

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

**May 25, 2020**

**Council for the Promotion of Measures to  
Combat Trafficking in Persons**

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## **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. Trafficking in persons is a serious crime that frequently 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 2019, and in line with the 2014 Action Plan. 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”**

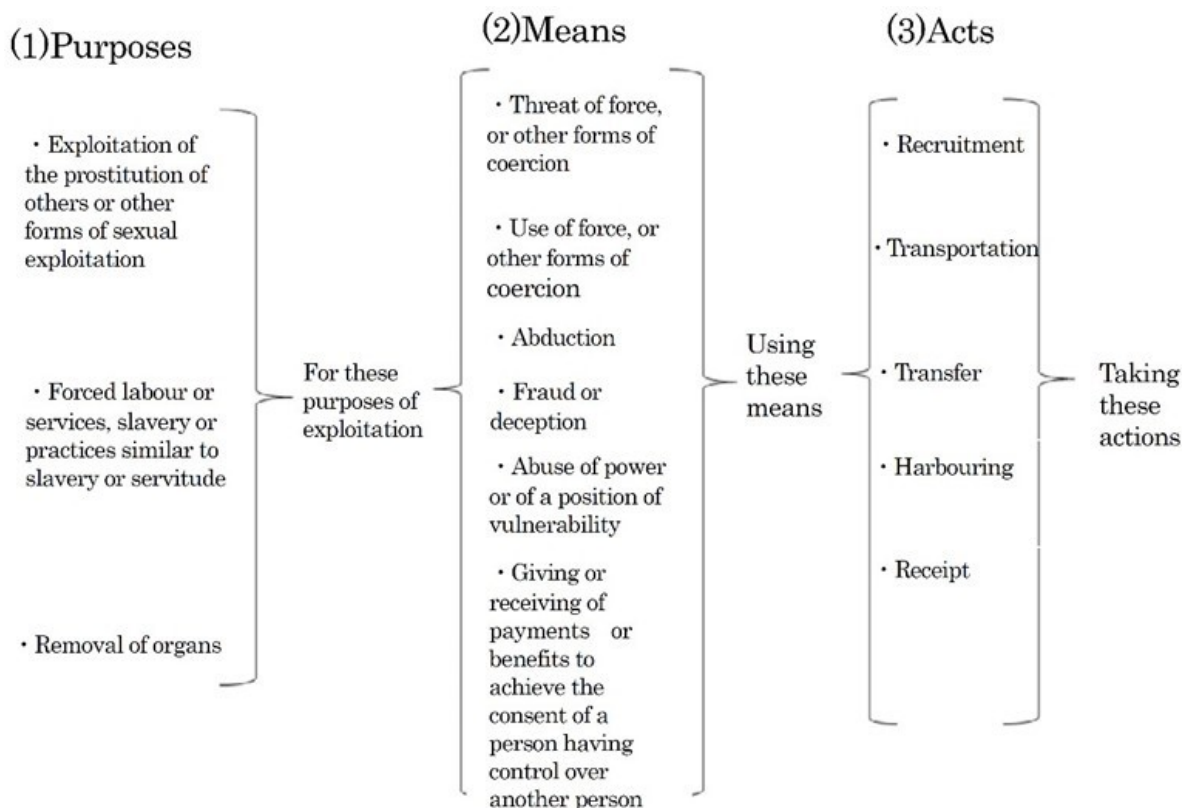
Trafficking in persons is defined as follows, according to Article 3 of the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime (hereinafter referred to as the “Trafficking in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

### **Article 3**

- (a) “Trafficking in persons” shall mean the recruitment, transportation, transfer, harboring 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 labor 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, harboring 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 1.

[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 in 2014 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. Since 2016, “Council for the Promotion of Measures to Combat Trafficking in Persons” has been held every May.

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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>)

Placing the “Council for the Promotion of Measures to Combat Trafficking in Persons” at the core of these efforts, under the coordination of the Cabinet Secretariat, the Cabinet Office, the National Police Agency, the Ministry of Justice, the Immigration Services Agency<sup>2</sup>, 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 have been taking respective measures according to their own jurisdictions to eliminate trafficking in persons.

**[Table 1] Main initiatives from 2004 to 2019**

April 2004	Inter-Ministerial Liaison Committee Regarding Measures to Combat Trafficking in Persons established
December 2004	Development of the Action Plan to Combat Trafficking in Persons
December 2009	Positioning of the Inter-Ministerial Liaison Committee Regarding Measures to Combat Trafficking in Persons under the Ministerial Meeting Concerning Measures Against Crime Development of the 2009 Action Plan to Combat Trafficking in Persons at the Ministerial Meeting Concerning Measures Against Crime
June 2010	Agreement on “Methods to Deal with Trafficking in Persons (Measures for Identification of Victims)” at the Liaison Committee
July 2011	Agreement on “Methods to Deal with Trafficking in Persons (Measures for Protection of Victims)” at the Liaison Committee
December 2014	Development of the 2014 Action Plan to Combat Trafficking in Persons at the Ministerial Meeting Concerning Measures Against Crime 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
May 2015	The First Council for the Promotion of Measures to Combat Trafficking in Persons held Annual report “Measures to Combat Trafficking in Persons” approved and published
May 2016 May 2017 May 2018 May 2019	The Second – Fifth Council for the Promotion of Measures to Combat Trafficking in Persons held Annual report “Measures to Combat Trafficking in Persons” approved and published

<sup>2</sup> With the enforcement of the Act to Revise Part of the Immigration Control and Refugee Recognition Act and the Act for Establishment of the Ministry of Justice (2018 Act No. 102), from April 1, 2019, the Immigration Bureau, which was an internal bureau of the Ministry of Justice, became the Immigration Services Agency, which is an external bureau of the Ministry, and the Regional Immigration Bureau, which was a local branch office of the Ministry, became the Regional Immigration Services Bureau, a local branch office of the Agency. Hereinafter, the Immigration Services Agency and the Regional Immigration Services Bureau are collectively referred to as the “Immigration Services Agency.”

**[Figure 2] 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 2019 was 47 (20 more than in 2018).

With regard to the gender of the victims, 47 were female (21 more than in 2018) and zero were male (one less than in 2018).

- With regard to the nationality of the victims, 34 were Japanese (16 more than in 2018), accounting for approximately 70%.

The nationalities of the 13 non-Japanese victims consist of 12 Philippine nationals (seven more than in 2018) and one Brazilian national (one more than in 2018).

- Of the 13 non-Japanese victims, with regard to the status of residence of the 12 Philippine nationals, six victims entered Japan on the status of residence of “Entertainer” (three more than in 2018), five entered Japan on the status of residence of “Temporary Visitor” (four more than in 2018), and one entered Japan on the status of residence of “Spouse of Japanese national” (same as in 2018). The Brazilian national was a Permanent Resident living in Japan (one more than in 2018).

The number of non-Japanese victims who were put under protection by the Immigration Services Agency in 2019 was 12. Of these victims, seven possessed the status of residence and they were permitted to change the status of residence. The remaining five victims, who 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 Services Agency, or other cases in which they are put under protection by either the police or the Immigration Services Agency only. The above mentioned 13 non-Japanese victims can be classified into the following groups:

- i) Nine were put under police protection in 2019 and were then put under protection by the Immigration Services Agency the same year,
- ii) One was put under police protection only in 2019,
- iii) Three were put under protection by the Immigration Services Agency only in 2019.

- Of the 47 victims, 19 were minors (under 18 years of age) (14 more than in 2018). Of these, 18 were Japanese nationals and one was a Brazilian national.

- With regard to the forms of trafficking, 35 were victims of sexual exploitation (14 more than in 2018), 12 were forced to work as nightclub hostesses (eight more than in 2018), and none were victims of labor exploitation (two less than in 2018).

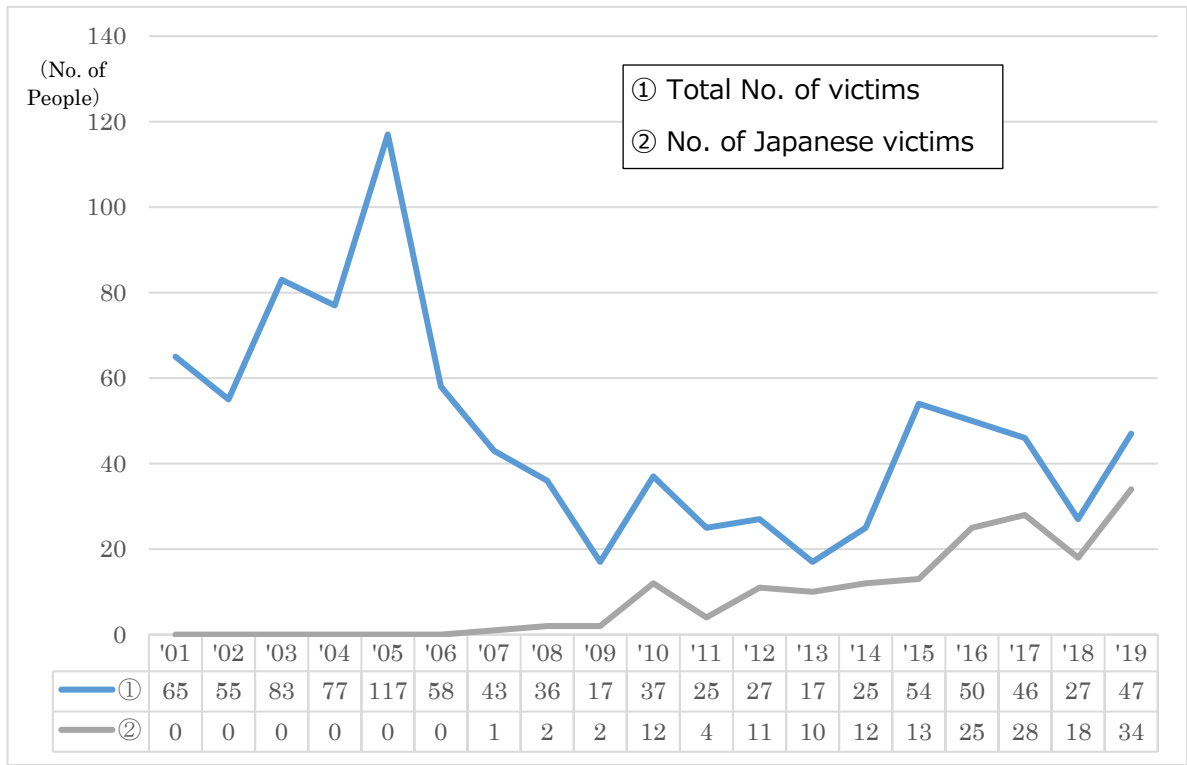
A characteristic difference between the Japanese and non-Japanese victims was that Japanese victims tended to be forced to engage in prostitution or work at an adult entertainment business due to an unjustified debt, while non-Japanese victims tended to be cajoled into entering Japan, and then forced to work as “nightclub hostesses.”

- The number of victims who were put under protection temporarily at Women’s Consulting Offices in 2019 was nine, of whom all were Philippine nationals.

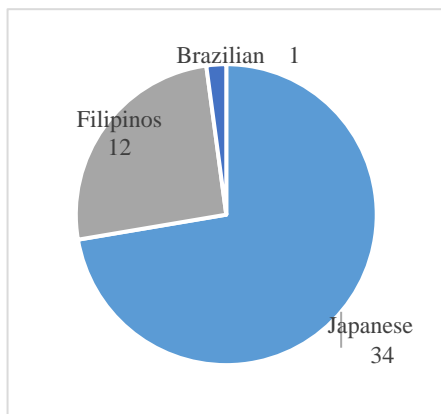
All of these nine victims were provided with interpretation support and medical services, while six victims for whom psychological care was deemed necessary were provided with the care service accordingly.

- In 2019, nine victims were voluntary 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: all nine were provided with shelter at temporary refuges, one was provided with medical support, and eight were provided with support from social rehabilitation programs (e.g. family reunification programs, livestock industry management support, shop management support, transportation business management support, etc.).

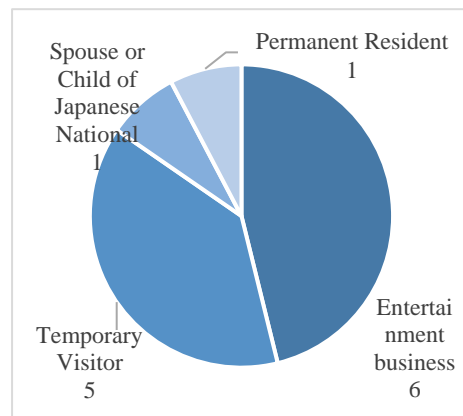
[Figure 3] Trends in the number of victims of trafficking in persons (2001 to 2019)



[Figure 4] Nationalities of the 47 victims



[Figure 5] Status of residence of the 13 foreign victims



ii) Data relating to those accused of trafficking in persons

- In 2019, 57 cases of trafficking in persons pertaining to victims of trafficking in persons put under protection by Japan were cleared (21 more than in 2018) and 39 persons were arrested for trafficking in persons (one less than in 2018).

With regard to the gender of the suspects, 34 were male (two more than in 2018), and five were female (three less than in 2018).

○ With regard to the nationalities of the suspects, 38 were Japanese nationals (one more than in 2018), and one was a Philippines national (one more than in 2018).

○ With regard to the occupations of the suspects, eight were connected with adult entertainment business (one more than in 2018), 15 were unemployed (6 less than in 2018), and 16 (four more than in 2018) engaged in other occupations (office workers, self-employed, etc.).

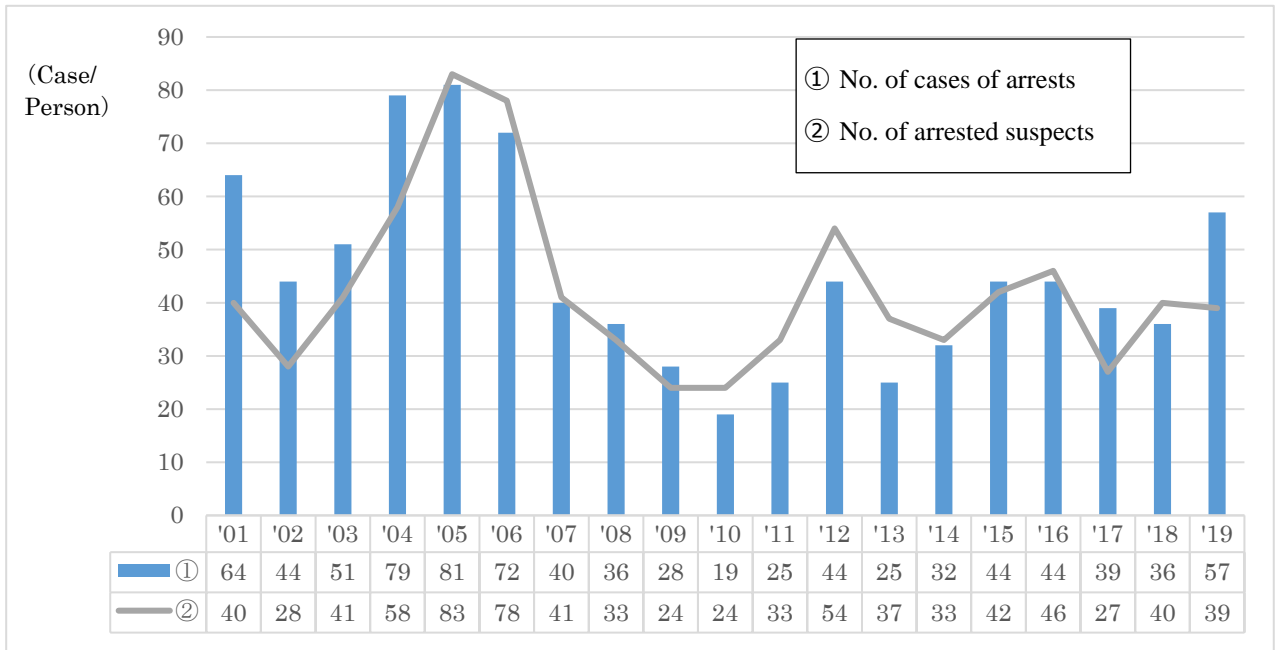
One of the suspects was a broker (same as in 2018) and five were members of organized crime groups, etc. (two more than in 2018).

○ With regard to punishments, 32 of the suspects were prosecuted and seven were not prosecuted due to problems with evidence etc. Of the 32 suspects that have been prosecuted, 23 have been found guilty, and the cases of the remaining nine are still pending (as of March 31, 2020).

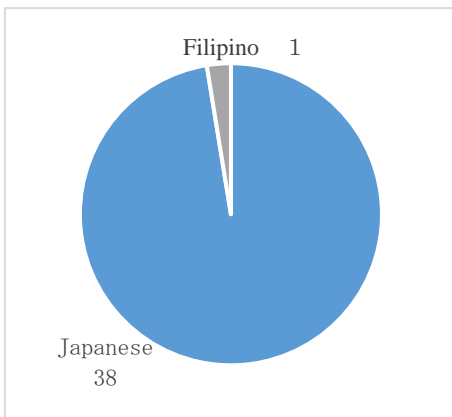
Note that of the six persons who were said in the annual report approved in May 2019 to be awaiting trial, three have been found guilty, while the rest of three continue to be awaiting trial (as of March 31, 2020).

○ The Immigration Services Agency issued deportation orders against zero perpetrators in 2019.

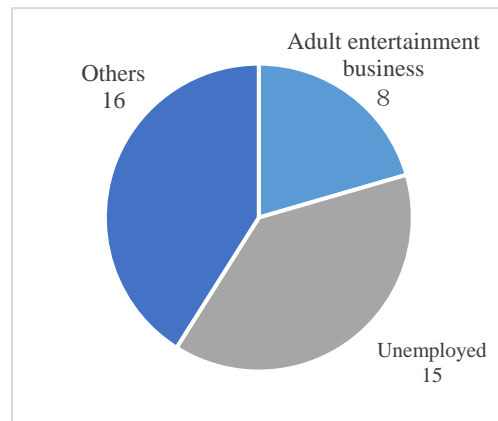
**[Figure 6] Trends in the number of cases of arrests made and number of arrested suspects for the crime of trafficking in persons (2001 to 2019)**



**[Figure 7] Nationalities of 39 suspects**



**[Figure 8] Occupations of 39 suspects**





**[Table 2] Charges imposed on the 32 prosecuted persons and their trial results  
(as of March 31, 2020)**

	Offense	Results of trial
1	Extortion attempt	2 years imprisonment, suspension of 5 years with probation
2	Violation of the Child Welfare Act, violation of the Anti-Prostitution Act	2 years imprisonment, suspension of 3 years, 300,000 yen fine
3	Violation of the Child Welfare Act, violation of the Anti-Prostitution Act	2 years imprisonment, suspension of 3 years, 300,000 yen fine
4	Violation of the Immigration Control and Refugee Recognition Act	500,000 yen fine
5	Violation of the Anti-Prostitution Act	1 year imprisonment, suspension of 3 years, 200,000 yen fine
6	Extortion, extortion attempt, violation of the Employment Security Act	Pending trial
7	Violation of the Child Welfare Act	Pending trial
8	Kidnapping for indecency, forcible sexual intercourse, and unlawful capture or confinement causing injury	Pending trial
9	Violation of the Employment Security Act, violation of the Act on Punishment of Organized Crimes and Control of Crime Proceeds	2 years imprisonment, suspension of 4 years
10	Violation of the Employment Security Act, violation of the Act on Punishment of Organized Crimes and Control of Crime Proceeds	2 years 6 months imprisonment, suspension of 4 years
11	False recording and use of the original of electromagnetic notarized deeds, violation of the Immigration Control and Refugee Recognition Act	2 years imprisonment, suspension of 3 years
12	False recording and use of the original of electromagnetic notarized deeds, violation of the Immigration Control and Refugee Recognition Act	2 years 6 months imprisonment, suspension of 4 years
13	Accessory to fraud, accessory to theft, violation of the Act on Regulation and Punishment of Acts Relating to Child Prostitution and Child Pornography, and the Protection of Children, violation of the Child Welfare	2 years 6 months imprisonment

	Act, and accessory to computer fraud	
14	Violation of the Employment Security Act, violation of the Chiba Prefectural Ordinance of Juvenile Protection	1 year 6 months imprisonment, suspension of 3 years
15	Violation of the Child Welfare Act	1 year 6 months imprisonment, 800,000 yen fine
16	Violation of the Employment Security Act	Pending trial
17	Kidnapping for indecency, forcible sexual intercourse, quasi-forcible sexual intercourse, attempted quasi-forcible sexual intercourse, violation of the Act on Regulation and Punishment of Acts Relating to Child Prostitution and Child Pornography, and the Protection of Children	Pending trial
18	Violation of the Child Welfare Act, violation of the Anti-Prostitution Act, 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, suspension of 4 years, 300,000 yen fine
19	Violation of the Child Welfare Act, violation of the Anti-Prostitution Act	1 year imprisonment, suspension of 3 years, 100,000 yen fine
20	Violation of the Child Welfare Act, violation of the Act on Control and Improvement of Amusement Business, etc.	1 year 6 months imprisonment, suspension of 3 years, 500,000 yen fine
21	Violation of the Child Welfare Act, violation of the Anti-Prostitution Act, breaking into building, and theft	3 years imprisonment, suspension of 5 years, 500,000 yen fine
22	Forcible sexual intercourse causing injury, kidnapping for indecency, unlawful capture or confinement causing injury	10 years imprisonment
23	Violation of the Act on Control and Improvement of Amusement Business, etc., violation of the Child Welfare Act	2 years imprisonment, suspension of 4 years, 1 million yen fine
24	Violation of the Child Welfare Act, violation of the Anti-Prostitution Act	2 years imprisonment, suspension of 4 years, 300,000 yen fine
25	Violation of the Anti-Prostitution Act, violation of the Employment Security Act	10 months imprisonment
26	Violation of the Child Welfare Act, violation of the	1 year 6 months imprisonment, suspension of 3 years,

	Anti-Prostitution Act	200,000 yen fine
27	Violation of the Child Welfare Act, violation of the Anti-Prostitution Act	1 year 6 months imprisonment, suspension of 3 years, 200,000 yen fine
28	Kidnapping for indecency, and unlawful confinement	Pending trial
29	Kidnapping for indecency, unlawful confinement causing injury, forcible sexual intercourse causing injury, and theft	8 years imprisonment
30	Threat, violation of the Employment Security Act, and violation of the Child Welfare Act	Pending trial
31	Violation of the Aichi Prefectural Ordinance of Juvenile Protection, fraud, injury, and kidnapping for indecency	Pending trial
32	Kidnapping for indecency, kidnapping for ransom, demand for ransom by kidnapper, unlawful capture or confinement, forcible indecency, and violation of the Act on Regulation and Punishment of Acts Relating to Child Prostitution and Child Pornography, and the Protection of Children	Pending trial

**[Table 3] Charges imposed on the six persons reported as awaiting trial in the 2019 annual report and the results of their trials (as of March 31, 2020)**

	Offense	Results of trial
1	Violation of the Anti-Prostitution Act	2 years 6 months imprisonment, 300,000 yen fine
2	Violation of the Anti-Prostitution Act	Pending trial
3	Extortion attempt, violation of the Anti-Prostitution Act	Pending trial
4	Accessory to attempted extortion, violation of the Anti-Prostitution Act	2 years imprisonment, suspension of 3 years, 100,000 yen fine
5	Violation of the Anti-Prostitution Act	2 years 6 months imprisonment, 300,000 yen fine
6	Violation of the Labor Standards Act	Pending trial

**iii) Cases**

**[Case 1]**

The suspect continuously let the female victim (Japanese national) entertain herself at the eating and drinking establishment where the suspect worked, and under the pretext of repaying debts incurred through unpaid sums for food and drinks, etc., told the victim that the suspect could be killed if her repayment is insufficient, making her feel confused and troubled. Then, the suspect coerced the victim to engage in prostitution with persons recruited through online dating services, and exploited the money paid for such prostitution services. The suspects were arrested by Osaka Prefectural Police for violating the Anti-Prostitution Act.

**[Case 2]**

The suspects enticed six female victims (Philippines nationals) recruited as dancers in the Philippines, to come to Japan on an “Entertainer” visa. After they entered Japan, their passports were taken away from them, and they were made to work as hostesses at restaurants/bars with entertainment services operated by the suspects. The suspects exploited victims’ remuneration.

The suspects were arrested by Niigata Prefectural Police for violating the Immigration Control and Refugee Recognition Act.

**(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 27 countries and regions.

- In March 2020, the Government Delegation on Anti-Human Trafficking Measures was dispatched to the United States (Washington D.C. and Miami in the State of Florida). The Delegation exchanged views with US federal government officials on strengthening cooperation between the two countries. In the State of Florida, which is reported to have a large number of human trafficking cases, the Delegation collected information on the state of anti-human trafficking measures in recent years, good practices and issues, and ways of collaboration and cooperation between the public and private sectors, from local police stations, academic experts and a NGOs specializing in anti-human trafficking measures in the area.
  
- 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, among other topics.

### **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 Services Agency has been utilizing Advance Passenger Information (API), biometric information, and ICPO's database on Stolen and Lost Travel Documents. It has also began acquiring Passenger Name Record (PNR) since January 2015, the receipt of which via electronic means became possible in January 2016.

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

- Since October 2016, the Immigration Services Agency 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 Services Agency 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) Information sharing through visa system**

- The Ministry of Foreign Affairs has established a visa information sharing system to link the Ministry of Foreign Affairs with 233 Japanese Embassies and Consulates (as of March 2020), and relevant ministries and agencies, which enables them to share visa- related information.

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

- The Immigration Services Agency conducts strict examinations for forged or altered documents at the document examination office at its airport district immigration office. The Agency 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 establishing specifications for new visa seals with advanced anti-forgery features, the Ministry of Foreign Affairs is continuing to conduct reviews towards improving Japanese passports by researching the trends for the international standardization of ePassport (passport with IC chips) as well as the international standards related to passports, such as IC chips. At the same time, in February 2020, the Ministry started to issue passports for the year 2020 with enhanced IC security functions and a different design for every visa page (thirty-six views of Mt. Fuji by a Ukiyoe-master, Katsushika Hokusai).

**(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, the Immigration Services Agency and the Ministry of Health, Labour and Welfare promote strengthening the crackdown on crimes pertaining to trafficking in persons and protecting and supporting 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 which is agreed among the ministries and agencies every year.
- The police make efforts to uncover crimes related to trafficking in persons by continuously employing the cross-cutting frameworks that have been built up to date to deal with the globalization of crime, as well as the systems for the comprehensive promotion of countermeasures against criminal infrastructure that is used as means of illegal residents' living or forging of qualifications and identities, etc., and by strengthening crackdown on cases of fraudulent stays including fake marriages, cases of illegal stays, and the brokers related to these cases.
- The Immigration Services Agency 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. In addition, through joint detection, the Immigration Services Agency strives to share information with the police and other relevant organizations. Then, if it is necessary, information is provided 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 of 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, the Immigration Services Agency, and the Ministry of Health, Labour and Welfare hold “Liaison Committee on illegal employment of foreigners for directors-general of relevant bodies” and conduct cooperation and share information about the latest cases.

○ The police and the Immigration Services Agency strive to discover the cases of trafficking in persons through proactively cracking down on cases of illegal employment.

○ In 2019, the Immigration Services Agency cracked down on 228 workplaces suspected of illegal employment. In addition, 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 Services Agency has been proactively reporting malicious brokers and employers to the police and bringing charges against them.

○ In 2019, Prefectural Labour Bureaus, Labour Standards Inspection Offices, and Regional Immigration Services Bureaus also carried out joint inspections or investigations into 11 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, Prefectural Labour Bureaus and Labour Standards Inspection Offices issued correction orders to eight institutions where violations of labor standards-related laws and regulations were identified. In addition, with regard to one of 11 institutions that had been the subject of joint investigations, Regional Immigration Services Bureaus gave notification that this institution had been found to have engaged in misconducts that hindered the proper implementation of technical intern training (as of March 31, 2020).

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



- The National Police Agency, the Immigration Services Agency, and the Ministry of Health, Labour and Welfare hold a briefing session for employer’s associations every year, with the aim of enhancing their understanding of the current illegal employment situation. The associations are also requested to cooperate by implementing education and guidance to their members on the appropriate employment of foreigners.
- Every June, the Immigration Services Agency holds an annual “Illegal Work Prevention Campaign” as a part of the government’s “Foreign Workers Issues Awareness Month” for making the employment of foreigners appropriate and preventing illegal employment. 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. In 2019 as well, the Immigration Services Agency conducted the activity of raising awareness regarding the prevention of illegal employment, conducting such as distributing leaflets with the cooperation of the relevant ministries and agencies as well as local authorities, and holding events in each region.

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

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

- Figure 9 provides an overview of the Act on Proper Technical Intern Training and Protection of Technical Intern Trainees (hereinafter the “Technical Intern Training Act”) that was enforced on November 1, 2017. 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 and this organization was established and incorporated on January 25, 2017 and started operation.

**[Figure 9] Overview of the Technical Intern Training Act (Ministry of Justice, Ministry of Health,  
Labour and Welfare)**

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

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

<b>Outline of the Act</b> * Jointly submitted by MOJ and MHLW	
<b>1. Proper Control of Technical Intern Training</b> 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]	(7) Establishes Organization for Technical Intern Training as an authorized legal entity which is in charge of the duties below. [Related to Chapter 3]
(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]	• to accredit technical intern training plans set forth in (2) [Related to Article 12]
(3) Requires Implementing organizations to be registered [Related to Articles 17 to 18]	• 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]
(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]	• to accept registration set forth in (3) [Related to Article 18]
(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]	• to carry out investigations regarding the license of supervising organizations set forth in (4) [Related to Article 24]
(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]	• to consult with and give assistance to trainees [Related to Article 87]
	<b>2. Expansion of Technical Intern Training Program</b>
	The Act enables limited high-quality implementing/supervising organizations to accept third level trainees (4th and 5th year's training) [Related to Articles 2, 9, 23, and 25]
	<b>3. Other matters</b>
	Other related amendments including that to the Immigration Control and Refugee Recognition Act, which defines status of residence for technical intern training will be made.
<b>Effective date</b> 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.	

○ Regarding the supervising organizations, 2,907 organizations have received permits (as of March 31, 2020). In addition, 819,132 technical intern training plans have received accreditation, and 276 were not accredited (as of March 31, 2020). The OTIT conducts 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 services organizations and labor standards supervisory bodies, etc., and carries out joint surveys with Regional Immigration Services Bureau and on-site inspections by itself.

○ The police and the OTIT have established a mechanism for sharing information on matters such as violations of the Technical Intern Training Act that may constitute human trafficking offenses.

○ In Article 54, Paragraph 1 of the Technical Intern Training Act, the minister with jurisdiction over the business may organize a business council comprised of organizations, etc. with the

implementing organizations or 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 the fishing industry technical intern training business council on December 13, 2017, the agricultural industry technical intern training business council on June 5, 2018, the Ministry of Land, Infrastructure, Transport and Tourism established the foreign technical intern training program automobile repair business council on February 19, 2018 and the business council on construction sector technical intern training on March 26, 2018, and the Ministry of Economy, Trade and Industry established the textile industry technical intern training business council on March 23, 2018, and each council held meetings respectively when the occasion calls for it.

- 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 councils comprised of said organizations and the organizations, etc. of local governments.

The councils were held in eight regional blocks by July 2019.

- Though not required in the Technical Intern Training Act, with the objectives of eliminating organizations that improperly send technical intern trainees as well as collaborating to carry out technical intern training properly and smoothly, Japan has signed memorandum of cooperation (MOCs) with 14 of the countries from which technical intern trainees are sent (Viet Nam, Cambodia, India, Philippines, Laos, Mongolia, Bangladesh, Sri Lanka, Myanmar, Bhutan, Uzbekistan, Pakistan, Thailand, and Indonesia) (as of March 31, 2020).
- 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 technical intern training for 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 stipulated by 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.”

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

○ Since the enforcement of the Technical Intern Training Act in November 2017, the Organization for Technical Intern Training (OTIT) has been producing the Technical Intern Trainee Handbook<sup>3</sup> under the direction of the Ministry of Health, Labour and Welfare. This handbook is handed directly to all technical intern trainees by immigration officers at all points of entry when they arrive in Japan, and clearly states information, etc. regarding consultations and support offered by OTIT, as well as the following content.

- 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.

For an increasing number of technical intern trainees, OTIT has added available languages for the handbook, and at present the handbook is provided in nine most popular languages spoken by technical intern trainees as their native language (English, Chinese, Thai, Filipino, Vietnamese, Indonesian, Burmese, Cambodian, and Mongolian).

○ 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 (Japan International Trainee & Skilled Worker Cooperation Organization) to provide a Native-Language Consultation Hot Line in five languages, allowing technical intern trainees to receive advice on details about the Technical

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<sup>3</sup> Contains information about consultation counters at the Immigration Services Agency, etc., contact information for the embassies of each country, Japanese labor-related laws, information necessary for everyday life, declarations to the Labor Standards Inspection Offices, and information on leave allowances, etc.

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 eight languages (English, Chinese, Thai, Filipino, Vietnamese, Indonesian, Burmese, and Cambodian).

- To be able to provide consultation services for foreigners regarding working conditions etc., the Ministry of Health, Labour and Welfare has established Foreign Workers Consultation Corner in 14 languages (in addition to Japanese, and depending on the location, English, Chinese, Portuguese, Spanish, Tagalog, Vietnamese, Nepalese, Burmese, Korean, Thai, Indonesian, Cambodian, and Mongolian (Nepalese and Burmese were added in April 2019, while Korean, Thai, Indonesian, Cambodian, and Mongolian were added in April 2020)) at Prefectural Labour Bureaus and Labour Standards Inspection Offices.

The ministry has also produced a leaflet titled “For All Foreign Nationals Working in Japan – Working Conditions Handbook” in 12 languages (Japanese, English, Chinese, Korean, Portuguese, Spanish, Tagalog, Vietnamese, Burmese, Nepalese, Thai, and Indonesian), and made it available online. 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.

Furthermore, 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 2019, outside office hours of the Prefectural Labour Bureau and the Labour Standards Inspection Office, the “Labour standards Advice Hotline (consignment business: 17:00 to 22:00 on weekdays, 9:00 to 21:00 on weekends and holidays) accepts consultation in 14 languages (in addition to Japanese, English, Chinese, Portuguese, Spanish, Tagalog, Vietnamese, Burmese, Nepalese, Korean, Thai, Indonesian, Cambodian, and Mongolian (Korean, Thai, Indonesian, Cambodian, and Mongolian were added in April 2020)).

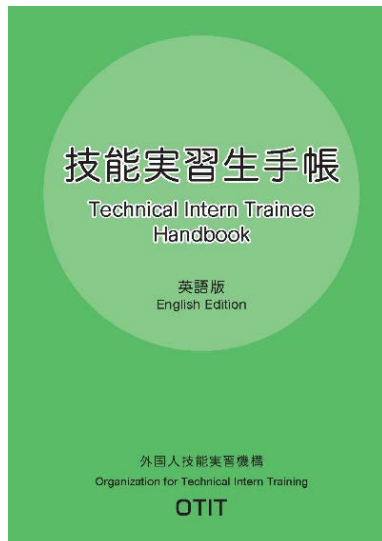
- Based on improvement measures compiled by the Project Team on the Operation of the Technical Intern Training Program, the Ministry of Justice has revised the ministerial ordinance, and in April 2020, introduced measures to suspend the acceptance of new interns for a certain period of time, and measures to request for the payment of remuneration through bank transfer to the technical intern trainee’s account, for supervising organizations that are at fault for the absconding of technical intern trainees.

In addition, in November 2019, with a view to reducing the number of absconding technical intern

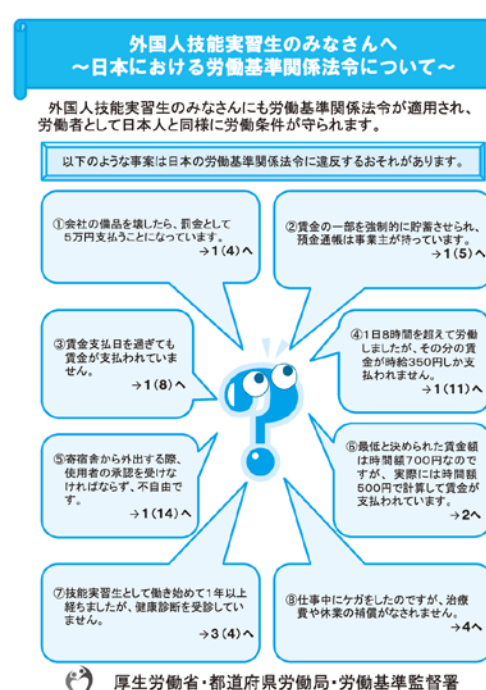
trainees, policies with further enhanced improvement measures were compiled and will be implemented going forward. These include the criminal prosecution of companies that have employed absconded technical intern trainees and the official announcement of the facts behind the prosecution.

- When the Immigration Services Agency identifies inappropriate expressions contrary to the intent of the Technical Intern Training Program on the websites of supervising organizations etc., the Agency issues guidance in order for them to correct such expression in coordination with the Ministry of Health, Labour and Welfare and the OTIT.
- The Immigration Services Agency 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 (eight languages of Indonesian, Cambodian, Thai, Tagalog, Vietnamese, Burmese, English, and Chinese) of the technical intern trainees to confirm that the technical intern trainees are not leaving against their wills. This interview is conducted with an interpreter when necessary.

[Figure 10] Technical Intern Trainee Handbook (OTIT) (excerpt)



[Figure 11] To all Foreign Technical Intern Trainees (Ministry of Health, Labour and Welfare) (excerpt)



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

○ In 2019, Prefectural Labour Bureaus and Labour Standards Inspection Offices conducted inspections on 9,454 organizations (preliminary figures) providing technical training.

Of these, 6,796 organizations (preliminary figures) were found to be in violation of labor standards-related laws and regulations and were issued correction orders. Among these cases, arrests, etc. were carried out for 33 cases (preliminary figures) that involved 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., and were referred to prosecutors.

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

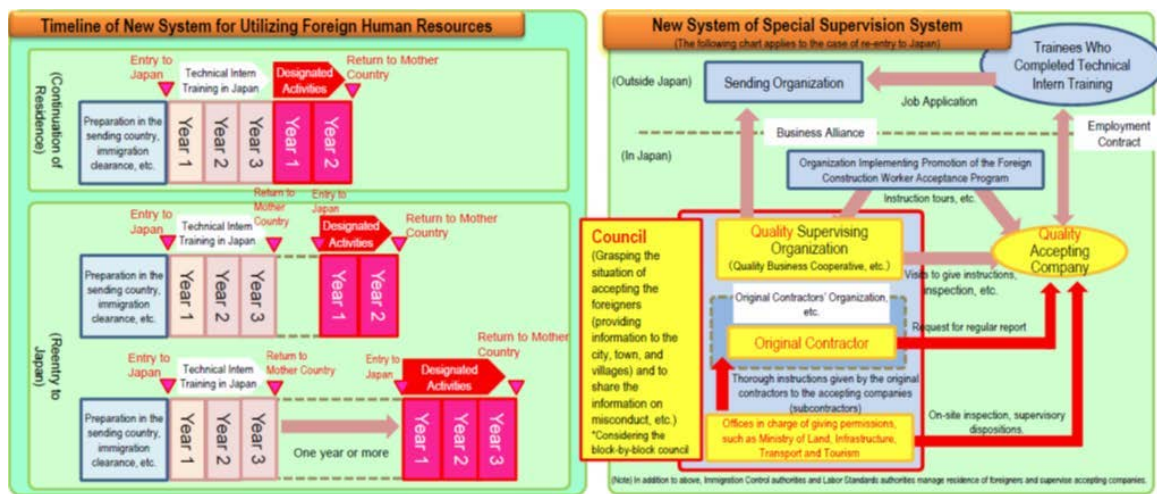
**i) The Foreign Construction Worker Acceptance Program**

○ Approximately 5,300 foreign construction workers have entered Japan (as of March 31, 2020) 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 12] 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. This Project has been implemented in Tokyo Metropolis, Kanagawa Prefecture, Osaka Prefecture, Hyogo Prefecture, Aichi Prefecture, and Chiba City since March 2017, and approximately 1,150 foreign nationals who conduct housekeeping services have entered Japan (as of March 1, 2020).
- 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; revised on March 19, 2020) 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

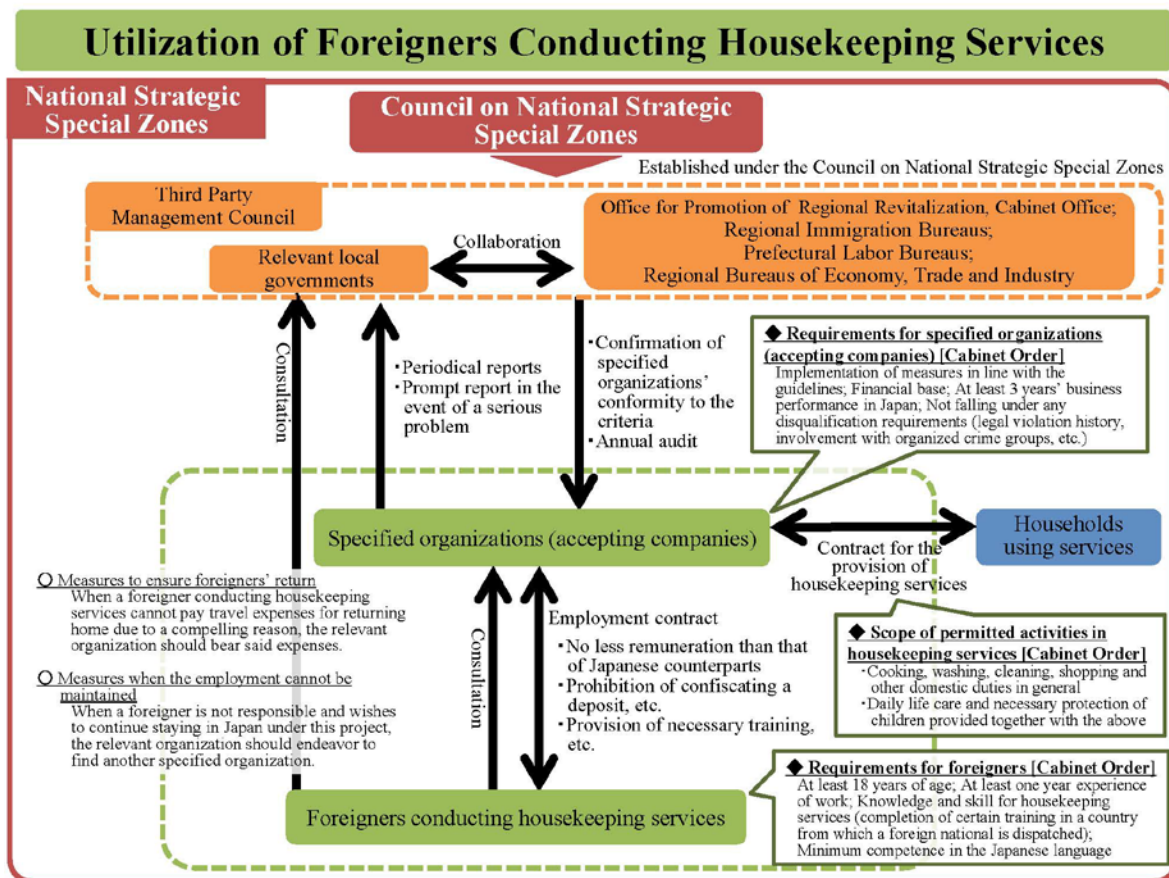


governments will confirm whether or not designated organizations meet the required standards such as by implementing the abovementioned measures.

○ 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 13] Utilization of Foreign housekeeping support personnel (Cabinet Office)



**[Figure 14] Portable card with list of complaint/consultation services (English template)**  
(Cabinet Office)



**iii) New foreign human resources acceptance system pertaining to the status of residence of Specified Skilled Worker**

- Taking into consideration the "Basic Policy on Economic and Fiscal Management and Reform 2018" (Cabinet decision on June 15, 2018), the Ministry of Justice submitted the "Bill for Partial Amendment of the Immigration Control and Refugee Recognition Act and the Act for Establishment of the Ministry of Justice" to the 197th Diet on November 2, 2018.

The Act for Partial Amendment of the Immigration Control and Refugee Recognition Act and the Act for Establishment of the Ministry of Justice (hereinafter referred to as the "Amended Immigration Control Act") was passed by the Diet on December 8, 2018, promulgated on December 14 the same year (Act No. 102 of 2018), and enforced by April 1, 2019.

- The system for acceptance of new foreign human resources intends to build a framework for acceptance work-ready foreign nationals, who possess certain expertise and skills in the industrial fields where it is difficult to secure human resources even after efforts have been made to improve productivity and secure domestic human resources. Thus, the Amended Immigration Control Act stipulates new status of residence "Specified Skilled Worker (i)" and "Specified Skilled Worker(ii)," and requires necessary measures such as establishing the basic policy on operation of the system as well as a field-specific operation policy.

○ Outline of the system pertaining to the status of residence of Specified Skilled Worker is shown in the Figure 16. To accept foreign nationals as Specified Skilled Workers, certain criteria must be met. For example, with regard to the employment contracts for specified skilled workers<sup>4</sup>, there must be no discriminatory treatment with regard to the decisions on remuneration, the implementation of

<sup>4</sup> A contract for the employment of a foreigner who intends to engage in the activities of "Specified Skilled Worker (i)" or "Specified Skilled Worker (ii)," to be concluded with a public or private organization in Japan.

education and training, the use of welfare facilities, and other treatment on the grounds that the worker is a foreign national. On top of that, public and private organizations in Japan, which are the other party to the employment contracts for specified skilled workers (i.e. the accepting organization) must not have conducted a wrongful or seriously unjust act in relation to the laws and regulations on immigration or labor within five years before the date of entering into employment contract for specified skilled workers, etc. Furthermore, those who wish to be registered by the Commissioner of the Immigration Services Agency as a contractor entrusted with support works by the accepting organization by contract (Registered Support Organization) are required to fulfil certain criteria. For example, they must not have committed a wrongful or extremely unjust act in relation to laws and regulations on immigration or labor, their business activities must not be controlled by members of organized crime groups, and they must have established the necessary systems to ensure the appropriate performance of support works.

In this way, the necessary criteria etc. have been established for accepting organizations and registered support organizations to conform to in order to ensure that foreigners (specified skilled workers) who stay in Japan with the status of residence of “Specified Skilled Worker” can reside in Japan appropriately and smoothly. The Immigration Services Agency strictly examines their conformity to the criteria etc., at the time of application for the status of residence of Specified Skilled Worker to prevent any illegal or unjust acts, including the infringement of the human rights of foreigners.

- The Amended Immigration Control Act requires that accepting organizations submit notification to the Commissioner of the Immigration Services Agency on the job contents that foreign “Specified Skilled Workers” are engaged in, the status of payment to these workers, and the implementation status of the support works related to foreign “Specified Skilled Workers.” It also requires registered support organizations notify the Commissioner of the Immigration Services Agency on the implementation status of support works. Under the Amended Immigration Control Act, the Commissioner of the Immigration Services Agency may provide accepting organizations and registered support organizations with necessary guidance and advice, request reports, etc., and issue orders to accepting organizations to implement improvement measures (improvement order). In addition, the Act provides for penalties in the event that an accepting organization breaches the obligation to submit notifications, makes a false report, or violates an improvement order, etc. Registered support organizations are also subject to the cancellation of registration if they breach the obligation to submit notifications or make a false report. The Immigration Services Agency shall ensure the proper operation of the system pertaining to the status of residence of Specified Skilled Worker after receiving foreign specified skilled workers.

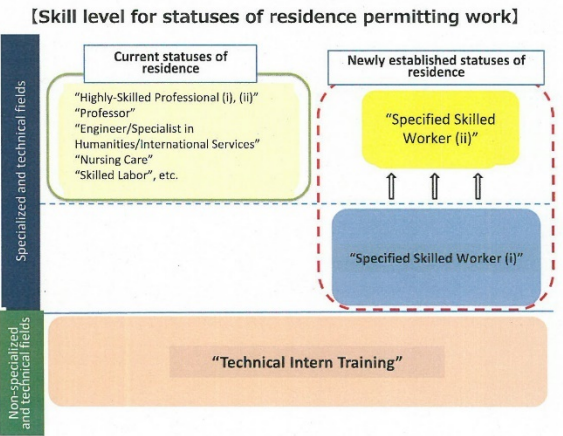
[Figure 15] Outline of the system pertaining to the status of residence of Specified Skilled Worker (Ministry of Justice)

**Outline of the system (1) Status of residence**

- **Specified Skilled Worker (i)** : Status of residence for foreign nationals engaging in work requiring skills which need considerable knowledge or experience belonging to specified industrial fields.
  - **Specified Skilled Worker (ii)** : Status of residence for foreign nationals engaging in work requiring proficient skills belonging to specified industrial fields.
- Specified Industrial Fields (14 fields)** : Nursing Care, Building cleaning management, Forges and foundries, Machine parts & tooling industries, Electric, electronics and information industries, Construction industry, Shipbuilding/ship machinery industry, Automobile maintenance, Aviation Industry, Accommodation industry, Agriculture, Fishery & aquaculture, Manufacture of food and beverages, Food service industry  
(Specified skilled workers (ii) can only be accepted in the two underlined fields)

- Points of Specified Skilled Worker (i)**
- Period of stay : extension for a period of 1 year, 6 months or 4 months, up to 5 years in total
  - Skill level : confirmed by exams, etc. (foreign nationals who have completed technical intern training (ii) are exempt from taking exams, etc.)
  - Level of Japanese language proficiency : confirmed Japanese language proficiency required everyday living and business by exams, etc. (foreign nationals who have completed technical intern training (ii) are exempt from taking exams, etc.)
  - Accompaniment of family members : basically not permitted
  - Eligible for support by accepting organization or registered support organization

- Points of Specified Skilled Worker (ii)**
- Period of stay : extension for a period of 3 years, 1 year or 6 months
  - Skill level : confirmed by exams, etc.
  - Level of Japanese language proficiency : not necessary to be confirmed by exams, etc.
  - Accompaniment of family members : possible on fulfilling certain conditions (spouse, children)
  - Not eligible for support by accepting organization or registered support organization



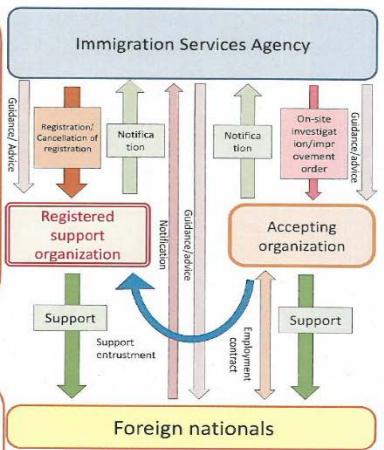
**Outline of the system (2) accepting organizations and registered support organizations**

- About the accepting organizations**
- Criteria for accepting organizations to accept foreign nationals**
    - ① Employment contract entered into with the foreign national is appropriate (e.g., the amount of remuneration is equivalent to or greater than that a Japanese national would receive for the same kind of work)
    - ② The organization itself is appropriate (e.g., no violation of the immigration or labor-related laws within the past 5 years)
    - ③ There is a system in place to support foreign nationals (e.g., able to offer support in a language understood by foreign nationals)
    - ④ The plan to support foreign nationals is appropriate (e.g., includes general living orientation, etc.)
  - Obligations of the accepting organization**
    - ① Reliable fulfillment of the employment contract entered into with the foreign national (e.g., payment of appropriate remuneration)
    - ② Provision of appropriate support for foreign nationals → possible to outsource support to a registered support organization
    - ③ Submission of various notifications to the Immigration Services Agency

Note. Failure to do ① to ③ will result in permission being denied for acceptance of foreign nationals, and the organization may be subject to guidance and improvement orders from the Immigration Services Agency.

- About the registered support organizations**
- Criteria for registration**
    - ① The organization itself is appropriate (e.g., no violation of the immigration or labor-related laws within the past 5 years)
    - ② There is a system in place to support foreign nationals (e.g., able to offer support in a language understood by foreign nationals)
  - Obligations of the registered support organization**
    - ① Implementation of appropriate support for foreign nationals
    - ② Submission of various notifications to the Immigration Services Agency

Note. Failure to do ① and ② may result in registration being revoked.



- Furthermore, based on the “Comprehensive Measures for Acceptance and Coexistence of Foreign Nationals” (approved by the Ministerial Conference on Acceptance and Coexistence of Foreign Nationals on December 25, 2018), the Ministry of Justice, the Ministry of Foreign Affairs, the Ministry of Health, Labour and Welfare, and the National Police Agency drew up bilateral intergovernmental documents to establish a framework for sharing information with the aim of eliminating malicious brokers, with the Philippines, Cambodia, Nepal, Myanmar, Mongolia, Sri Lanka, Indonesia, Viet Nam, Bangladesh, Uzbekistan, Pakistan, and Thailand (as of February 4, 2020).

**(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 FY2019, the Cabinet Office produced about 80,000 posters and leaflets titled “Human trafficking is a crime!” and distributed these to about 4,600 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 put up on railway station notice boards.

In order to raise greater awareness of the measures for cases that are often known to the police and for which arrests are made in Japan, such as coercion to provide sexual services, and cases involving the use of not only physical restraint but also psychological restraint, publicity that uses the terminology “人身取引（性的サービスや労働の強要等）” is promoted.

The posters and leaflets clearly state that trafficking in persons is a serious crime and subject to penalties both in and outside of Japan, and presents the following four cases, calling on people to “Report to the nearest Police Station or Immigration Office if you find these cases!”;

- [There are people who introduce girls to high-paying part-time jobs through social media.]Girls could be deceived and forced into providing sexual services and prostitution work in illegal sex shops.
- [A woman who wanted to be a model has been featured]A woman who applied for a modeling job was asked to sign a contract which was then used to force her to appear in pornographic videos.
- [Workers have been yelled and kicked at every day ] Workers may have been physically harmed, threatened and forced to work.
- [Several women living in a small room are picked up in a large van every day]Women are deceived into unfair debts, then may have been forced to work or engage in prostitution as payment. They are often not allowed to go out during the day.

- 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 passports centers. In FY2019, 290,000 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 FY2019, the National Police Agency made posters (co-sponsored by the Japan Committee for UNICEF and the ECPAT) for public relations and awareness raising to inform the public that child sexual exploitation, such as child prostitution and child pornography, is a vicious crime that violates the human rights of children, and put them up in tobacco stores across Japan with the cooperation of a private-sector organization (the Japan Tobacconist Federation).

## **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.

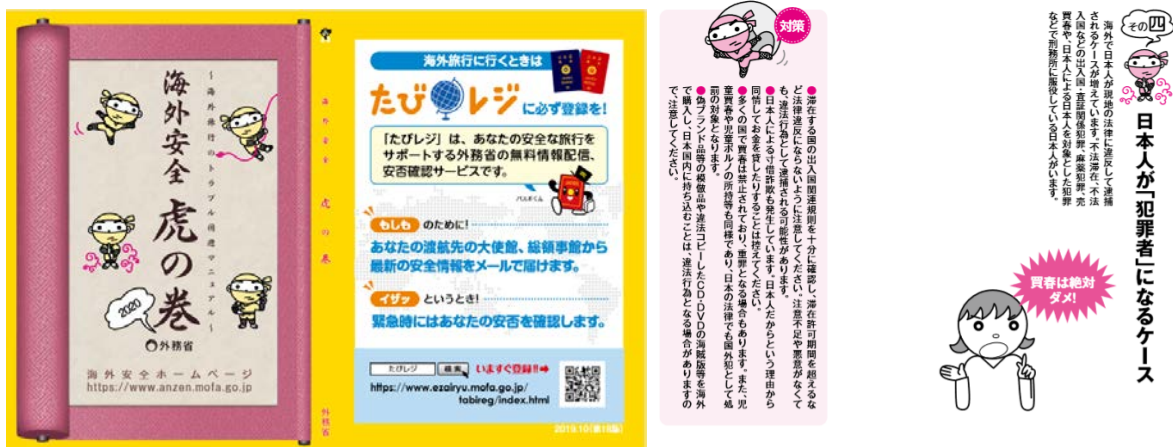
[Figure 16] Poster for Measures to Combat Trafficking in Persons (in Japanese) (Cabinet Office)



[Figure 17] Poster titled “STOP! Child Sexual Exploitation” (in Japanese) (National police Agency)



[Figure 18] Overseas Safety “Guidance Book” (MOFA) (Excerpt)



#### **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.
  
- 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.

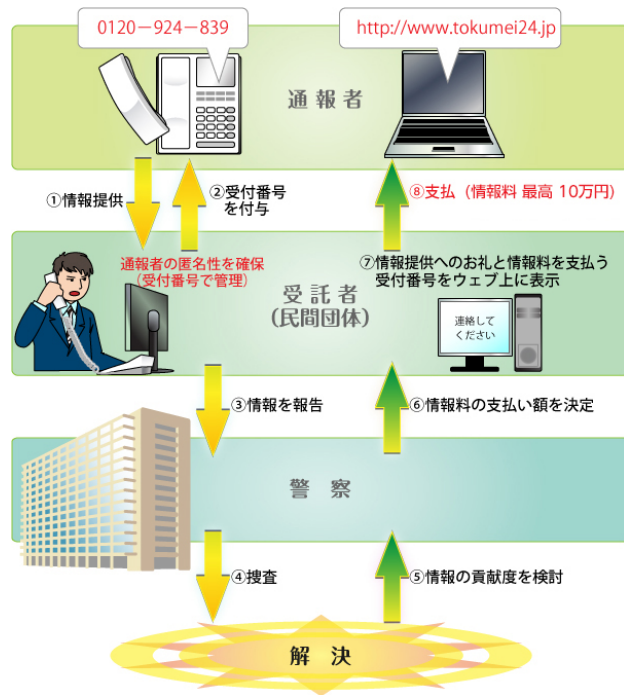
When a report regarding a case of trafficking in persons, etc. is received, the information is shared with the relevant prefectural police department, and an investigation is conducted in the relevant prefectural police department. In FY2016, 182 reports regarding cases of trafficking in persons, etc. were received, while 433 and 285 reports were received in FY2017 and FY2018 respectively.



[Figure 19] Anonymous-Report Hot Line poster (in Japanese) (National Police Agency)



[Figure 20] Anonymous-Report Hot Line procedure (in Japanese) (National police Agency)



- When the police receive consultation, consideration will be given to the consultation place for the consulter not to feel any psychological pressure, like in a consultation room. If the consulter is female, a female officer will interview her if she wishes, and if the consulter is non-Japanese, an officer who can speak his or her native language will interview him or her as far as possible.
  - The Immigration Services Agency has established trafficking in persons countermeasure secretariats within the General Affairs Divisions of Regional Immigration Services 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 2019, 300,000 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.

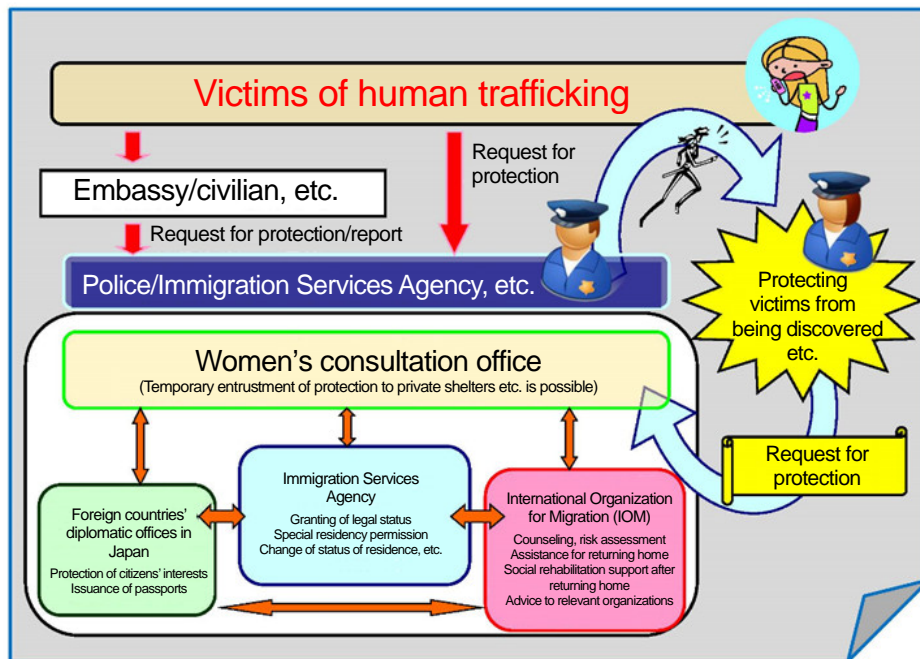
The leaflet contained a QR code that can be used to access the anti-trafficking in persons page of the National Police Agency website, so that those who have no leaflet can also easily share the contents. Leaflets are also distributed to Narita International Airport and Tokyo International Airport, with requests to utilize them.

[Figure 21] Leaflet for measures to combat trafficking in persons (National Police Agency)



- The Immigration Services Agency 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 services bureau examination counters and airport immigration counters.

[Figure 22] The process for putting victims under protection (Immigration Services Agency)



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

- The Immigration Services Agency has established The Immigration Information Centers at eight Regional Immigration Services 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, Matsuyama, and Fukuoka as well as the “Foreign-Language Human Rights Hotline” which was a telephone counseling service provided in two foreign languages (English and Chinese).

With the use of a multilingual interpretation service, since 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 (having provided counseling in English, Chinese, Korean, Portuguese,

Filipino, and Vietnamese). The number of languages available for the “Foreign-Language Human Rights Hotline” was also 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 April 2019, the number of languages available for “Human Rights Counseling Centers for Foreigners” and “Foreign-Language Human Rights Hotline” was increased to ten (in addition to the six languages that have been available since 2017, Nepalese, Spanish, Indonesian and Thai have become available).

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 23] Foreign-Language Human Rights Counseling Leaflet (in Japanese) (Ministry of Justice)

(Excerpt)

○ To be able to provide consultation services for foreigners regarding working conditions etc., the Ministry of Health, Labour and Welfare has established Foreign Workers Consultation Corner in 14 languages (in addition to Japanese, and depending on the location, English, Chinese, Portuguese, Spanish, Tagalog, Vietnamese, Nepalese, Burmese, Korean, Thai, Indonesian, Cambodian, and Mongolian (Nepalese and Burmese were added in April 2019, while Korean, Thai, Indonesia, Cambodia, and Mongolian were added in April 2020)) at Prefectural Labour Bureaus and Labour Standards Inspection Offices.

The ministry has also produced a leaflet titled “For All Foreign Nationals Working in Japan – Working Conditions Handbook” in 12 languages (Japanese, English, Chinese, Korean, Portuguese, Spanish, Tagalog, Vietnamese, Burmese, Nepalese, Thai, 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 and calls on them to consult with the Advisory Services for Foreign Workers, etc.

Furthermore, 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 2019, outside office hours of the

Prefectural Labour Bureau and the Labour Standards Inspection Office, the “Labour standards Advice Hotline (consignment business: 17:00 to 22:00 on weekdays, 9:00 to 21:00 on weekends and holidays) accepts consultation in 14 languages (in addition to Japanese, English, Chinese, Portuguese, Spanish, Tagalog, Vietnamese, Burmese, Nepalese, Korean, Thai, Indonesian, Cambodian, and Mongolian (Korean, Thai, Indonesian, Cambodian, and Mongolian were added in April 2020)).

[Repeated from 3 (3) ii)]

- The Ministry of Health, Labour and Welfare has commissioned JITCO to provide a Native-Language Consultation Hot Line 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 eight languages (English, Chinese, Thai, Filipino, Vietnamese, Indonesian, Burmese, and Cambodian).

[Repeated from 3 (3) ii)]

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

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

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

- The Ministry of Foreign Affairs distributes leaflets produced by the National Police Agency (see (2)) and leaflets and posters produced by the Cabinet Office (see 3 (5) i)) to overseas diplomatic missions etc.
- The Ministry of Foreign Affairs raises 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 where accredited agencies handle acceptance of visa applications and issuance, the Ministry of Foreign Affairs also requests those agencies for their cooperation to alert visa applicants to bear in mind the issues.

[Figure 24] 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 call (Tel): 110      Police consultation counter (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 Services Agency]</b>
<ul style="list-style-type: none"> <li>● <b>Immigration Information Center</b> *Foreign language support Tel: 0570-013904 (IP, PHS, overseas: 03-5796-7112)</li> <li>● <b>Regional Immigration Services Bureau</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> *Foreign language support 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> *Foreign language support Tel: 0570-090911</li> </ul>
<b>Other related contacts</b>
<b>[Human rights issues for women]</b>
<ul style="list-style-type: none"> <li>● <b>Woman's Rights Hotline</b> (Ministry of Justice) Tel: 0570-070-810</li> <li>● <b>Women's Consulting Offices</b> (Ministry of Health, Labour and Welfare) List: <a href="http://www.mhlw.go.jp/content/11900000/000402436.pdf">http://www.mhlw.go.jp/content/11900000/000402436.pdf</a></li> </ul>
<b>[Human rights issues for children]</b>
<ul style="list-style-type: none"> <li>● <b>Children's Rights Hotline</b> (Ministry of Justice) Tel: 0120-007-110</li> <li>● <b>Child Guidance Centers</b> (Ministry of Health, Labour and Welfare) List: <a href="https://www.mhlw.go.jp/stf/seisakunitsuite/bunya/kodomo/kodomo_kosodate/zisouichiran.html">https://www.mhlw.go.jp/stf/seisakunitsuite/bunya/kodomo/kodomo_kosodate/zisouichiran.html</a></li> </ul>
<b>[Problems related to technical intern trainees]</b>
<ul style="list-style-type: none"> <li>● <b>General Labour Consultation Service</b> (Ministry of Health, Labour and Welfare) List: <a href="http://www.mhlw.go.jp/general/seido/chihou/kaiketu/soudan.html">http://www.mhlw.go.jp/general/seido/chihou/kaiketu/soudan.html</a></li> <li>● <b>Advisory Services for Foreign Workers, Telephone Consultation Service for Foreign Workers</b> (Ministry of Health, Labour and Welfare) *Foreign language support 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>Labour Standards Advice Hotline</b> (Commissioned project of the Ministry of Health, Labour and Welfare) List: <a href="https://www.check-roudou.mhlw.go.jp/lp/hotline/">https://www.check-roudou.mhlw.go.jp/lp/hotline/</a></li> <li>● <b>Native Language Consultation</b> (Organization for Technical Intern Training: OTIT)</li> </ul>
*Foreign language support

List: <http://www.otit.go.jp/notebook/>

**[Other]**

- **Foreign Language Human Rights Counseling Service on the Internet** (Ministry of Justice)

URL: <https://www.jinken.go.jp/>

- Legal Information for Foreign Nationals (Houterasu) \*Foreign language support

Tel: 0570-078377

- **Yorisoi Hot Line** (General Incorporated Association Social Inclusion Support Center) \*Foreign language

Tel: 0120-279-338



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

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

- Each of the relevant organizations takes thorough steps to crackdown on trafficking in persons, and at the same time, responds actively to other related issues (offenses related to trafficking in persons) that may be connected with undetected trafficking 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 2014, 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 Services Agency, 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 2019, the police arrested 399 people in connection with 443 cases of violation of the Anti-Prostitution Act.

#### **ii) Rigorous response to child sexual exploitation**

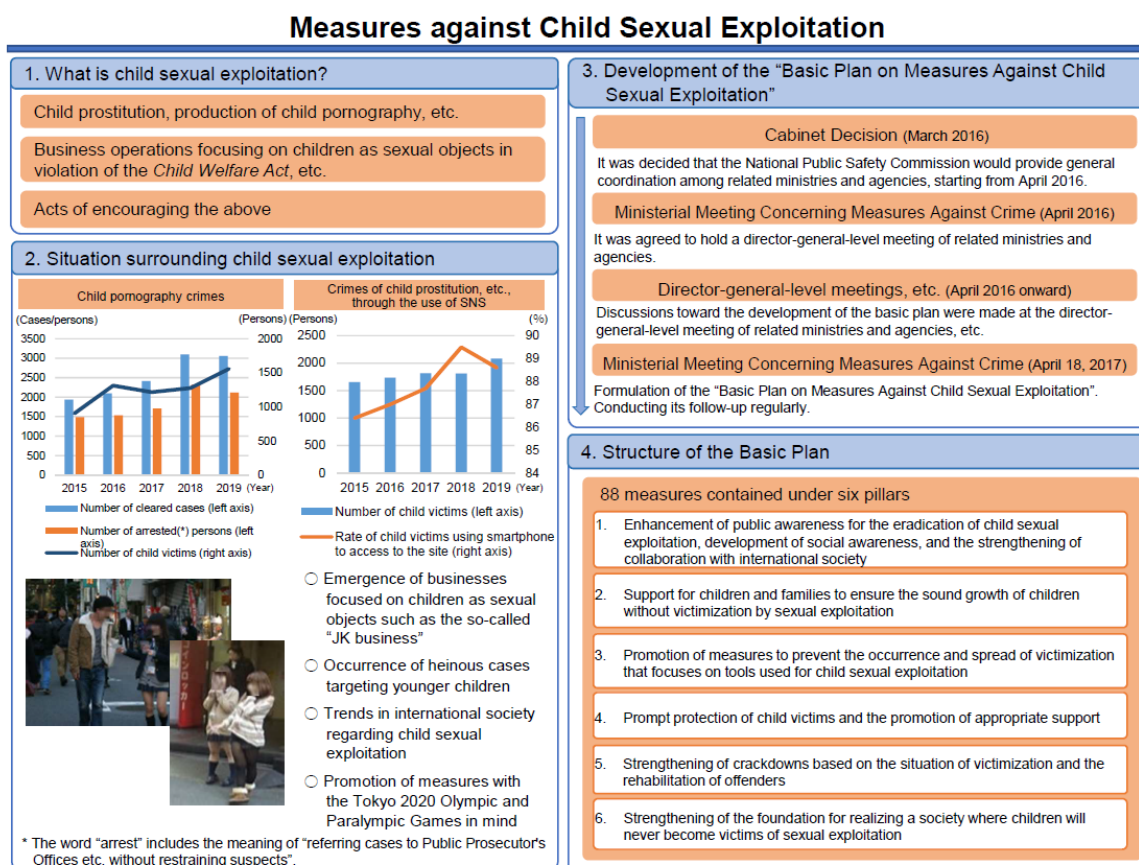
- The police are working closely together with the relevant ministries and authorities on measures to crackdown on child prostitution and pornography-related crimes, measures to prevent the distribution and viewing of child pornography, and the early detection and support of child victims. In 2019, 696 people were arrested in connection with 784 cases of child prostitution crimes, while 2,116 people were arrested in connection with 3,059 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 child sexual exploitation.

From April 2016, a series of discussions, led by the National Police Agency at the Liaison Conference of the Relevant Ministries and Agencies concerning 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 25] 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 2019, 406 people, including employers and brokers, were arrested in connection with 364 cases.
- In 2019, the Immigration Services Agency cracked down on 228 workplaces suspected of illegal employment. In addition, 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 3 (2) i)), the Immigration Services Agency is proactively reporting malicious brokers and employers to the police and bringing charges against them.

[Repeated from 3 (2) ii)]

- In 2019, Prefectural Labour Bureaus and Labour Standards Inspection Offices conducted inspections on 9,454 organizations (preliminary figures) providing technical training.

Of these, 6,796 organizations (preliminary figures) were found to be in violation of labor standards-related laws and regulations and were issued correction orders. Among these cases, arrests, etc. were carried out for 33 cases (preliminary figures) that involved 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., and were referred to prosecutors.

[Repeated from 3 (3) iii)]

- In 2019, Prefectural Labour Bureaus, Labour Standards Inspection Offices, and Regional Immigration Services Bureaus also carried out joint inspections or investigations into 11 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, Prefectural Labour Bureaus and Labour Standards Inspection Offices issued correction orders to eight institutions where violations of labor standards-related laws and regulations were identified. In addition, with regard to one of 11 institutions that had been the subject of joint investigations, Regional Immigration Services Bureaus gave notification that this institution had been found to have engaged in misconducts that hindered the proper implementation of technical intern training (as of March 31, 2020).

[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, in 2019 the police promoted a crackdown taking into account the application of a full range of laws and regulations, including arresting suspects (two suspects in four cases) for offenses including violation of the Employment Security Act and transmission and distribution of obscene electromagnetic recording media, 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 has convened Contact Point Meetings on trafficking in persons once every year since 2004, 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. At the same conference held in July 2019, in view of the potential for suspects and victims involved in crimes related to trafficking in persons to use domestic airports and hotels, staff of airport companies and accommodations industry organizations were invited to the meeting for the first time, and discussed cases of arrest for trafficking in persons by the police.

[Figure 26] Contact Point Meeting (National Police Agency)



- 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 child sexual exploitation, the Conference was developed into a form that enables international organizations and private organizations taking measures to prevent child sexual exploitation to participate in addition to officials in charge from relevant ministries, foreign organizations, and prefectural police. The title of the Conference has now been changed to “Specialist Group Meeting on Child Sexual Exploitation.” In addition to the efforts of the government and the police, the activities of the private organizations and foreign organizations are also introduced to promote understanding of the situation and to work on exchanging information and strengthening collaboration with related organizations and groups.

At the same conference held in January 2020, high school students, Internet-related organizations, Aichi Prefectural Police, and others who work on public relations and awareness-raising to prevent child sexual exploitation, made presentations respectively.

- 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 member

countries.

**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 2011), 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 administrative 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 Services Agency 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 Services Agency in 2019 was 12. Of these victims, seven possessed the status of residence and they were permitted to change the status of residence. The remaining five victims, who 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 Services Agency 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 Hello Work offices (employment service centers) mainly in regions with a large number of foreign workers in order to provide advice and support with a view to realizing stable employment for foreign nationals, including victims of trafficking in persons.

Training Courses for Promoting Stable Employment of Foreign Residents are also held with the aim of promoting stable employment by enhancing participants’ communication skills at the workplace and assisting them to acquire knowledge about Japan’s labor laws and regulations, etc.

### (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 that was enforced on November 1, 2017 establishes, in particular, 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 established and incorporated the Organization for Technical Intern Training (OTIT), which engages in the administrative work related to the abovementioned, as a legal entity on January 25, 2017 and started operation. [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 2019 was nine, all of whom were provided with interpretation support and medical services, while six victims for whom psychological care was deemed necessary were also provided with these services.

[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.
- 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,



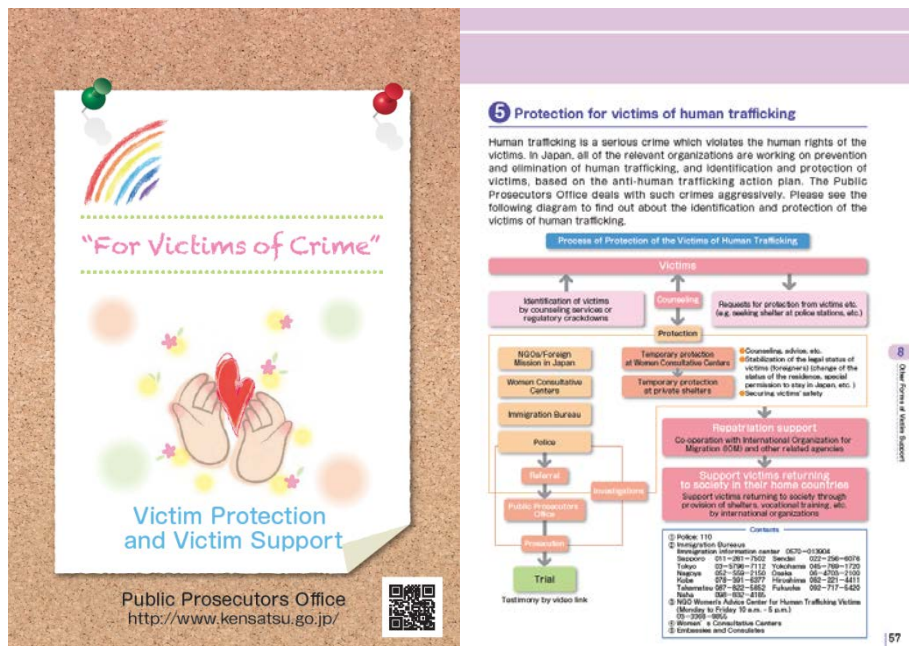
and put effort to respond by fully considering the victims' situation.

- At the Public Prosecutor's Office, the pamphlet, “For Victims of Crime” (Japanese and English versions are available) produced by the Ministry of Justice, is handed to victims, etc. when they are to be questioned. In addition, this pamphlet is also available on the website of the Ministry of Justice and the website of the Public Prosecutors Office.

This pamphlet provides easy-to-understand explanations about various systems that provide support and protection to victims of crimes. These include the Victim Support Officer system, which responds to various consultations by victims as well as provides support on matters such as guidance to the courts, and various systems that put in place measures to shield victims when they are required to testify in court as witnesses, in cases deemed necessary by the court.

In particular, the section “Protection for victims of human trafficking” in this pamphlet clearly states that the Public Prosecutor’s Office responds strictly to incidents of human trafficking and illustrates the process of protection of the victims of human trafficking in an easy-to-understand way.

[Figure 27] For Victims of Crime (Public Prosecutor’s Office) (excerpt)



- 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.”

**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, Houterasu refers victims requiring legal support to attorneys 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 representative’s remuneration and expenses, etc. “Japanese citizens and foreign nationals lawfully residing in Japan (hereinafter collectively referred to as "citizens and legal foreign residents") who lack the financial means to pay the necessary expenses incurred in preparing to exercise and exercising their own rights in civil, family, and administrative court proceedings (including negotiations that are found to be necessary to settle a dispute in advance of civil, family, and administrative court proceedings), or who would experience serious financial difficulties if they were to pay those expenses 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 services entrusted by the Japan Federation of Bar Associations that offer legal support by attorneys 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 attorney system for victims participating in criminal trials.

- Houterasu disseminates Civil Legal Aid and the court-appointed attorney system for participating victims by publishing leaflets and showing them on its website, and distributing them to Women’s Consulting Offices.
- Houterasu has been operating “Multilingual Information Service” that provides foreign nationals with information on laws and justice systems and relevant organizations or authorities to ask for consultation in nine languages. In FY2019, the number of cases as of March 31, 2020 was 1,143 in English, 1,077 in Portuguese, 611 in Tagalog, 549 in Chinese, 499 in Spanish, 163 in Vietnamese, 61 in Korean, 68 in Nepalese, and 50 in Thai.

[Figure 28] Legal Information for Foreign Nationals (Houterasu)



- 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 Hot Line” that offers advice on issues faced in everyday life including sexual violence.

The Yoriso Hot Line 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).

**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 persons identified in Japan through the International Organization for Migration (IOM). In 2019, Japan contributed US\$130,000 to the IOM. Since 2005, this project has provided support to 335 victims to return to their home countries (as of March 31, 2020).

In 2019, nine victims were voluntary 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: all nine were provided with shelter at temporary refuges, one was provided with medical support, and eight were provided with support from social rehabilitation programs (e.g. family reunification programs, livestock industry management support, shop management support, transportation business management support, etc.)

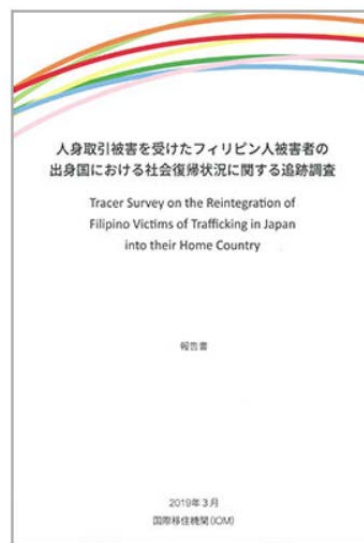
[Repeated from 2 (1) i)]

- The Immigration Services Agency 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.

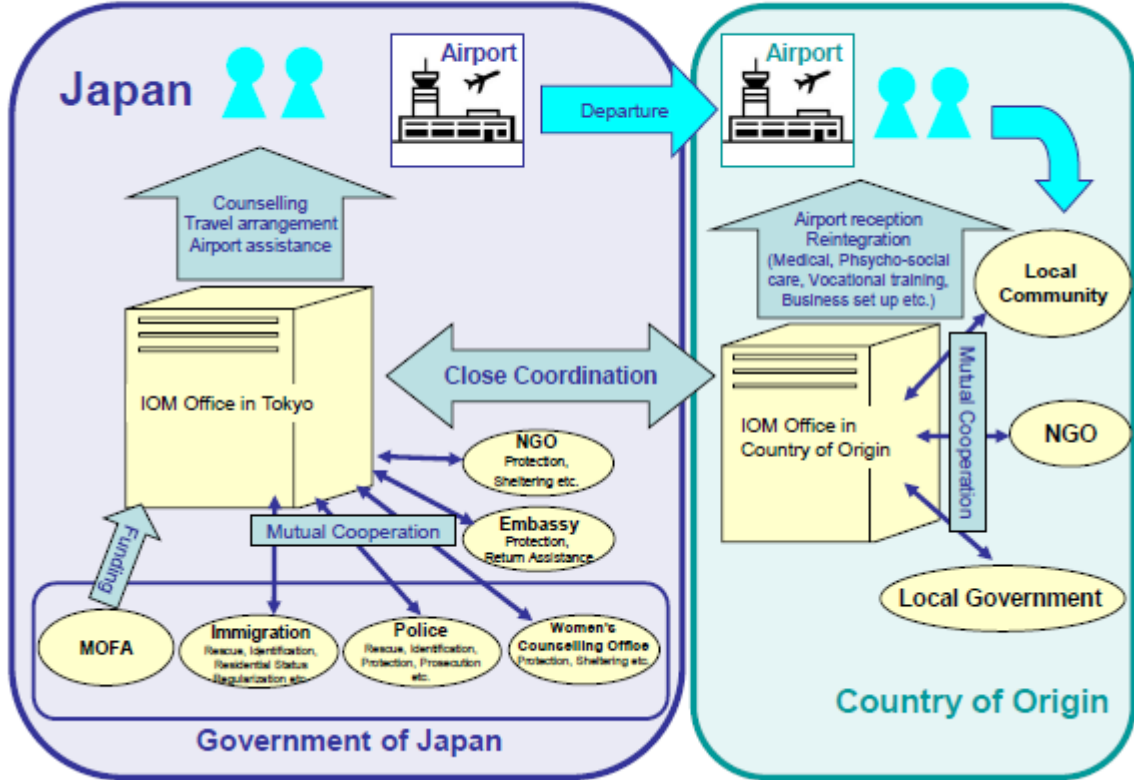
- The Ministry of Foreign Affairs receives regular reports from the International Organization for Migrants (IOM) on the performance of the victim repatriation project. With regard to this project which Japan has continued to contribute to since 2005, the IOM office in Japan has conducted a tracer survey between 2017 and 2018 from the psychosocial, social, and economic perspectives of Filipino victims who received repatriation and reintegration support in the past, with the aim of measuring the effectiveness of support and identifying the challenges. The results of the survey were released in March 2019. According to the report on this survey, more than 90% of the respondents indicated that repatriation support had been beneficial, while about 50% of the respondents indicated that reintegration support met their expectations.

**[Figure 29] Tracer Survey on the Reintegration of Filipino Victims of Trafficking in Japan into their Home Country (Japanese and English) (IOM)**

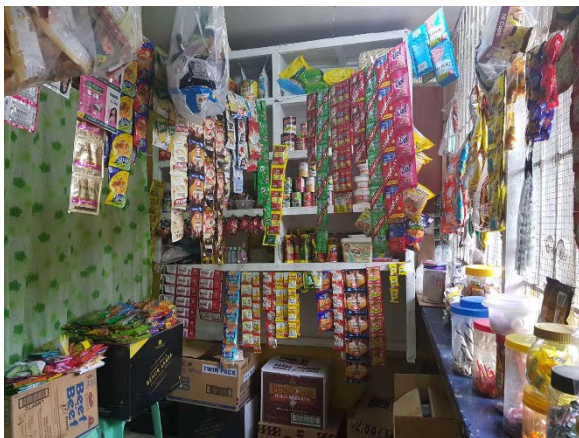


[Figure 30] Procedure of return and reintegration assistance (IOM)

Voluntary Return and Reintegration Assistance for Identified Victim in Japan



[Figure 31] An example of reintegration assistance after returning home through a project collaborated by Japan and IOM (a store opened by a victim with the support (IOM)



[Figure 32] An example of reintegration assistance after returning home through a project collaborated by Japan and IOM (monitoring and interviewing of a victim by an IOM staff member in Manila)



## 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 33] 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 member countries

- 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, March 2018 in Ottawa, Canada, and March 2019 in Rome, Italy.

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

- The Japan International Cooperation Agency (JICA) has invited relevant personnel engaging in measures against trafficking in persons in ASEAN countries to Japan to provide them training every year since 2012, in collaboration with the National Women's Education Center, etc. In order to promote mutual understanding of measures against trafficking in persons (especially prevention, protection of victims and support for self-independence) and to promote more effective regional collaboration in ASEAN countries, JICA has conducted Knowledge Co-Creation Program; the “Promotion of Networking among ASEAN countries on Anti-Trafficking in Persons” project since 2015. In 2019, personnel from six countries (Thailand, Myanmar, Viet Nam, Laos, Philippines, and Cambodia) in charge of measures against trafficking in persons participated in the program.

**[Figure 34] ASEAN countries training (JICA, National Women’s Education Center)**



- In Thailand, JICA implemented “the Project on Capacity Development on Assisting Victims of Trafficking in the Greater Mekong Sub-regional Countries” from April 2015 to April 2019.

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 (Myanmar and Laos) in order to enhance the capabilities of organizations in the Mekong region that engage in the repatriation/return and social reintegration of not only Thai victims of trafficking but also victims of other neighboring countries who suffered in Thailand, enhancing inter-organizational coordination

- JICA supported holding a “Mekong Region Workshop” in Bangkok, Thailand by inviting government officials concerning trafficking in persons from each country in the Mekong region. The workshop was held nine times as part of the “Project on Strengthening of Multi-Disciplinary Teams (MDTs) for Protection of Trafficked Persons in Thailand” (once every year from 2010 to 2014) and

the “Project on Capacity Development on Assisting Victims of Trafficking in the Greater Mekong Sub-regional Countries” (once every year from 2016 to 2019). These nine workshops helped strengthening the network in the Mekong region and promote the sharing of knowledge and lessons on measures against trafficking in persons across borders.

Six countries (Japan, Thailand, Viet Nam, Myanmar, Cambodia and Laos) participated in the 9th workshop held in January 2019, and introduced their own country’s initiatives and exchanged views and opinions on protection of victims, facilitation of repatriation and social reintegration etc.

- As a part of the Project on Strengthening of Multi-Disciplinary Teams (MDTs) for Protection of Trafficked Persons (implemented once a year from 2009 to 2014) and the Project on Capacity Development on Assisting Victims of Trafficking in the Greater Mekong Sub-regional Countries (implemented once a year from 2015 to 2018), JICA invited Thai officials in charge of measures against trafficking in persons to Japan and conducted country-specific training.
- JICA is implementing the “Project for Strengthening the Operation of Hot Line for Counseling and Supporting Trafficked Survivors” in Viet Nam from November 2018 to November 2021. This project aims to further strengthen prevention of trafficking in persons and collaboration with related organizations, based on the fact that Viet Nam’s hot line operation system (telephone consultation service) has been developed by the “Project for the Establishment of Anti-Trafficking in Persons (TIP) Hotline in Vietnam” implemented from 2012 to 2016.

**[Figure 35] Anti-Trafficking in Persons Hotline, Hanoi Operation Center (JICA)**



- JICA is implementing the “Project on Capacity Development and Promotion of Networking on Assisting Victims of Trafficking” in Myanmar from July 2018 to July 2020. This project aims to further strengthen capabilities and collaboration of Myanmar’s organizations pertaining to



protection, repatriation, and social reintegration of victims of trafficking in persons in Myanmar, based on the results and issues of the Project on Capacity “Project on Capacity Improvement of Recovery and Reintegration Assistance for Trafficked Persons” implemented from 2012 to 2016.

- The Ministry of Foreign Affairs has been contributing 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. In FY2019, it contributed US\$230,000. Officials seconded from the Ministry of Justice (prosecutors) are leading this project.
  - In addition, Japan contributed to the UN Women's Organization (UN Woman) a total of US\$3 million (supplementary budget) in FY2017 and FY2018. Through this, Japan contributed to strengthening the prevention of human trafficking in Myanmar, Cambodia, Laos, Viet Nam and Thailand.
- c) Working with countries from which technical intern trainees are sent
- Though not required in the Technical Intern Training Act, with the objectives of eliminating organizations that improperly send technical intern trainees as well as collaborating to carry out technical intern training properly and smoothly, Japan has signed memorandum of cooperation (MOCs) with 14 of the countries from which technical intern trainees are sent (Viet Nam, Cambodia, India, Philippines, Laos, Mongolia, Bangladesh, Sri Lanka, Myanmar, Bhutan, Uzbekistan, Pakistan, Thailand, and Indonesia) (as of March 31, 2020). [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 dispatching countries of 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 Seventh Bali Process Regional Ministerial Meeting held in Bali, Indonesia in August 2018,

participants from 67 nations, regions and related international organizations held discussions about the present state of trafficking in persons, etc. in the region, future initiatives, etc. Participants from Japan presented Japan's initiatives to combat trafficking in persons and its contributions to the Bali Process.

- The Ministry of Foreign Affairs 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.

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

- UNAFEI held the international training courses for criminal justice practitioners in French-speaking African countries, covering the themes "Basics of investigation, prosecution and adjudication" and "Combating terrorism and organized crime" (February 2016), as well as the international training courses for criminal justice practitioners from developing countries around the world, covering the themes "Criminal Justice: Children as Victims and Witnesses" (May/June 2016), "Criminal Justice Procedures and Practices to Disrupt Criminal Organizations" (May/June 2017), and "Criminal Justice Responses to Trafficking in Persons and Smuggling of Migrants" (May/June 2019) respectively.

Through these training courses, UNAFEI enhances the capacity of criminal justice practitioners of developing countries, strengthens their network, and supports their efforts to combat trafficking in persons.

**(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 means such as banner advertising on Yahoo! News site and postings on social media (Twitter).
- The Cabinet Office positioned the promotion of trafficking in persons countermeasures as one of the fields relevant to the eradication of all types of violence against women in the Fourth Basic Plan for Gender Equality (approved by a cabinet decision in December 25, 2015).

During the campaign period for eliminating violence against women, from 12 to 25 November every year, the Cabinet Office produces posters and leaflets and distributes them to local governments and other relevant organizations. Since 2016, the Cabinet Secretariat has publicized information on its Twitter account during the same period.

- Every year since FY2004, the Cabinet Office has produced educational posters and leaflets relating to measures taken against trafficking in persons and also made this information available online.

In FY2019, the Cabinet Office produced about 80,000 posters and leaflets titled “Human trafficking is a crime!” and distributed these to about 4,600 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 put on railway station notice boards.

In order to raise greater awareness of the measures for cases that are often known to the police and for which arrests are made in Japan, such as coercion to provide sexual services, and cases involving the use of not only physical restraint but also psychological restraint, publicity that uses the terminology “人身取引（性的サービスや労働の強要等）” is promoted.

[Repeated from 3 (5) i)]

- 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.

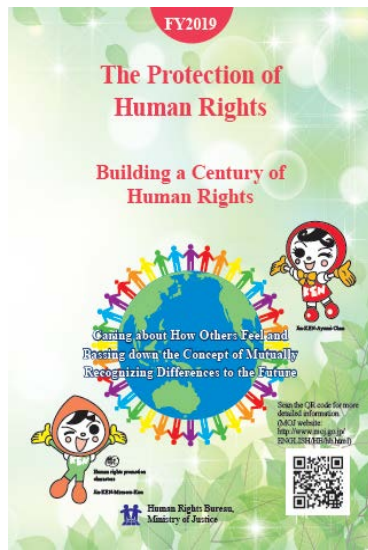
In 2019, 300,000 leaflets titled “Please help me! To the person who has taken this leaflet” were produced in nine languages (Japanese, English, Chinese, Korean, Spanish, Russian, Thai, Tagalog, and Indonesian) and distributed.

The leaflet contained a QR code that can be used to access the anti-trafficking in persons page of the National Police Agency website, so that those who have no leaflet can also easily share the contents. Leaflets are also distributed to Narita International Airport and Tokyo International Airport, with requests to utilize them.

[Repeated from 4 (2)]

- Having set “Stop Trafficking in Persons” as one of the priority targets of human rights awareness-raising activities, the human rights bodies of the Ministry of Justice conduct public relations activities on the fact that trafficking in persons is a serious crime and provides human rights counseling services on the Ministry of Justice’s website, as well as producing and distributing a booklet titled “The Protection of Human Rights.”

[Figure 36] The Protection of Human Rights (Ministry of Justice) (excerpt)



## 16- Trafficking in Persons

Trafficking in persons is a grave violation of human rights and requires 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.

The Government has held the Inter-Ministerial Liaison Committee Regarding Measures to Combat Trafficking in Persons since April 2004, and endeavored to prevent and eliminate trafficking in persons and promote proper protection of victims based on the Action Plan to Combat Trafficking in Persons (December 2004) and the 2009 Action Plan to Combat Trafficking in Persons (December 2009). In order to continue responding with appropriate measures to the situation against trafficking in persons, and for the Government as a whole to carry out both integral and comprehensive measures against trafficking in persons more strongly, the 2014 Action Plan to Combat Trafficking in Persons was formulated at the Ministerial Meeting Concerning Measures Against Crime in December 2014. The Government holds meetings of the Council for the Promotion of Measures to Combat Trafficking in Persons, which is composed of relevant Cabinet ministers, as needed, and measures under the 2014 Action Plan have been taken cooperatively by relevant ministries and agencies.



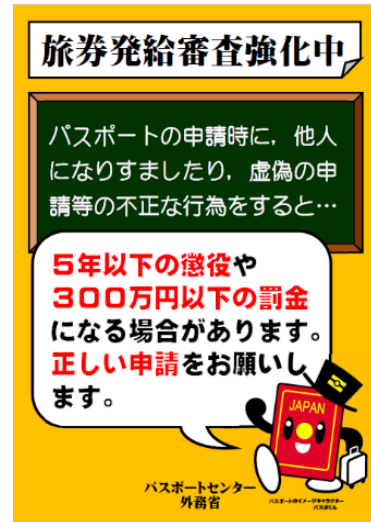
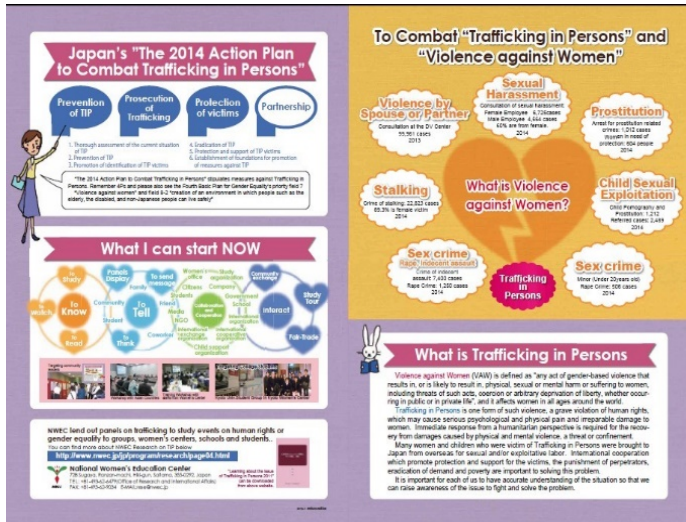
Poster "Measures against Trafficking in Persons"

The human rights bodies of the Ministry of Justice have set up "Stop trafficking in persons" as one of the priority targets and carry out human rights awareness-raising activities and conduct human rights counseling and remedy activities.

- The Immigration Services Agency 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 services bureau examination counters and airport immigration counters. [Repeated from 4 (2)]
- 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.
- In 2019 and 2020, 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 screening to prevent the improper acquisition of travel documents through identity theft. During these campaign periods, passport offices in each prefecture 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 37] Leaflet (National Women’s Education Center of Japan) (excerpt)

[Figure 38] Posters for the Prevention of improper acquisition of passports (MOFA)



- 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 February 2020, JICA, in cooperation with Shogakukan Inc. and young female manga artists, produced a publicity manga on the current situation for trafficking in persons in Thailand and close support provided to victims, based on JICA’s cooperation on anti-human trafficking measures in Thailand to date. This manga production has been published in a female comic magazine by Shogakukan, and has also been published on JICA’s website.

[Figure 39] Publicity manga on the current situation for trafficking in persons in Thailand  
 (Source:Japan International Cooperation Agency (JICA)(Collaboration between JICA and Shogakukan))



**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 life of oneself and 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 every year, the Ministry of Economy, Trade and Industry gains the cooperation of the relevant ministries and agencies on complying with labor-related laws, and disseminates information to the relevant organizations. In 2019, the meeting was held in June.

○ The Ministry of Agriculture, Forestry and Fisheries held a project council meeting in January 2020 with a view to ensuring the proper implementation of technical intern training based on the actual situation in the agricultural industry, as well as protecting the human rights of technical intern trainees. During the meeting, information was shared with the relevant organizations on the response to absconding trainees and acts of misconduct, and on measures towards preventing these issues.

○ The Ministry of Agriculture, Forestry and Fisheries established the Specified Agricultural Skilled

Worker Council and Steering Committee in March 2019 to ensure the appropriate operation of the specified skilled worker system. As of the end of FY2019, the council had been convened once while the steering committee had been convened four times. Comprising members from the Ministry of Agriculture, Forestry and Fisheries as well as other relevant ministries and agencies, and agricultural organizations, the council and steering committee shared information on the status and challenges of the system, and exchanged opinions to address these challenges.

- 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 Tourism Agency encourages travel agencies every year, when conducting their annual self-assessments relating to compliance with the Travel Agency Act, to look at whether or not they have been involved in facilitating unsound travel and the purchasing of counterfeit goods, etc. It also conducts on-site inspection of travel agencies, including such self-assessment, in accordance with the Travel Agency Act. The Travel Agency Act Article 13, Paragraph 3, Item 1 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**

- The police school provides training on measures against trafficking in persons for newly hired

police officers and promoted police officers.

- In order to contribute to improving the professional skills of police officers, training is conducted by National Experts designated by the National Police Agency.
- 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 2019, the training was conducted in September.

b) Ministry of Justice

- The Immigration Services Agency puts 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 agency 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 Prosecutor's 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 conducted 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 81 officials attended the lectures in FY2019.



Similar lectures were also delivered during training for 84 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 implements 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 fifth 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 2019 was attended by 71 people.
- At the conference held in February 2020, in order to ensure that cases of trafficking in persons involving technical intern trainees are not overlooked, labor standards supervising organizations across Japan were instructed to conduct thorough investigations into the possibility of trafficking in persons not only in cases of forced labor as defined under the Labor Standards Act, but also in cases involving technical intern trainees that are deemed to be in violation of the law, such as nonpayment of wages and long working hours.

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 Services Agency, the Japan Coast Guard and other relevant organizations, inform prefectural police, the Regional Immigration Services 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.
- Every year, the Immigration Services Agency holds “Committee 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 and measures against such crimes.
- The Ministry of Foreign Affairs provides travel document issuance information to the Immigration

Services Agency 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 Services Agency, 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 on 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 2019, NGOs expressed their views regarding the operation of the foreigner skill training system, improvement of the knowledge and awareness of the staff who responded at the site, etc., and shared the status of efforts by the relevant ministries and agencies (see 3 (3) i) ii) and 7 (3) i) for more information on these efforts).
- In order for the person in charge at prefectural police to deepen their understanding, in the training each Regional Police Bureau carried out, NGO staff conducted a lecture on the actual situation of victimization and support for victims.
- Through public-private cooperation between the Immigration Services Agency and some airline companies, in cases where foreign nationals who may be victims of trafficking in persons are discovered on a flight, the taking of appropriate actions is promoted, such as placing the person under protection during the landing procedures after receiving the information from the airline company.  
The Immigration Services Agency also 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. [Repeated from 6 (3) iv)]
- The Ministry of Foreign Affairs receives regular reports from the International Organization for Migrants (IOM) on the performance of the victim repatriation project. With regard to this project which Japan has continued to contribute to since 2005, the IOM office in Japan has conducted a tracer survey between 2017 and 2018 from the psychosocial, social, and economic perspectives of Filipino victims who received repatriation and reintegration support in the past, with the aim of measuring the effectiveness of support and identifying the challenges. The results of the survey were released in March 2019. According to the report on this survey, more than 90% of the respondents indicated that

repatriation support had been beneficial, while about 50% of the respondents indicated that reintegration support met their expectations. [Repeated from 6 (3) iv]

## 8 Future efforts

The measures against trafficking in persons in 2019 has showed steady development since 2017 when a great progress was made; Japan concluded the trafficking in Persons Protocol. Specifically, while the arrest and punishment of suspects pertaining to trafficking in persons continue to be carried out, multiple languages service pertaining to the provision of information and consultation on various matters has been developed, and the consultation environment has been improved, where potential victims can feel more at ease about going for consultation. In addition, various efforts based on the Technical Intern Training Act enforced in November 2017 made steady progress, such as the establishment of a mutual reporting system between the relevant ministries and agencies and the newly established Organization for Technical Intern Training (OTIT). Under the Japanese residency system introduced through the Amended Immigration Control Act of 2018, in which foreign nationals can reside in Japan with the status of "Specified Skilled Worker," the necessary criteria that accepting organizations and registered support organizations should conform to have been established. The Immigration Services Agency strictly examines the conformity of foreign nationals to the criteria etc. at the time of application for the status of residence of Specified Skilled Worker to prevent any illegal or unjust acts, including the infringement of the human rights of foreigners.

Under these circumstances, the number of victims of trafficking in persons recognized in 2019 increased significantly compared to that in 2018. We could view this as a result of enhanced initiatives, which led to the surfacing of latent victims to a certain degree. By nationality, as in recent years, Japanese victims accounted for more than half. This is considered to be the result of investigating cases of Japanese victims handled by the police with a view to searching for any potential crimes and victims relating to trafficking in persons. For the recognition of victims of trafficking in persons, it is important that each staff member who handles cases on the front line should have the possibility of trafficking in persons in mind and take actions specified in the arrangements determined by the relevant ministries and agencies (see 4 (1)). In this regard, it is necessary for staff members of the relevant administrative organizations to make efforts to further improve their knowledge and awareness.

On the other hand, crimes of trafficking in persons targeting foreign victims have drastically decreased since 2005. Although this is the result of countermeasures implemented through coordination between the government, relevant organizations, NGOs, etc., there is no question that this does not mean that the entire damage from crimes and human rights violations involving foreigners have been solved. The number of foreigners visiting Japan is expected to continue increasing in the future as a result of the increase in the number of foreign tourists visiting Japan and the creation of a new status of residence. In order to ensure that such foreigners visiting Japan will not become victims of trafficking in persons, we should continue to make steady efforts with due consideration to the potential trafficking in persons.

Japan will continue to steadily implement measures from the perspective of victims based on the various government action plans with the aim of eradicating trafficking in persons.

**[Figure 40] List of ministries and agencies involved in measures to combat trafficking in persons**

Cabinet Secretariat	Secretary to the Assistant Chief Secretary
Cabinet Office	Promotion Division, Gender Equity 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
Immigration Services Agency	Adjudication Division, Immigration Department Residency Management Division, Residency Management and Support Department
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	Education Policy Bureau Gender Equality, Cohesive Society Learning and Safety Division
Ministry of Health, Labor and Welfare	Inspection Division, Labor 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 for Industrial Human Resources Policy, Economic and Industrial Policy Bureau
Ministry of Land, Infrastructure, Transport and Tourism	Policy Division, Policy Bureau
Japan Coast Guard	International Criminal Investigation Division, Rescue Department