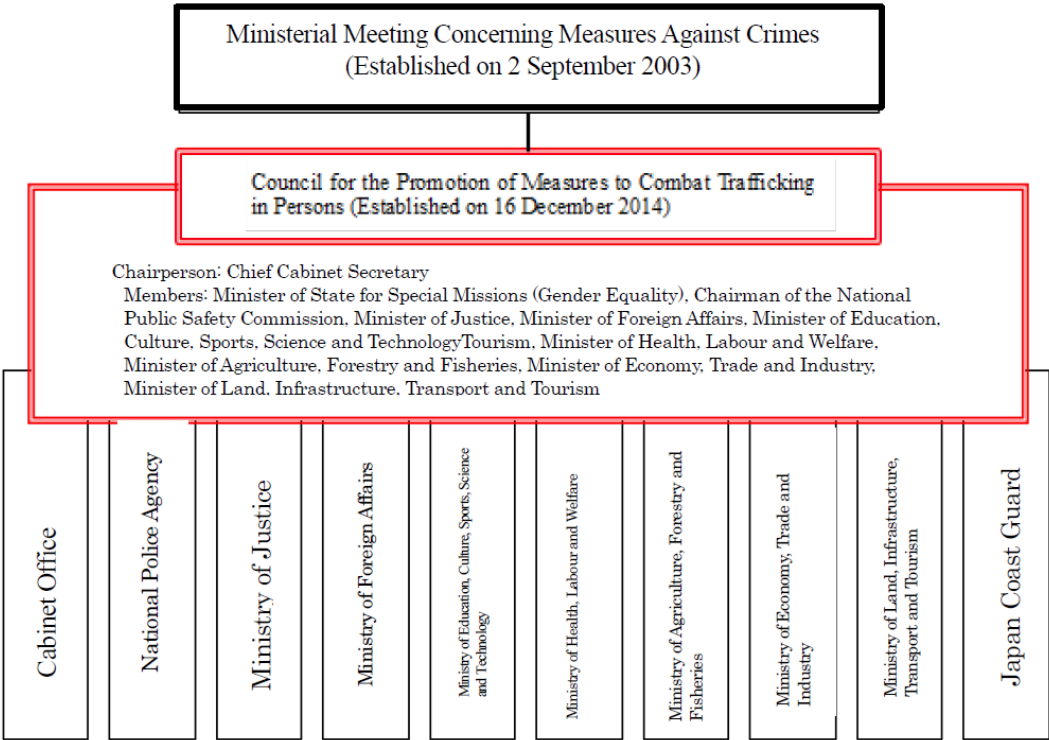
[Table 1] Main initiatives from 2004 to 2017

<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 and Third Council for the Promotion of Measures to Combat Trafficking in Persons held</b>
<b>May 2017</b>	<b>Annual report “Measures to Combat Trafficking in Persons” approved and published</b>

**[Figure 2] Third Council for the Promotion of Measures to 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 were put under protection in 2017 was 46 (four less than in 2016).

With regard to the gender of the victims, 45 were female (three less than in 2016) and one was male (one less than in 2016).

- With regard to the nationality of the victims, the number of Japanese victims was the highest in history, with 28 put under protection (three more than in 2016), accounting for approximately 60%. The male victim was also Japanese.

The nationalities of the 18 non-Japanese victims were as follows: Eight Thai nationals (one less than in 2016), seven Philippine nationals (one less than in 2016), one Vietnam national (the same number as in 2016), one Brazilian national (one more than in 2016), and one Mongolian national (one more than in 2016).

- With regard to the status of residence of the 18 non-Japanese victims, nine victims entered Japan on the status of residence of temporary visitor (nine less than in 2016), five entered Japan on the status of residence of Spouse of a Japanese National, (one more than in 2016), one entered Japan on the status of residence of technical intern training (one more than in 2016), and one entered Japan on the status of residence of student (one more than in 2016), while one entered Japan illegally (the same number as in 2016), and one stayed in Japan on the status of residence of “permanent resident” (the same number as in 2016).

The number of non-Japanese victims who were put under protection by the Immigration Bureau in 2017 was 20. Of these victims, 10 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 regarding non-Japanese victims it is divided into two cases, namely the case in which these victims were first put under police protection before being put under protection by the Immigration Bureau or other cases in which they are put under protection by either the police or the Immigration Bureau only. The abovementioned 18 non-Japanese victims can be classified into the following groups:

- a) 11 were put under police protection in 2017 and were then put under protection by the Immigration Bureau the same year
- b) One in 2017 was put under police protection only
- c) Six in 2017 were put under protection by the Immigration Bureau only

Furthermore, abovementioned 20 non-Japanese victims who were put under protection by the Immigration Bureau in 2017 includes three victims who were put under police protection

in 2016 before being put under protection by the Immigration Bureau in 2017 (already recorded as victims of trafficking in persons in the annual report approved in May 2017), in addition to the 11 victims in a) and the six victims in c), a total of 17 victims.

- Of the 46 victims, seven were minors (under 18 years of age) (six less than in 2016), including six Japanese nationals (including one male victim) and one Philippine national.
- With regard to the forms of trafficking, 31 were victims of sexual exploitation (six less than in 2016), 12 were forced to work as hostesses (three more than in 2016), and three (including one male victim) were victims of labor exploitation (one less than in 2016).

Of the three victims of labor exploitation, one (a Japanese male) was forced to work as the employee of a street vendor, one (a Thai female) was forced to work as an employee of a restaurant, and one (a Mongolian female) was forced to work as a guest room cleaner at a guest house and a babysitter .

A characteristic difference between the Japanese and non-Japanese victims was that Japanese victims tended to be involved in cases of sexual exploitation taking advantage of the ignorance of minors while non- Japanese victims tended to be forced to work as “hostesses” or forced to engage in prostitution at adult entertainment business.

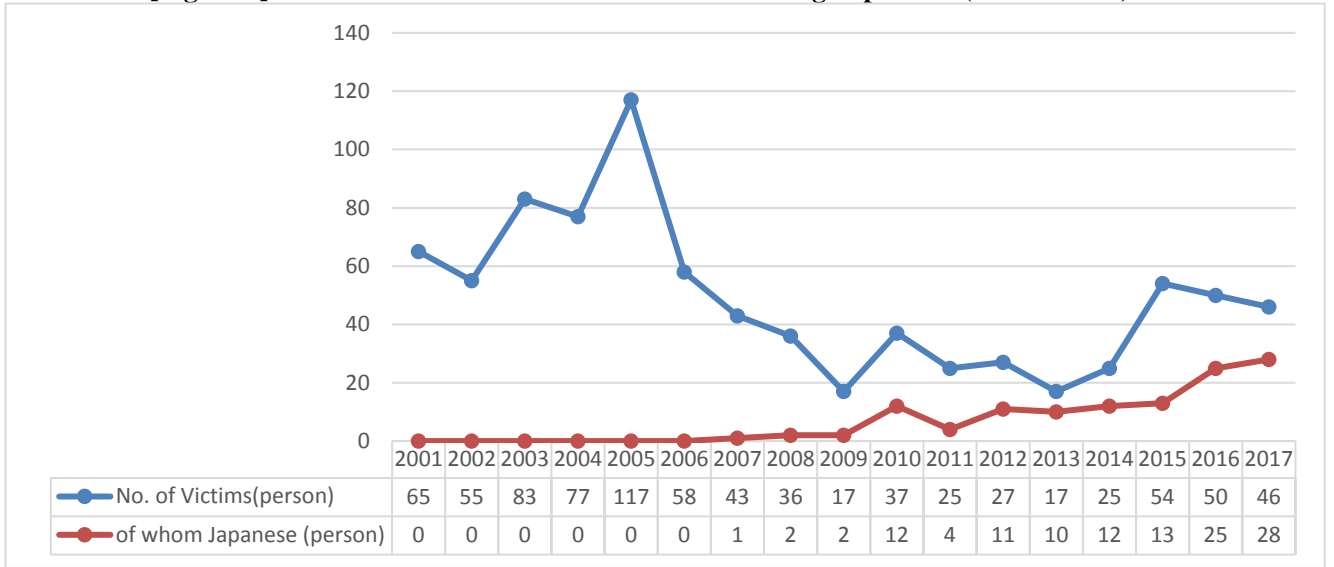
- The number of victims who were put under protection temporarily at Women’s Consulting Offices in 2017 was 16, of whom eight were Thai nationals, six were Philippine nationals, one was a Vietnamese national, and one was a Mongolian national.

All of these victims were provided with interpretation support, while the 15 victims for whom medical services were deemed necessary and the two victims for whom psychological care was deemed necessary were provided with these services respectively.

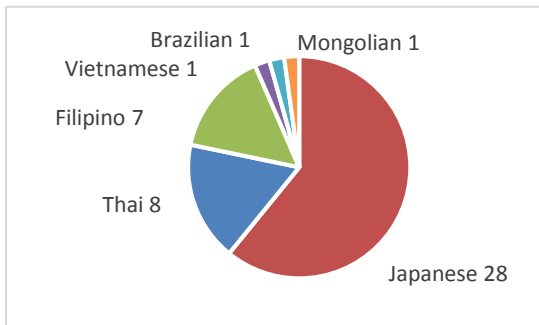
Three victims were put under protection temporarily at private sector shelters through outsourcing.

- In 2017, 24 victims were repatriated through support from the International Organization for Migration (IOM). Following their repatriation, these victims were provided with the following forms of social rehabilitation support: eight were provided with shelter at temporary refuges, eight were provided with medical support, eight were provided with legal support, and 20 were provided with support from social rehabilitation programs (e.g. family reunification programs, livestock industry management support, restaurant management support, shop management support, occupational training, educational support, etc.).

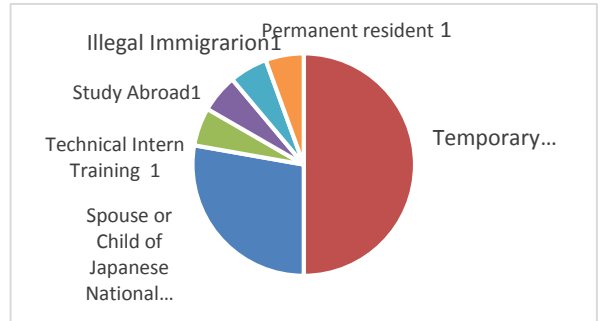
**[Figure 4] Trends in the number of victims of trafficking in persons (2001 to 2017)**



**[Figure 5] Nationalities of the 46 victims  
(Unit: No. of people)**



**[Figure 6] Status of residence of the 18 foreign victims  
(Unit: No. of people)**



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

- In 2017, 39 cases of trafficking in persons pertaining to victims of trafficking in persons put under protection by Japan were cleared (five less than in 2016) and 27 persons were arrested for trafficking in persons (19 less than in 2016).

With regard to the gender of the suspects, 22 were male (15 less than in 2016), and five were female (four less than in 2016).

- With regard to the nationality of the suspects, the majority were Japanese nationals with 22 suspects (18 less than in 2016), accounting for approximately 80% of the total suspects, three were Thai nationals (the same number as in 2016), one was a Philippine national (one less than in 2016) and one was a Peruvian national (one more than in 2016).

- With regard to the occupations of the suspects, 13 were connected with adult entertainment business (three less than in 2016), 11 (four less than in 2016) engaged in other occupations (self-employed, street vendor management, etc.), and three were unemployed (12 less than in 2016).

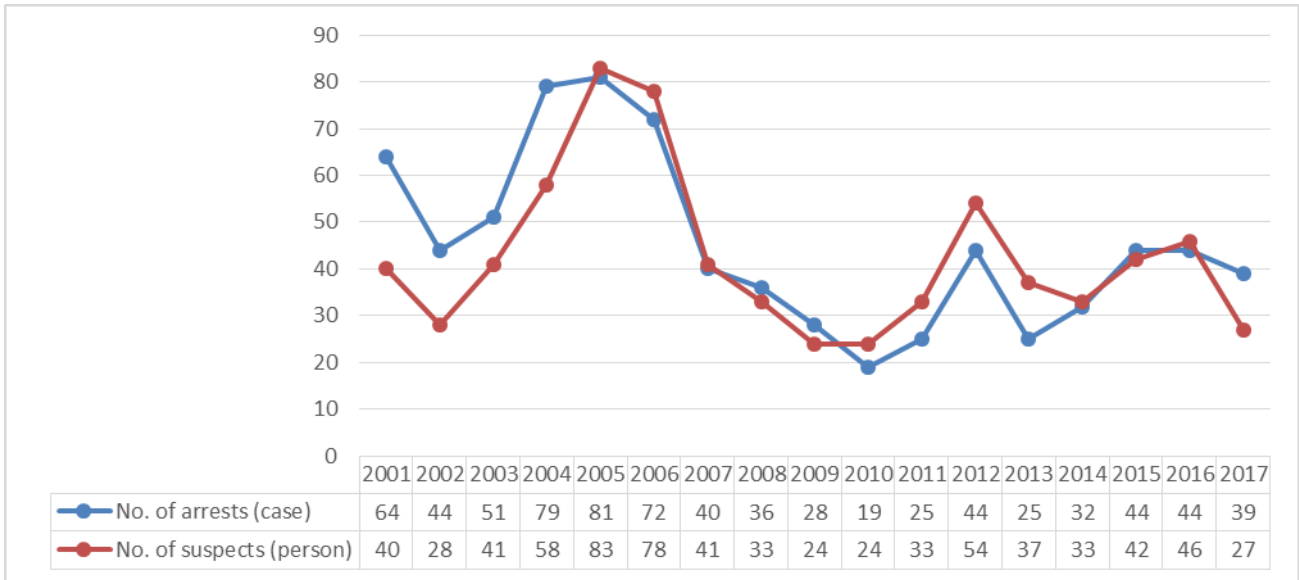
Three of the suspects were brokers (two less than in 2016) and eight were members of organized crime groups, etc. (the same number as in 2016).

- With regard to punishments, 20 of the suspects were prosecuted and seven were not prosecuted due to problems with evidence etc. Of the 20 suspects that have been prosecuted, 17 have been found guilty, and the cases of the remaining three are still pending (as of March 31, 2018).

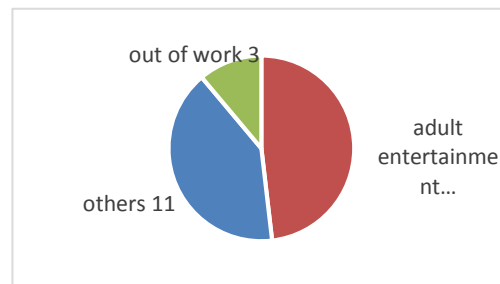
Note that seven of the ten persons who were said in the annual report approved in May 2017 to be awaiting trial have been found guilty and the remaining three are still awaiting trial (as of March 31, 2018).

- The Immigration Bureau issued deportation orders against one perpetrator in 2017, a Thai national.

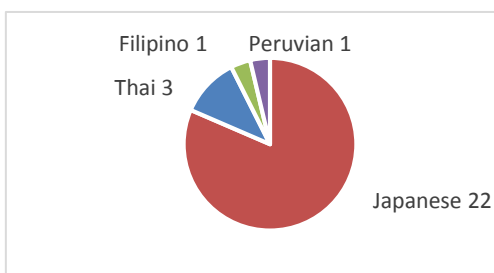
**[Figure 7] Trends in the number of cases of arrests made and number of arrested suspects for the crime of trafficking in persons (2001 to 2017)**



**[Figure 9] Occupations of the 27 suspects (Unit: No. of people)**



**[Figure 8] Nationalities of the 27 suspects (Unit: No. of people)**





[Table 2] Charges imposed on the 20 prosecuted persons and their trial results (as of March 31, 2018)

No.	Offense	Results of trial
1	Violation of the Immigration Control and Refugee Recognition Act	3 years imprisonment, 4 years' probation, 2,500,000 yen fine
2	Violation of the Immigration Control and Refugee Recognition Act and violation of the Stimulants Control Act	2 years 6 months imprisonment, 5 years' probation, 500,000 yen fine
3	Violation of the Immigration Control and Refugee Recognition Act	2 years imprisonment, 3 years' probation, 1,500,000 yen fine
4	Violation of the Act on Control and Improvement of Amusement Business, etc.	500,000 yen fine
5	Violation of the Child Welfare Act	500,000 yen fine
6	Violation of the Child Welfare Act	500,000 yen fine
7	Distribution of obscene electromagnetic recording media, violation of the Employment Security Act, compulsion and possession of obscene electromagnetic recording media with the objective of paid distribution	Pending trial
8	Violation of the Employment Security Act	1 year 6 months imprisonment, 3 years' probation
9	Violation of the Anti-Prostitution Act	2 years imprisonment, 4 years' probation, 200,000 yen fine
10	Violation of the Anti-Prostitution Act	2 years imprisonment, 4 years' probation, 200,000 yen fine
11	Violation of the Child Welfare Act, violation of the Act on Control and Improvement of Amusement Business, etc. and violation of the Act on Regulation and Punishment of Acts Relating to Child Prostitution and Child Pornography, and the Protection of Children	2 years imprisonment, 4 years' probation
12	False records in the electromagnetic original of a notarized deed and provision of an electromagnetic original of a notarized deed with a false record	2 years 4 months imprisonment
13	Violation of the Act on Control and Improvement of Amusement Business, etc. and violation of the Labor Standards Act	400,000 yen fine
14	Violation of the Child Welfare Act	2 years 6 months imprisonment

15	Extortion attempt	Pending trial
16	Violation of the Labor Standards Act	500,000 yen fine
17	Violation of the Child Welfare Act	Pending trial
18	Violation of the Child Welfare Act	300,000 yen fine
19	Violation of the Act on Regulation and Punishment of Acts Relating to Child Prostitution and Child Pornography, and the Protection of Children	2 years imprisonment, 4 years' probation, 500,000 yen fine
20	Violation of the Act on Regulation and Punishment of Acts Relating to Child Prostitution and Child Pornography, and the Protection of Children	1 year imprisonment, 3 years' probation

**[Table 3] Charges imposed on the ten persons reported as awaiting trial in the 2017 annual report and the results of their trials (as of March 31, 2018)**

	Offense	Results of trial
1	Violation of the Anti-Prostitution Act and violation of the Child Welfare Act	4 years imprisonment, 1,000,000 yen fine
2	Violation of the Immigration Control and Refugee Recognition Act	1 year 6 months imprisonment, 3 years' probation, 500,000 yen fine
3	Violation of the Anti-Prostitution Act	3 years imprisonment, 400,000 yen fine
4	Violation of the Anti-Prostitution Act	3 years imprisonment, 5 years' probation, 400,000 yen fine
5	Violation of the Anti-Prostitution Act	2 years imprisonment, 4 years' probation, 300,000 yen fine
6	Violation of the Anti-Prostitution Act and theft	2 years 6 months imprisonment, 5 years' probation
7	Violation of the Employment Security Act	1 year imprisonment
8	Assault, injury and injury causing death	Pending trial
9	Assault and injury causing death	Pending trial
10	Violation of the Act on Punishment for Physical Violence and Others, Assault, injury causing death and injury	Pending trial

### iii) Cases

#### [Case 1]

In February 2017, the Osaka Prefectural Police Department received information from an NPO regarding persons who were forced to appear in a pornographic video.

As a result of the subsequent investigation, it was learned that 15 female minors (14 Japanese nationals and one Brazilian national) had applied to an Internet site pretending to be recruiting models, and the suspect had forced them to sign a contract for the filming of a pornographic video and film pornographic videos which included sex acts, and then sold those videos.

In May and June the same year the suspect (a Japanese male) was arrested for the crime of coercion, and violation of the Employment Security Act (recruitment of harmful work), etc.

#### [Case 2]

In December 2016, the Gunma Prefectural Police Department received a report from the Royal Embassy of Cambodia in Tokyo to the effect that it had “put under protection seven female Cambodian nationals who had been forced into prostitution.” The police questioned the females and as a result learned that the females had come to Japan because they had been invited by brokers in Cambodia who said things such as that “they could make good money if they worked as hostesses in Japan” but they were made to work as prostitutes and hostesses in an adult entertainment business, the money they made was taken away from them, and they were watched whenever they went outside, etc., so the police put the females under protection.

Four suspects (three male Japanese nationals and one female Thai national), including the ringleader, the head of an organized crime group, and adult entertainment business’ managers were arrested for violation of the Immigration Control and Refugee Recognition Act (facilitating illegal employment), and three female Thai nationals who were forced to work as hostesses at the related adult entertainment business were put under protection at Women’s Consulting Offices.

Regarding support after the protection, the seven Cambodian victims received permission to change their status of residence at the Immigration Bureau, and after that they returned home with support through the International Organization for Migration (IOM). Furthermore, the three Thai victims received support including food, clothing and shelter and interpreting services at Women’s Consulting Offices, received special permission to stay in Japan at the Immigration Bureau, and after that they returned home with support provided through the IOM.

Note that the seven Cambodian victims were recorded in the annual report approved in May 2017 and the three Thai victims were recorded in this year’s annual report, respectively, as victims of trafficking in persons.

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

- Since FY 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 25 countries and regions.
- In February 2018, the Government Delegation on Anti-Human Trafficking Measures was dispatched for the first time to the Hague, the Netherlands. Together with the authorities of the Government of the Netherlands, local NGOs, and EUROJUST, the Delegation gathered information about the actual state of measures to combat trafficking in persons taking into account the migrant and refugee crisis in recent years, collaboration with the relevant organizations within the Government of the Netherlands, the best approach to collaboration and cooperation within the EU, etc., and exchanged views about strengthening collaboration between the two countries.
- In March 2018, one public prosecutor from Japan attended the Tabletop Exercise for ASEAN plus Three Law Enforcers and Prosecutors to Enhance Cross-Border Joint Investigations and Operations on Trafficking in Persons Related Cases held in the Philippines, and the attendees deepened their mutual understanding of legal and practical issues and solutions regarding the handling of cases of trafficking in persons, etc.

### **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 Bureau has been utilizing Advance Passenger Information (API), biometric information, and ICPO's database on Stolen and Lost Travel Documents. It has also begun 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 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**

- The Ministry of Foreign Affairs conducts careful examinations in visa applications in order to prevent in advance the entry into Japan by possible victims of trafficking in persons.

The website "Japan's Visa Policy in Accordance with Measures to Combat Trafficking in Persons" has been launched in five languages (Japanese, English, Spanish, Thai, and Indonesian) for understanding and cooperation regarding examination of visa applications in a rigid and appropriate manner to eradicate trafficking in persons.

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 spouse or child of Japanese nationals that are likely to be abused in trafficking in persons. For example, they conduct face-to-face interviews where necessary.

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

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

- The Ministry of Foreign Affairs has improved and strengthened the telecommunication network system by shifting to a new enhanced system, linking the ministry to 223 Japanese Embassies and Consulates and other relevant 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. The Bureau also carries out training for its officials at air and sea ports, etc. 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**

- The National Police Agency, the Ministry of Justice, and the Ministry of Health, Labour and Welfare are strengthening the crackdown on crimes, etc. pertaining to trafficking in persons and promoting protection and support for the victims of trafficking in persons identified through the crackdown, based on the Policy regarding the Promotion of the Measures against Illegal Employment of Foreigners, etc. agreed among the three ministries every year. In 2018, the “Promotion of the Measures against Illegal Employment of Foreigners” dated April 26 was agreed.
- 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 put under protection.

#### **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 2017, the Immigration Bureau exposed 359 workplaces suspected of illegal employment. Based on the policy concerning the “Promotion of the Measures against Illegal Employment of Foreigners” agreed between the National Police Agency and the Ministry of Health, Labour and Welfare (see i)), the Immigration Bureau is also proactively reporting malicious brokers and employers to the police and bringing charges against them.
- In 2017, Prefectural Labour Bureaus, Labour Standards Inspection Offices, and Regional Immigration Bureaus also carried out joint inspections into 35 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 33 institutions where violations of labor standards-related laws and regulations were identified. In addition, with regard to nine of 35 institutions that had been the subject of joint investigations, Regional Immigration Bureaus notified that they had been found to have engaged in misconducts that hindered the proper implementation of technical intern training (as of March 31, 2018).

#### **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 2017, 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, promulgated on November 28, 2016 and enforced on 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 (OTIT) as a legal entity approved its establishment, and this organization was established and incorporated on January 25, 2017.
- Regarding the supervising organizations, 2,031 organizations have received permits, 62,224 technical intern training plans have received accreditation, and seven were not accredited (as of March 31, 2018). Going forward, the OTIT will implement on-site inspections of supervising organizations once a year and of implementing organizations once every three



years.

In the case that the OTIT ascertains a fact that violates the Technical Intern Training Act, immigration laws and regulations or labor-related laws and regulations, it reports, provides information, etc. to immigration control organizations and labor standards supervisory bodies, etc., and carries out joint surveys with Regional Immigration Bureaus and on-site inspections by itself.

- In Article 54, Paragraph 1 of the Technical Intern Training Act, the minister having jurisdiction over the business may organize a business roundtable comprised of organizations, etc. with the implementing organizations and the supervising organizations as their members.

In order to make the collaboration of the members closer and to hold discussions about initiatives that take into account the actual conditions in each industry, the Ministry of Agriculture, Forestry and Fisheries established and held the fishing industry technical intern training business roundtable on December 13, 2017, the Ministry of Land, Infrastructure, Transport and Tourism established and held the foreign technical intern training program automobile repair business roundtable on February 19, 2018 and the business roundtable on construction sector technical intern training on March 26, 2018, and the Ministry of Economy, Trade and Industry established and held the textile industry technical intern training business roundtable on March 23, 2018.

- In Article 56, Paragraph 1 of the Technical Intern Training Act, in order to achieve collaboration of the related administrative organizations at the regional level, the national organizations for the technical intern training in each region may organize regional roundtables comprised of said organizations and the organizations, etc. of local governments.

The plan is to hold the roundtable in eight blocks nationwide by June 2018.

[Figure 10] Overview of the Technical Intern Training Act

**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.

**Outline of the Act** \* Jointly submitted by MOJ and MHLW

**1. Proper Control of Technical Intern Training**  
This Act,

- (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]
- (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]
- (3) Requires implementing organizations to be registered [Related to Articles 17 to 18]
- (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]
- (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]
- (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]

(7) Establishes Organization for Technical Intern Training as an authorized legal entity which is in charge of the duties below: [Related to Chapter 3]

- to accredit technical intern training plans set forth in (2) [Related to Article 12]
- 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]
- to accept registration set forth in (3) [Related to Article 18]
- to carry out investigations regarding the license of supervising organizations set forth in (4) [Related to Article 24]
- to consult with and give assistance to trainees [Related to Article 87]

**2. Expansion of Technical Intern Training Program**  
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]

**3. Other matters**  
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.

**Effective date** November 1, 2017

Enactment date : November 18, 2016  
Promulgation date : November 28, 2016

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.

(Ministry of Justice, Ministry of Health, Labour and Welfare)

- Though not legal matters, with the objectives of eliminating organizations that improperly send technical intern trainees and of collaboration to carry out technical intern training properly and smoothly, Japan has signed memorandum of cooperation (MOCs) with eight of the countries from which technical intern trainees are sent (Vietnam, Cambodia, India, Philippines, Laos, Mongolia, Bangladesh, and Sri Lanka) (as of March 31, 2018).
  - The Ministry of Agriculture, Forestry and Fisheries has produced a pamphlet for farmers titled "The Technical Intern Training Program Has Changed - Here are the Most Important Points to Remember" and made it available on line, etc. in order to widely disseminate information on the Technical Intern Training Act
- Furthermore, during the period from FY 2015 to FY 2017 it supported the holding of the training sessions for implementing organizations and supervising organizations run by private sector organizations, and consultation activities, etc., as a project to support the improvement of organizations that accept foreign technical intern trainees.
- In conjunction with the enforcement of the Technical Intern Training Act, the long-term care profession was added to the professions covered by the Technical Intern Training Program. In the technical intern training of the long-term care profession, in order to respond to the variety of concerns based on the nature of long-term care services, the

requirements unique to long-term care are specified in the “Standards stipulating the minister having jurisdiction over the business regarding the long-term care profession in light of the unique circumstances of the specified profession and work provided for in the Ordinance for Enforcement of the Act on Proper Technical Intern Training and Protection of Technical Intern Trainees, etc.” (hereinafter referred to as the “Public Notice”).

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

- The Ministry of Health, Labour and Welfare has commissioned the Japan International Training Cooperation Organization (JITCO) to produce the 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 and 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 Inspection 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.

Since the enforcement of the The Act on Proper Technical Intern Training and Protection of Technical Intern Trainees (Abbr: Technical Intern Training Act) in November 2017, the Organization for Technical Intern Training (OTIT), an authorized corporation, has been producing the handbook, which clearly states information, etc. regarding consultations and support in OTIT, as well as the following content, while at the same time containing the newly added Mongolian making it a total of nine available languages.

- In the case of attempting to report issues in the native language, it can be done through the local offices of the OTIT or the native language consultation counters (telephone and email) run by the organization.
- In the case where participating in the technical intern training has become difficult due to unavoidable circumstances, if you wish to continue the technical intern training, support for changing the training site is offered through the OTIT, so please consult with the organization or with the native language consultation.
- In the case where you were encouraged to return home against your will, you can consult and report issues at the OTIT, and ultimately you can make a statement to that effect to the immigration officers at the time of the embarkation procedures at air and sea

ports.

- The Ministry of Health, Labour and Welfare has produced a leaflet titled “To all Foreign Technical Intern Trainees ~ About the Labor Standards-related Laws and Regulations in Japan ~” in five languages (Japanese, Chinese, Tagalog, Vietnamese, and Indonesian), and made it available on line. In addition, when visiting workplaces employing foreign technical intern trainees, the ministry distributes the leaflet to foreign technical intern trainees, presents examples of cases with a possibility of violating labor standards-related laws and regulations, and disseminate them the information that labor standards-related laws and regulations apply to foreign technical intern trainees as well, and that the same working conditions as for Japanese nationals are protected for them as workers.
- The Ministry of Health, Labour and Welfare has commissioned JITCO to provide a Native-Language Consultation Hotline in five languages, allowing technical intern trainees to receive advice on details about the Technical Intern Training Program, wages, laws and regulations relating to working hours, etc.

Since the enforcement of the Technical Intern Training Act in November 2017, OTIT has been offering advice by email in addition to telephone, and providing Native Language Consultation, etc. available in six languages (English, Chinese, Thai, Filipino, Vietnamese, and Indonesian; Thai was added to the five languages offered by JITCO’s “Native-Language Consultation Hotline”).

From April 2018, another two languages (Burmese and Cambodian) were added to the Consultation Hotline to make the service available in eight languages as the number of technical intern trainees whose mother tongues are these added languages has been increasing.

- 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 21 Prefectural Labour Bureaus and 13 Labour Standards Inspection Offices.

Furthermore, the ministry has produced a leaflet titled “Are Your Working Conditions Fair? For Foreign Nationals Working in Japan” in nine languages (Japanese, English, Chinese, Korean, Portuguese, Spanish, Thai, Tagalog, and Vietnamese), and made it available on line. When visiting workplaces employing foreign technical intern trainees, the ministry distributes the leaflet to foreign technical intern trainees and calls on them to

consult with the Advisory Services for Foreign Workers, etc.

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 Bureaus also began providing the services in Vietnamese.

- The Ministry of Health, Labour and Welfare has also commissioned 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 FY2016, an additional health and safety manual was produced specifically for interns receiving technical training in welding.

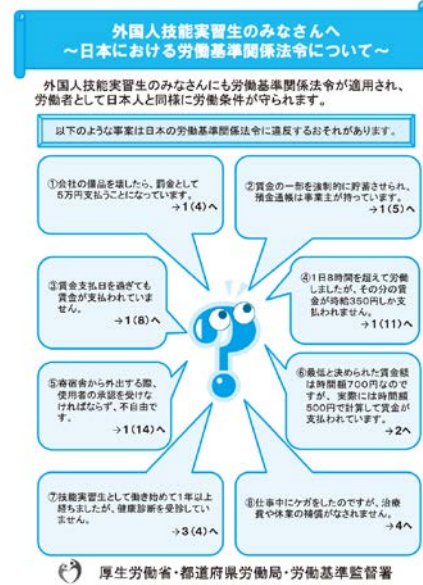
To help technical interns understand the content of the health and safety manuals, they are provided with manuals translated into their native languages, which are the following eight languages: English, Chinese, Thai, Tagalog, Vietnamese, Indonesian, Burmese, and Cambodian.

- 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 order for them to correct such expression 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 use documents written in the native language of the technical intern trainees to confirm 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.

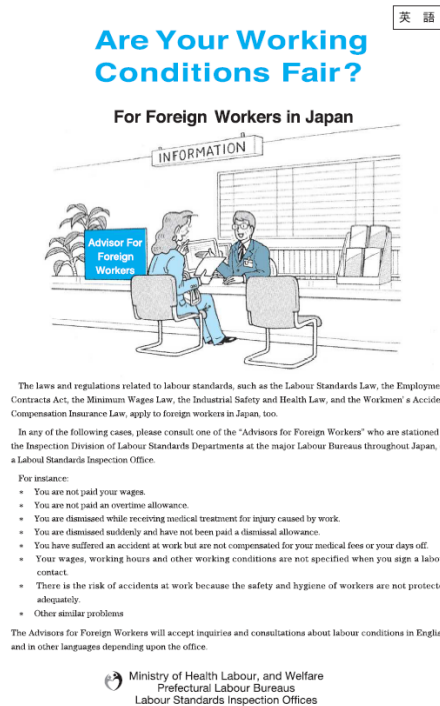
[Figure 11] Technical Intern Trainee Handbook  
(excerpt)



[Figure 12] To all Foreign Technical Intern Trainees  
(in Japanese) (Ministry of Health, Labour and Welfare)  
(excerpt)



[Figure 13] Are Your Working Conditions Fair? (Ministry of Health, Labour and Welfare) (excerpt)



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

- In 2017, Prefectural Labour Bureaus and Labour Standards Inspection Offices conducted inspections to 5,966 organizations providing technical training.

Of these, 4,226 organizations were found to be in violation of labor standards-related laws and regulations and were issued correction orders. Among these cases, 34 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**

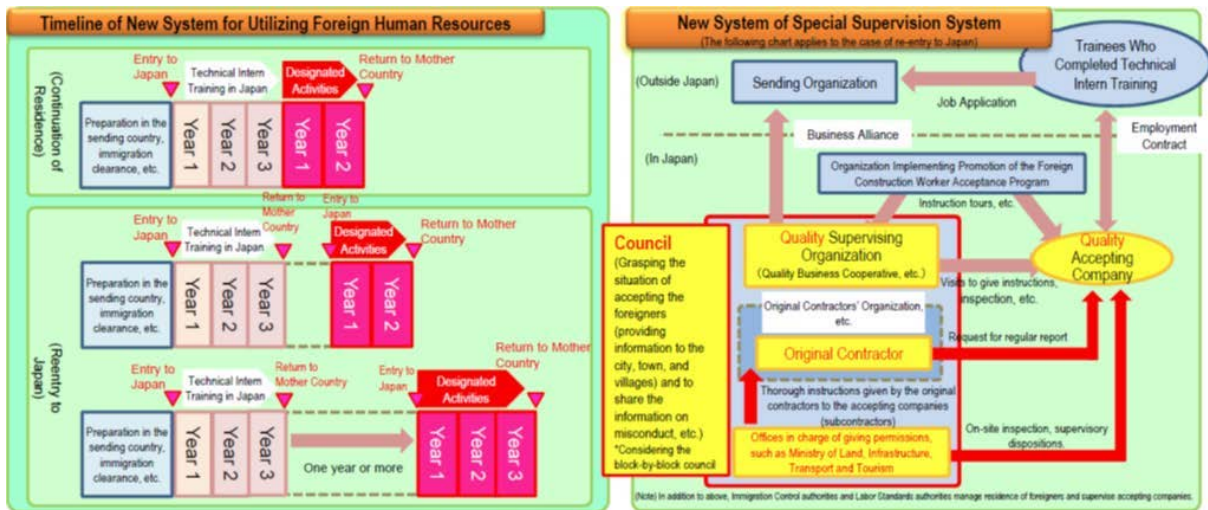
**i) The Foreign Construction Worker Acceptance Program**

- Approximately 3,000 foreign construction workers have entered Japan (as of March 31, 2018) 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 accreditation will be canceled. If problematic cases arise, the relevant ministries and agencies are to cooperate to take necessary measures.

[Figure 14] 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**

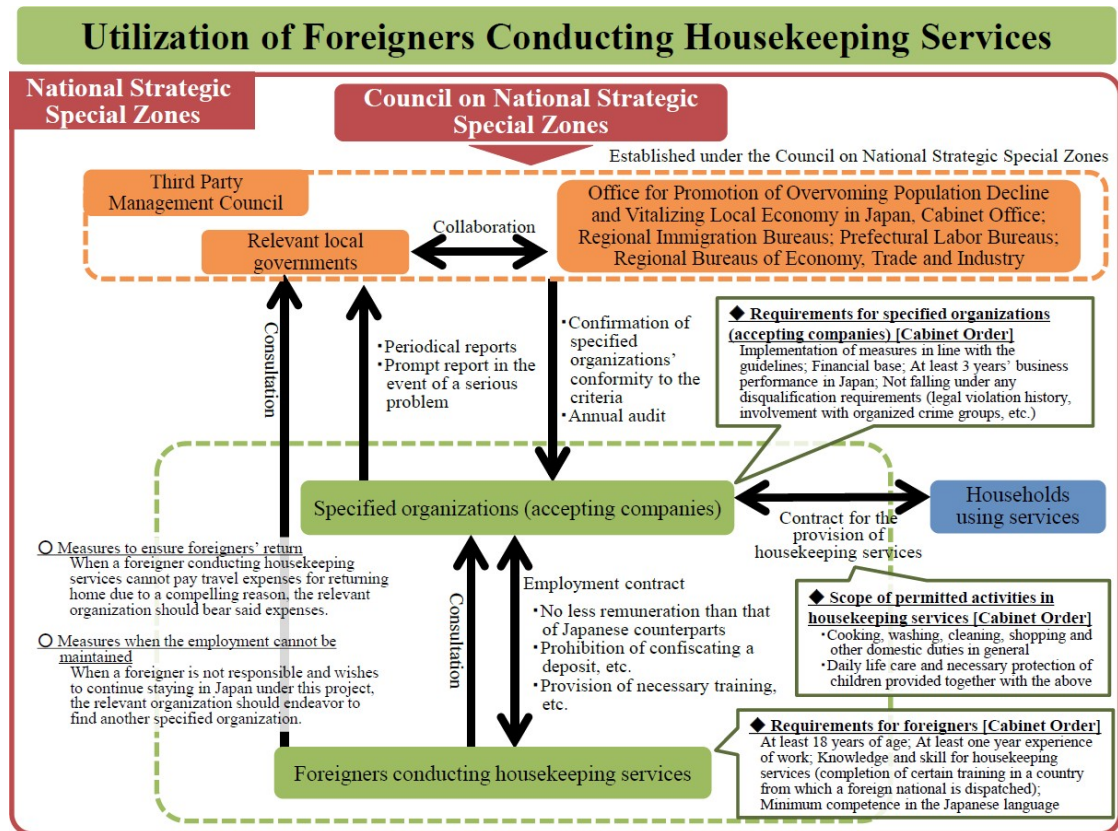
- The Project to Accept Foreigners Conducting Housekeeping Services in National Strategic Special Zones stipulated in Article 16-4, Paragraph 1 of the Act on National Strategic Special Zones is a project in which designated organizations (host companies) take in foreign nationals who conduct housekeeping 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, these foreign nationals have been accepted in Tokyo Metropolis and then Kanagawa Prefecture and Osaka Prefecture, and approximately 140 foreign nationals who conduct housekeeping services have entered Japan (as of March 31, 2018).
- 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 15] Utilization of foreign housekeeping support personnel (Cabinet Office)



[Figure 16] 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 FY2004, the Cabinet Office has produced a poster and leaflet for raising awareness of the measures against trafficking in persons and posted it on its website every year.

In FY2017, the Cabinet Office produced about 90,000 posters and leaflets titled “What? Human trafficking is happening even here 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 Migration (IOM), and other relevant organizations. In addition to these places, since FY2016 the posters have also been posted on railway station notice boards.

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 they are asked for help by a victim, offering the three examples below;

- [Using social media] The suspects made runaway Japanese girls the suspects had made the acquaintance of through social media live in an apartment building, charged them groundless “fines,” forced them to engage in prostitution with customers, and siphoned the proceeds from their work.
- [Using sweet talk] The suspects imposed a debt on Thai females who came to Japan because they believed cajolery such as “they could go sightseeing in Japan free of charge,” telling them it was to cover the cost of their travel, forced them to engage in prostitution to repay the debt, and siphoned the proceeds from their work.
- [Forced into a fake marriage] The suspects forced Filipino females into fake marriages, forced them to come to Japan, and subsequently took away their travel documents, forced them to work as hostesses in hostess bars, and siphoned their earnings.

- Every fiscal year since FY 2002, the Ministry of Foreign Affairs has produced a booklet titled “A Handbook of Safety Tips in Foreign Countries” for Japanese nationals travelling overseas, which has been distributed at the counter of Center for Consular Services of the Ministry and at the overseas safety seminars for companies, as well as at passport centers in each prefecture and to the organizations of travel-related industry. In conjunction with this, the Ministry posted the PDF format of the booklet available on the Overseas Safety HP and made the booklet also available for viewing in the overseas safety app and on smartphones, etc.

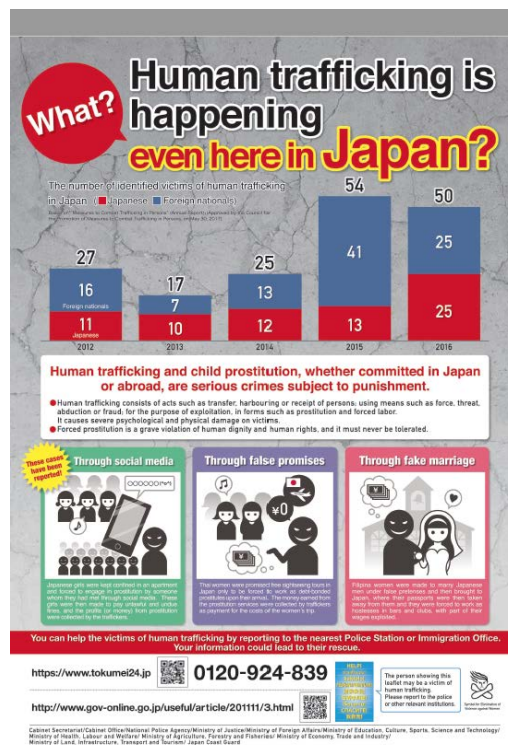
From FY2016, the distribution has been expanded to relevant facilities at international airports and universities with faculties and departments of tourism. Leaflets regarding the overseas safety app were also printed and distributed mainly to prefectural passport centers. In FY2017, 110,000 copies of the booklet and two million copies of the leaflet have been printed.

In the section under “Case Studies: Examples of Problems and Countermeasures,” the booklet cites involvement in acts of prostitution as an example of a case where Japanese nationals become criminals. The booklet explains that prostitution is illegal in many countries and can be treated as a serious crime, and that offenses relating to the child prostitution and possessing child pornography is subjected to punishment under the relevant Japanese law as the crime committed outside Japan, therefore calls on the public to refrain from engaging in inappropriate activities.

- The National Police Agency has set up a page titled “STOP! Child Sexual Exploitation” on its website, which provides the information that child prostitution is a malicious crime and that child prostitution in foreign countries is also severely punished, lists examples of laws that punish child prostitution in Southeast Asian countries, and provides the information that strong crackdowns are being carried out by the police in each country, etc.

In FY 2017, the National Police Agency, jointly hosted with the Japan Committee for UNICEF and ECPAT/End Child Prostitution, Child Pornography and Trafficking of Children for Sexual Purposes, printed approximately 33,000 posters titled “Never Allow Sexual Crime Against Children, STOP! Child Sexual Exploitation”, posted them at police facilities, etc., and also made them available on its website.

[Figure 17] Poster for Measures to Combat Trafficking in Persons (Cabinet Office)



[Figure 18] Handbook of Safety Tips in Foreign Countries (in Japanese) (Ministry of Foreign Affairs) (excerpt)



[Figure 19] Posters titled “STOP! Child Sexual Exploitation” (in Japanese) (National Police Agency)



**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 administrative bodies 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), and based on this the relevant administrative bodies appropriately take measures for identification of victims.
  
- 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 for a place where he or she does not feel any psychological pressure, such as in consultation rooms. When the person is female, a female staff will respond to the case where possible, and when the person is non-Japanese, a staff member who can speak their native language will talk with them when this is possible.
  
- A private organization commissioned by the National Police Agency operates the Anonymous-Report Hot Line which receives anonymous reports concerning cases of trafficking in persons and offenses suspected to be related to such cases (hereinafter referred to as “cases of trafficking in persons, etc.”), child welfare crimes, child abuse cases, and other such cases and crimes from citizens by telephone and through the website and pays rewards for information depending on the value of contribution which makes the case cleared and victims protected. It is making efforts to call for reports using the website, posters, etc. and to achieve the early identification of these crimes that often remain hidden.

When a report regarding a case of trafficking in persons, etc. is received, the information is shared with the relevant prefectural police department, and an investigation is conducted in the relevant prefectural police department. 268 reports regarding cases of trafficking in persons, etc. were received in FY2014, 227 in FY2015, and 182 in FY2016.



[Figure 20] Anonymous-Report Hot Line poster (in Japanese) (National Police Agency)



[Figure 21] Anonymous-Report Hot Line procedure (in Japanese) (National Police Agency)



- 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 several languages calling for people to report cases of trafficking in persons to the police, with the aim of discovering latent 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 and made available online.

In 2017, 268,600 leaflets titled “Please help me! To the person who has taken this leaflet” were produced in nine languages (Japanese, English, Chinese, Korean, Spanish, Russian, Thai, Tagalog, and Indonesian) and distributed.

The definition of trafficking in persons, characteristic examples of people who may be victims of trafficking in persons, etc. were added to the leaflets produced in 2017, and they have content that widely encourages not only the victims but also third parties to report the crime in the form of a clear statement calling 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.

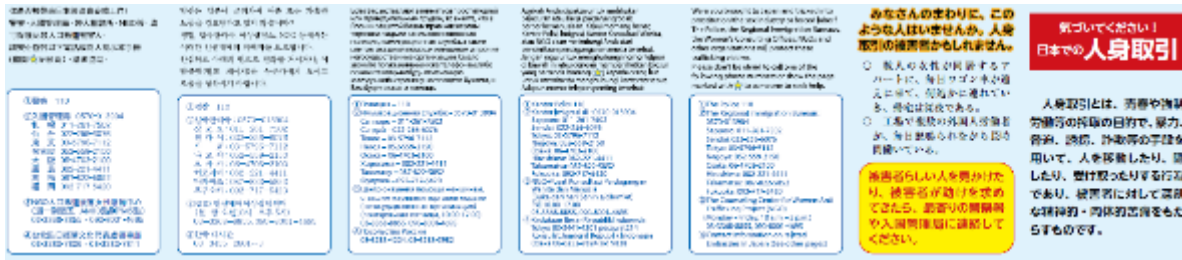
- In December 2017, the National Police Agency made a request to real estate industry-related organizations, etc. through the Ministry of Land, Infrastructure, Transport and Tourism to utilize the leaflets produced by the National Police Agency and leaflets produced by the Cabinet Office (see 3(5) i)).

The written request explained that some of the victims were subjected to surveillance, etc. by the suspects and were forced to live in designated apartments and single rooms in apartment buildings. At the same time, it presented as specific examples of utilization of the leaflets produced by the National Police Agency placing them by the building manager’s office window in housing complexes with many foreign residents and posting them in the building manager’s office, while specific examples of utilization of the leaflets produced by the Cabinet Office showed posting them on the noticeboard, etc. of the housing complex.

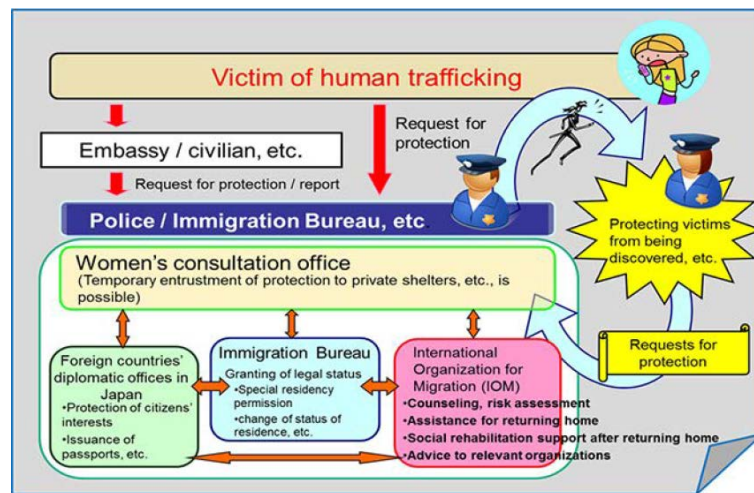
- The Immigration Bureau has listed on its website the contact points for consultation and providing information relating to trafficking in persons, and its policies and processes relating to victim protection measures in eight languages (Japanese, English, Chinese (traditional and simplified), Korean, 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 22] Leaflet for measures to combat trafficking in persons (National Police Agency)



[Figure 23] The process for putting victims under protection (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 locations (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 (human rights counseling by the “Foreign-Language Human Rights Hotline” is conducted using a three-way call interpretation between a caller, an interpreter of the multilingual interpretation service company, and a Legal Affairs Bureau and District Legal Affairs Bureau official).

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

These contact points have been publicized on the website and in a leaflet produced in each available language titled “You can consult about human rights issues in your language: Information on Human Rights Counseling in Foreign Languages” etc.

[Figure 24] Foreign-Language Human Rights Counseling Leaflet (Ministry of Justice) (Excerpt)



- To be able to provide Advisory Services for Foreign Workers, 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 21 Prefectural Labour Bureaus and 13 Labour Standards Inspection Offices.

Furthermore, the ministry has produced a leaflet titled “Are Your Working Conditions Fair? For Foreign Nationals Working inside Japan” in nine languages (Japanese, English, Chinese, Korean, Portuguese, Spanish, Thai, Tagalog, and Vietnamese), and made it available on line. In addition, when visiting workplaces employing foreign technical intern trainees, the ministry distributes the leaflet to foreign technical intern trainees and calls on them to consult with the Advisory Services for Foreign Workers, etc.

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 JITCO to provide a Native-Language Consultation Hotline in five languages, allowing technical intern trainees to receive advice on details about the Technical Intern Training Program, wages, laws and regulations relating to working hours, etc.

Since the enforcement of the Technical Intern Training Act in November 2017, OTIT has been offering advice by email in addition to telephone, and providing Native Language Consultation, etc. available in six languages (English, Chinese, Thai, Filipino, Vietnamese, and Indonesian; Thai was added to the five languages offered by JITCO's "Native-Language Consultation Hotline").

From April 2018, another two languages (Burmese and Cambodian) were added to the Consultation Hotline to make the service available in eight languages as the number of technical intern trainees whose mother tongues are these added languages has been increasing.

[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)) as well as 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 25] 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 Hot 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 (Ministry of Justice)</b> Tel: 0570-070-810</li> <li>● <b>Women's Consulting Offices (Ministry of Health, Labour and Welfare)</b> List: <a href="https://www.mhlw.go.jp/file/06-Seisakujouhou-11900000-Koyoukintoujidoukateikyoku/0000162969.pdf">https://www.mhlw.go.jp/file/06-Seisakujouhou-11900000-Koyoukintoujidoukateikyoku/0000162969.pdf</a></li> </ul>	
<b>[Human rights issues for children]</b>	
<ul style="list-style-type: none"> <li>● <b>Children's Rights Hotline (Ministry of Justice)</b> Tel: 0120-007-110</li> <li>● <b>Child Guidance Centers (Ministry of Health, Labour and Welfare)</b> 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 (Ministry of Health, Labour and Welfare)</b> 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>	
<b>[Other]</b>	
<ul style="list-style-type: none"> <li>● <b>Foreign Language Human Rights Counseling Service on the Internet (Ministry of Justice)</b> <span style="float: right;">*Foreign language support</span> URL: <a href="http://www.jinken.go.jp/">http://www.jinken.go.jp/</a></li> <li>● <b>Multilingual information provide service (Houterasu)</b> <span style="float: right;">*Foreign language support</span> Tel: 0570-078377</li> <li>● <b>Yoriso Hotline (General Incorporated Association Social Inclusion Support Center)</b> <span style="float: right;">*Foreign language support</span> Tel: 0120-279-338</li> </ul>	

## **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 in persons (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 2017, 388 people were arrested in connection with 460 cases of violation of the Anti-Prostitution Act.

#### **ii)Rigorous response to the sexual victimization of children (sexual exploitation 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 2017, 841 people were arrested in connection with 956 cases of child prostitution crimes, while 1,703 people were arrested in connection with 2,413 cases of child pornography crimes.
- With the intent of confirming the policy to date of strictly responding to cases of trafficking in persons, in March 2018 the Supreme Public Prosecutors Office notified public prosecutors nationwide that when applying the Child Welfare Act to cases of trafficking in persons they should take care to ensure the imposition of strict sentences, primarily imprisonment with work.
- As part of efforts to eradicate the sexual victimization of children resulting from child

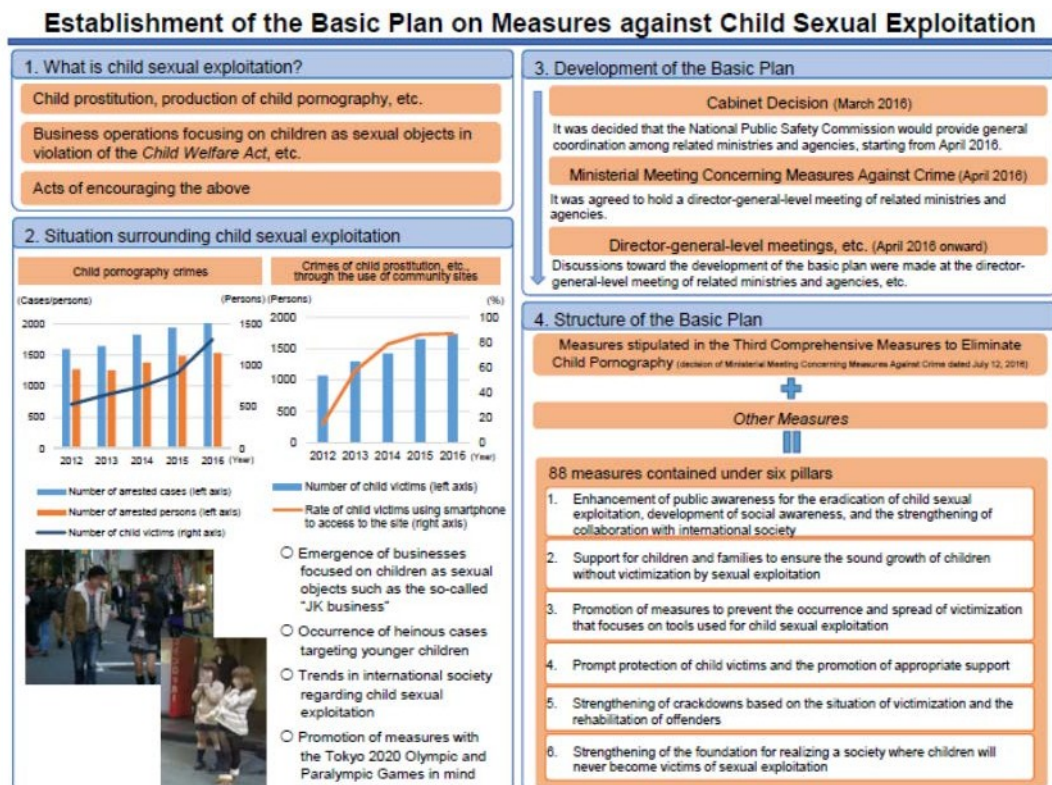


prostitution and production of child pornography etc. and advocate the rights of child victims, on March 29, 2016, a cabinet decision was made on “Regarding the Basic Policy for Practices Relating to Measures against Child Sexual Exploitation”. According to this decision, the National Public Safety Commission has been designated to govern the overall coordination of measures against the child sexual exploitation.

From April 2016, a series of discussions, led by the National Police Agency at the Liaison Committee of Related Ministries and Agencies Regarding Measures against Child Sexual Exploitation, had been conducted with the aim of drafting “Basic Plan on Measures against Child Sexual Exploitation”, and the plan was approved at the Ministerial Meeting Concerning Measures Against Crime 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 awareness-raising activities for the eradication of trafficking in persons, and promotion of the protection of trafficking victims, etc., the implementation of policies based on this basic plan is expected to contribute to the prevention of trafficking in persons.

[Figure 26] Implementation of countermeasures based on the Basic Plan on Measure against Child Sexual Exploitation (National Police Agency)



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

- With regard to crimes relating to the employment of foreign workers, in 2017, 462 people, including employers and brokers, were arrested in connection with 404 cases.
- In 2017, the Immigration Bureau exposed 359 workplaces suspected of illegal employment.

[Repeated from 3(2) ii)]

- In 2017, Prefectural Labour Bureaus and Labour Standards Inspection Offices conducted inspections to 5,966 organizations providing technical training.

Of these, 4,226 organizations were found to be in violation of labor standards-related laws and regulations and were issued correction orders. Among these cases, 34 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 2017, Prefectural Labour Bureaus, Labour Standards Inspection Offices, and Regional Immigration Bureaus also carried out joint inspections into 35 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 33 institutions where violations of labor standards-related laws and regulations were identified. In addition, with regard to 9 of 35 institutions that had been the subject of joint investigations, Regional Immigration Bureaus notified that they had been found to have engaged in misconducts that hindered the proper implementation of technical intern training (as of March 31, 2018).

[Repeated from 3(2) ii)]

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

- Regarding the problem of women being forced into appearing in pornographic videos against their will, over the period from April to December 2017 the police promoted a crackdown taking into account the application of a full range of laws and regulations, including arresting suspects (three suspects in four cases) for the crime of coercion, etc., and responded appropriately to consultations.



- 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 from 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 setting April 2017 as a month of prevention for victimization. On May 19, 2017 the “Countermeasures going forward to the issues of so-called forced appearances in pornographic materials and ‘JK Business’” were formulated based on the result of initiatives conducted during the month of prevention for victimization.

The said actions combine various measures for tackling forced appearance in pornographic materials as an offense related to trafficking in persons, through further grasping the actual situation, strengthening the crackdown, bolstering education and awareness raising, developing the consultation system, and strengthening initiatives for protection and support for independence. Promoting these countermeasures should contribute to the prevention 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 on 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 2017 the Contact Point Meeting was held in July, and discussions were held regarding cases of police arrests relating to trafficking in persons.

- From 2002 to 2016 the National Police Agency 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 the Conference to expand and strengthen cooperation on investigations related to crimes committed abroad.

From 2017, in order to further strengthen measures to prevent the sexual victimization of children, the Conference was developed into a form that enables international organizations and organizations taking measures to prevent the sexual victimization of children, etc. to participate. In February and December the National Police Agency held a seminar on the prevention of the sexual victimization of children with the participation of people from the

relevant ministries and agencies, foreign organizations, international organizations, and private sector organizations, and people in charge of this area from the prefectural police departments. By introducing government and police initiatives, the seminar was aimed at enhancing understanding and efforts were also made to enhance information sharing and strengthened coordination between relevant organizations and groups.

Presentations were given by the United Kingdom National Crime Agency, the International Criminal Police Organization (INTERPOL), NPOs, etc. in the first seminar in February, and by the Australian Federal Police, a member of the United Nations Committee on the Rights of the Child, and the United Nations Office on Drugs and Crime (UNODC), etc. in the second seminar in December.

- The police share information through INTERPOL with investigative organizations in countries from which victims of trafficking in persons originate. Specifically, in cases of trafficking in persons cleared in Japan pertaining to foreign victims, the police provide information to the police authorities in the home countries of the victims regarding the overview of the case and foreign brokers.
- 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 membercountries.

**[Figure 27] 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 positively provides assistance based on domestic law (the Act on International Assistance in Investigation and Other Related Matters) and treaties and agreements on mutual legal assistance in criminal matters concluded with other states.
- 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 proactively considering the possibility of concluding such treaties with other countries.
- As a result of the conclusion of the United Nations Convention against Transnational Organized Crime in July 2017 (see 7(1) i)), for the crimes stipulated in Article 18, Paragraph 1 of the Convention, it is now possible to provide mutual legal assistance promptly with the States Parties and regions of the Convention through the central authority rather than through the diplomatic channel.

## 6 Protection and support of trafficking victims

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

- Relevant ministries and agencies provide information to relevant administrative 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), and based on this the relevant organizations collaborate with each other to appropriately take measures related to the protection of victims.
- 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 put under protection by the Immigration Bureau in 2017 was 20. Of these victims, 10 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 wish to stay in Japan and victims who are unable to return to their countries, the Immigration Bureau gives comprehensive consideration to the situation of each individual while respecting their wishes, and where necessary, permits them to change their statuses of residence to ones that allow 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), and in 2017 one was granted the status of residence of “Spouse or Child of Permanent 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. They were held in 91 cities in FY2017.

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

- As part of the remedy 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 in October 2015.
- The Technical Intern 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 Consulting Offices**

- Women's Consulting 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.

The number of victims who were put under protection temporarily at Women's Consulting Offices in 2017 was 16, all of whom were provided with interpretation support, while the 15 victims for whom medical services were deemed necessary and the two victims for whom psychological care was deemed necessary were provided with these services respectively. [Repeated from 2(1) i)]

- Women's Consulting 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.

Three victims were put under protection temporarily at private sector shelters through outsourcing in 2017. [Repeated from 2(1) i)]

- In cases where the victims are children, Women's Consulting 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**

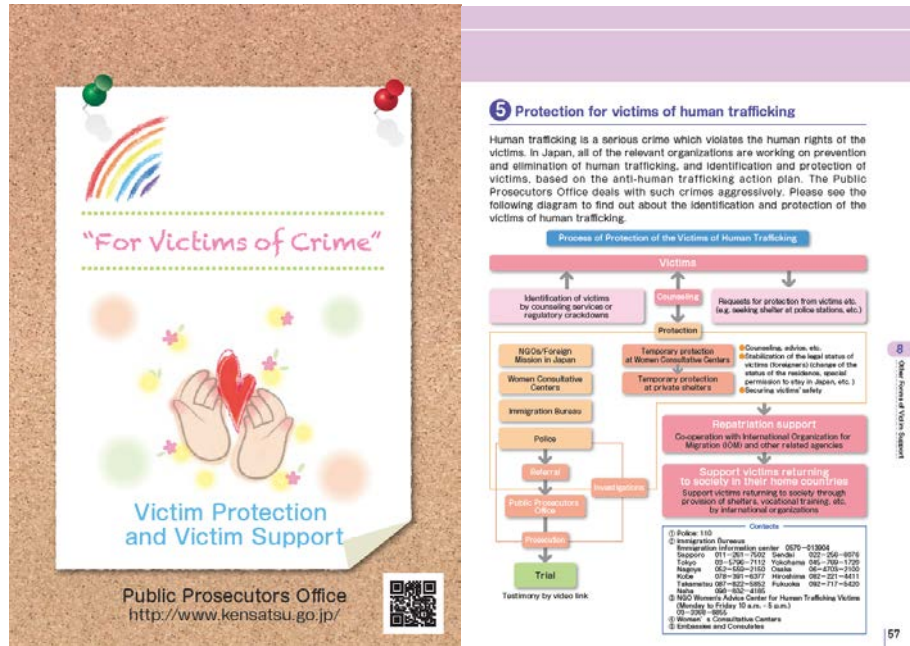
- The police disseminate information about protective measures and provide victims with full explanations about legal procedures, including procedures for obtaining special permission to stay in Japan. The police also provide as much information as they can about perspective of investigations, and put effort to respond by fully considering the victims' situation.
- 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. In addition, this pamphlet is also available on the website of the Ministry of Justice, is linked to the website of the Public Prosecutors Office and is also available in English.

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, and systems that put in place measures to shield victims when necessary based on the judgment of the court when they are required to testify in court as witnesses.

In particular, the section "Protecting victims of trafficking in persons" in this pamphlet clearly states that the Public Prosecutor's Office responds strictly to incidents of trafficking in persons and illustrates the steps for the protection of victims of trafficking in persons in an easy-to-understand way.

- The Japan Coast Guard explains to 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".

[Figure 28] For Victims of Crime (Public Prosecutor's Office)



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 Associations are the business entrusted by the Japan Federation of Bar Associations, and offer legal support provided by lawyers and grants for legal fees, etc. from the perspective of help relating to human rights to people who are not covered by Civil Legal Aid or the court-appointed attorneys at law system for victims participating in criminal trials.

- 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 Consulting Offices.
- Houterasu offers “multilingual information service” that provides information on legal systems and consultation centers in seven languages. In FY2017, the number of cases where information was provided by language was Portuguese 796 cases, English 752 cases, Tagalog 402 cases, Chinese 374 cases, Spanish 343 cases, Vietnamese 76 cases, and Korean 24 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, Vietnamese and Nepalese).

[Figure 29] Leaflet (in Japanese) (Houterasu) (excerpt)



iv) Return and reintegration assistance to foreign trafficking victims

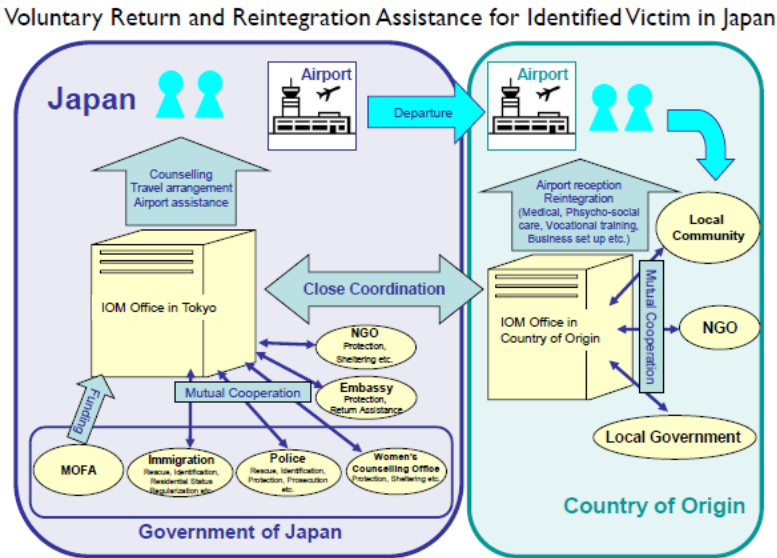
- Since 2005, Japan has been running the project to provide repatriation and reintegration support (e.g. employment and vocational support, and provision of medical expenses) to foreign victims of trafficking in person identified in Japan through the International Organization for Migration (IOM). In 2017, Japan contributed US\$210,000 to the IOM. Since 2005, this project has provided support to help 318 victims to return to their home countries (as of March 31, 2018).



In 2017, 24 victims were repatriated through support from the IOM. Following their repatriation, these victims were provided with the following forms of social rehabilitation support: eight were provided with shelter at temporary refuges, eight were provided with medical support, eight were provided with legal support, and 20 were provided with support from social rehabilitation programs (e.g. family reunification programs, livestock industry management support, restaurant management support, shop management support, occupational training, educational 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.

[Figure 30] Procedure of return and reintegration assistance (IOM)



## 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

- Japan obtained approval of the Diet in June 2005 for the conclusion of the Trafficking in Persons Protocol.
- Furthermore, on June 15, 2017 the Act for Partial Revision of the Act on Punishment of Organized Crimes and Control of Crime Proceeds, etc., an implementing legislation for the conclusion of the Convention against Transnational Organized Crime, the parent Convention to said Protocol, was passed in the 193rd Diet session, and the Act was enforced on July 11, 2017. Consequently, on that day, Japan concluded and became a State party to the Convention and the Protocol, etc. [Repeated from 1(1)]

[Figure 31] Bailment of the consignment note for the Trafficking in Persons Protocol, etc.  
(Ministry of Foreign Affairs)



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

##### a) Coordination with G7 membercountries

- Every year Japan attends the G7 Roma Lyon Group Migration Experts Sub- Group Meetings (MESG) 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.

Japan attended each of the meetings held in March 2016 in Tokyo, November 2016 in Hiroshima Prefecture, April and October 2017 in Rome, Italy, and March 2018 in Ottawa, Canada.

##### 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 of the Project on Strengthening of Multi-Disciplinary Teams (MDTs) for

Protection of Trafficked Persons in Thailand, which was implemented solely in Thailand from March 2009 to March 2014, this project was expanded its scope to other countries in the Mekong region (Vietnam, Myanmar, Cambodia, and Laos) in order to enhance the capabilities of organizations in the Mekong region that engage 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 has held a “Mekong Region Workshop” every year since 2010 in Bangkok, Thailand, inviting government officials concerning trafficking in persons from each country in the region, as a part of the Project on Capacity Development on Assisting Victims of Trafficking in the Greater Mekong Sub-regional Countries (the Project on Strengthening of Multi-Disciplinary Teams (MDTs) for Protection of Trafficked Persons in Thailand until March 2014).

The eighth meeting of the workshop was held in March 2018, with officials from seven countries, the original six countries (Japan, Thailand, Vietnam, Myanmar, Cambodia, and Laos) plus China, and they introduced their own country’s initiatives and exchanging views and opinions.

- As a part of the Project on Capacity Development on Assisting Victims of Trafficking in the Greater Mekong Sub-regional Countries, JICA has held the Japan-Thailand Joint Workshop in Japan every year since 2015, inviting Thai government officials concerning trafficking in persons.

In November 2017, Japan outsourced the workshop to an NPO and held it in Hyogo Prefecture. Participants from Thailand’s Ministry of Social Development and Human Security, police, NGO staff, etc. received training, including explanations from Japan’s government officials concerning trafficking in persons, thereby strengthening the collaboration of the two countries.

- At the first East Asia Ministerial Forum on Families and Gender Equality in Bangkok, Thailand in December 2016 Katsunobu Kato, (then) Minister of State for Special Missions (Gender Equality), visited women’s shelters for the victims of trafficking in persons, observed vocational training for the victims and was briefed on the details of victim support programs in Thailand.

**[Figure 32] Eighth Mekong Region Workshop  
(JICA)**



**[Figure 33] Inspection by (then) Minister Kato  
(Ministry of Social Development and  
Human Security)**



- In Vietnam, JICA implemented the Project for the Establishment of Anti-Trafficking in Persons (TIP) Hotline from July 2012 to March 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.
- The Ministry of Foreign Affairs has contributed \$US300,000 to the Crime Prevention and Criminal Justice Fund (CPCJF) managed by the United Nations Office on Drugs and Crime (UNODC) every year since FY2015, for the implementation of a project to enhance the criminal justice capacity (including trafficking in persons countermeasures) of law enforcement authorities in Southeast Asia. Officials seconded from the Ministry of Justice (prosecutors) are leading this project.
- 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) participated.

- Based on the fact that trafficking in persons by terrorist organizations has become an international problem, Japan contributed \$US500,000 to the United Nations Development Programme (UNDP) as a FY2017 supplementary budget in order to implement projects for mid-level officials in Southeast Asian countries (the Philippines and Indonesia) with the objective of building their capacity pertaining to the relationship between trafficking in persons and terrorism.

- Every fiscal year since FY2009, training sessions relating to countermeasures against trafficking in persons 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 2017 for officials concerning trafficking in persons countermeasures from seven countries (Thailand, Philippines, Vietnam, Myanmar, Cambodia, Laos, and Malaysia).

[Figure 34] Workshop (AICHR)



[Figure 35] ASEAN countries training (National Women’s Education Center)



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

- With the objectives of eliminating organizations that improperly send technical intern trainees and of collaborating to carry out technical intern training properly and smoothly, Japan has signed memorandum of cooperation (MOCs) with eight of the countries from which technical intern trainees are sent (Vietnam, Cambodia, India, Philippines, Laos, Mongolia, Bangladesh, and Sri Lanka) (as of March 31, 2018).

[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 dispatch 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**

- Since 2002 Japanese government officials have been participating 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). 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.

In the Sixth Bali Process Regional Ministerial Meeting held in Bali, Indonesia in March 2016, participants from 62 nations, regions and related international organizations held discussions about the present state of trafficking in persons, etc. in the region, future initiatives, etc. From Japan, (then) Parliamentary Vice-Minister for Foreign Affairs Hamachi attended and presented Japan's initiatives to combat trafficking in persons and its contributions to the Bali Process.

- Japan has also contributed US\$10,000 to the Bali Process website, which is operated and managed by the International Organization for Migration (IOM), every year since 2005 and is endeavoring to improve information sharing among the related countries.

[Figure 36] Sixth Bali Process Regional Ministerial Meeting (Ministry of Foreign Affairs)



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

- UNAFEI held the following training courses which support effort to combat Trafficking in Persons. Through these training courses, UNAFEI conducted capacity-building activities on investigative cooperation in developing countries as well as reinforced networking among criminal justice practitioners.
  - Seminar for criminal justice practitioners in French-speaking African countries. The themes of this seminar include “Basics of investigation, prosecution and adjudication,” “Combating terrorism crime,” and “Combating organized crime.” (February 2016)
  - International training course on the theme of “Criminal Justice: Children as Victims and Witnesses.” (May/June 2016)
  - International training course on the theme of “Criminal Justice Procedures and Practices to Disrupt Criminal Organizations.” (May/June 2017)

**(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.
  
- The Cabinet Secretariat utilized the government public relations of the Cabinet Office to provide information to citizens about the actual state of trafficking in persons and call for reports of harm through an appearance on the radio program “I see!! The Japan Information Bureau” in November 2015, an appearance on the television program “Notifications from Kasumigaseki 2017” in June 2017, and the placement of banner advertisements on the Yahoo! News site.

Particular, in the television programs, the Cabinet Secretariat presented scenes of the leaflets produced by the National Police Agency [see 4(2)] being placed at airport immigration counters in order to communicate information appealing to the eye and made the information available for viewing after the broadcast on the Public Relations Office of the Government of Japan portal website.







In 2017, 268,600 leaflets titled “Please help me! To the person who has taken this leaflet” were produced in nine languages (Japanese, English, Chinese, Korean, Spanish, Russian, Thai, Tagalog, and Indonesian) and distributed.

The definition of trafficking in persons, characteristic examples of people who may be victims of trafficking in persons, etc. were added to the leaflets produced in 2017, and they have content that widely encourages not only the victims but also third parties to report the crime in the form of a clear statement calling 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.” [Repeated from 4(2)]

- In December 2017, the National Police Agency made a request to real estate industry-related organizations, etc. through the Ministry of Land, Infrastructure, Transport and Tourism to utilize the leaflets produced by the National Police Agency and leaflets produced by the Cabinet Office. [See 3(5) i]

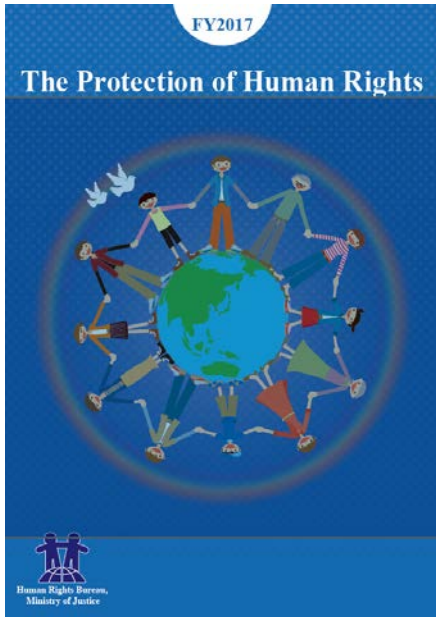
The written request explained that some of the victims were subjected to surveillance, etc. by the suspects and were forced to live in designated apartments and single rooms in apartment buildings. At the same time, it presented as specific examples of utilization of the leaflets produced by the National Police Agency placing them by the building manager’s office window in housing complexes with many foreign residents and posting them in the building manager’s office, while specific examples of utilization of the leaflets produced by the Cabinet Office showed posting them on the noticeboard, etc. of the housing complex. [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 set “Stop Trafficking in Persons” as one of the priority targets of human rights awareness-raising activities every year since 2008, and have distributed 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 on their website and in booklets titled “The Protection of Human Rights”.

[Figure 38] The Protection of Human Rights (Ministry of Justice) (excerpt)



## 16- Trafficking in Persons

Trafficking in persons is a serious crime and a grave violation of fundamental human rights. There have been cases of trafficking in persons for sexual exploitation.

In Japan, the Inter-ministerial Liaison Committee Regarding Measures to Combat Trafficking in Persons was established in the Cabinet in April 2004. In December 2004, the Committee adopted the Action Plan to Combat Trafficking in Persons aimed at eliminating and preventing trafficking in persons and in protecting victims.



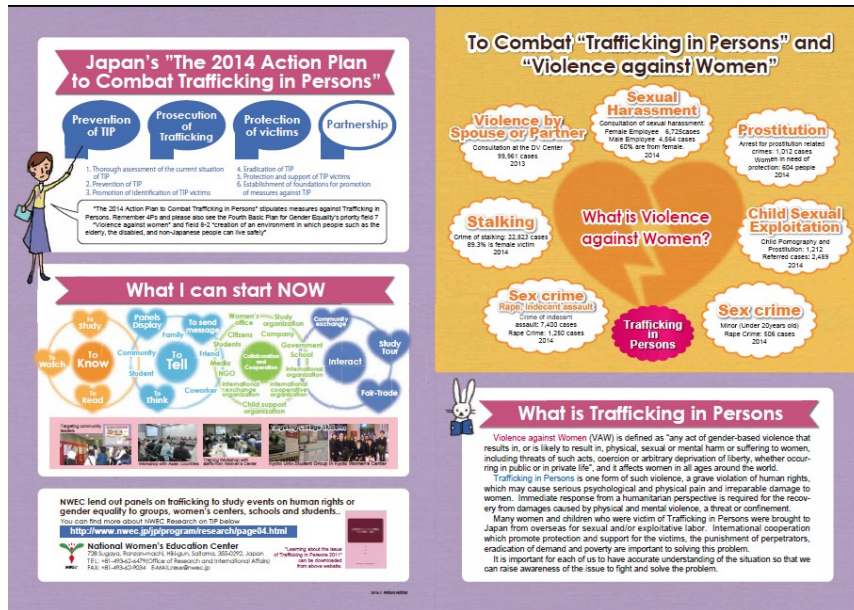
Poster "Measures against Trafficking in Persons"

The Penal Code was partially amended in June 2005 and was enforced in July 2005 in order to counter trafficking in persons and other violations of personal liberty. Under the recent circumstances concerning trafficking in persons, the 2009 Action Plan to Combat Trafficking in Persons was formulated in December 2009 by the Inter-ministerial Liaison Committee Regarding Measures to Combat Trafficking in Persons in order to continue the promotion of measures by the government as a whole to combat trafficking in persons. Additionally, the 2014 Action Plan to Combat Trafficking in Persons was newly formulated in December 2014, and the first meeting of the Council for the Promotion of Measures to Combat Trafficking in Persons was convened in May 2015 and the meetings have been held every year thereafter.

This problem is being addressed with the cooperation of the related ministries and agencies, and the human rights bodies of the Ministry of Justice carry out human rights awareness-raising activities and conduct human rights counseling and remedy activities.

- 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 titled "Eliminating trafficking in persons and violence against women" regarding the importance of heightening awareness of trafficking in persons and also made this information available online.
- 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 2017, 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 prefectural 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 titled "Identify theft is a crime" in order to prevent 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.

[Figure 39] Leaflet (National Women’s Education Center of Japan) (excerpt)



[Figure 40] Posters for the Prevention of Improper Acquisition of Travel Documents (in Japanese) (Ministry of Foreign Affairs)



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 National curriculum standards, 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 2017, the meetings were held in June.
- In FY2016, 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.
- The Ministry of Agriculture, Forestry and Fisheries has produced a pamphlet for farmers titled “The Technical Intern Training Program Has Changed - Here are the Most Important Points to Remember” and made it available on line, etc. in order to widely disseminate information on the Technical Intern Training Act.  
Furthermore, during the period from FY2015 to FY2017 it supported the holding of the training sessions for implementing organizations and supervising organizations run by private sector organizations, and consultation activities, etc., as a project to support the improvement of organizations that accept foreign technical intern trainees. [Repeated from 3(3) i)]
- 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.

- In the section under “Case Studies: Examples of Problems and Countermeasures,” the booklet titled “A Handbook of Safety Tips in Foreign Countries” distributed to Japanese nationals travelling overseas by the Ministry of Foreign Affairs cites involvement in acts of prostitution as an example of a case where Japanese people become criminals. The booklet explains that the prostitution is illegal in many countries and can be treated as a serious crime, and that offenses relating to the child prostitution and possessing child pornography overseas is subjected to punishment under the relevant Japanese law as the crime committed outside Japan, therefore calls on the public 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 2017, 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 carries out case studies that clarify the main points to consider when identifying victims and delivers 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.

Furthermore, the Public Prosecutors Office widely informs the approach to be taken at various meetings at which nationwide public prosecutors gather together that they should actively respond to cases of trafficking in persons. Particularly, in meetings of public prosecutors responsible for combatting organized crime, specific examples and experiences of cases of trafficking in persons in Public Prosecutor's Offices nationwide are shared.

#### **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 60 officials attended the lectures in FY2017. Similar lectures were also given during training for 79 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.
- To staff members of prefectural passport offices, the Ministry of Foreign Affairs offers training courses on the screening process of issuance of travel documents in order to prevent the improper acquisition of travel documents by people connected with trafficking in persons and terrorists etc.

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

- Every year, in the training given to labor standards supervisory officers in about their fourth year of service, training is provided regarding the role of labor standards supervisory bodies in the promotion of measures to combat trafficking in persons.
- At the annual research council meetings for the heads of Women's Consulting 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 2017 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 Consulting Offices in each prefecture with the aim of facilitating closer coordination.

Women’s Consulting 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 the board meetings of the High-Level Central Government Liaison Council for Human Rights Education and Awareness-raising, 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 for passport control 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 and providing training programs 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. The National Police Agency also distributes leaflets (see 4(2)) to NGOs, IOM, and other entities and calls for cooperation.
- The government holds discussions with NGOs and examines specific cases of trafficking in persons. In the discussions in 2017, NGOs expressed their views regarding the enactment of the Technical Intern Training Act and showed the fact that they received a large number of cases relating to forced appearance in pornographic videos, and shared the information regarding the initiatives carried out by relevant ministries (see 3(3) i) b) and 5(1) iv) for more information on these initiatives).
- The police arrested a suspect of trafficking in persons due to information reported by NGO  
(see 2(1)(iii)Case 1).
- 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**

2017 was a year in which Japan became a State Party to the Trafficking in Persons Protocol in July (see 1(1)), and due to the enforcement of the Technical Intern Training Act in November legal protection of foreign technical intern trainees was strengthened (see 3(3) i ii)), and institutional initiatives based on the 2014 Action Plan made great progress.

In this context, the characteristic of the data for trafficking in persons in 2017 was that the characteristic in 2016 continued, and the number of Japanese victims was the record high once again. 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 and further increased in 2017 (see 2(1) i)).

One likely reason for the increase in the number of Japanese victims is that crimes handled not only by the safety police divisions that deal with crimes relating to adult entertainment-related offenses and illegal employment of foreign workers, but also by the juvenile police divisions were under 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.

With regard to sexual victimization of children, such as child prostitution and the production of child pornography, “Basic Plan on Measures against Child Sexual Exploitation” has been formulated, and government-wide efforts are being made to counter these crimes (see 5(1) ii), and also public relations and awareness-raising activities are being enhanced (see 3(5) i).

Furthermore, regarding the problem of women being forced into appearing in pornographic materials, in May the same year measures were formulated in the Inter-ministerial meeting on countermeasures, and the entire government is working to tackle this issue (see 5(1) iv)). During the same year, a case of trafficking in persons was cleared due to information provided by NGOs, and the suspect was also prosecuted. (see 7(3) iii))

On the other hand, although crimes of trafficking in persons targeting foreign victims have drastically decreased since 2005 thanks to countermeasures implemented through coordination between the government, relevant organizations, NGOs, and other relevant organizations, this does not mean that the entire damage from crimes and human rights violations involving foreigners has been solved. Thus, 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.

Japan will continue to steadily implement measures from the perspective of victims based on the abovementioned initiative and the various government plans, etc. revised and formulated respectively

in 2017 with the aim of eradicating trafficking in persons.

[Figure 41] 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, Family Welfare Division, Child and Family Policy Bureau Office of Counsellor for Overseas Human Resources Development, with a Director-General for Human Resources Development
[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