

Measures to Combat Trafficking in Persons

1. Introduction

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

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

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

This annual report summarizes the measures to combat trafficking in persons undertaken by the relevant ministries and agencies, with a focus on initiatives undertaken in 2015. Through this report, we hope to create opportunities to widely inform the citizens the real picture of the trafficking situation as well as to raise concern of measures to combat trafficking in persons.

(1) Definition of “Trafficking in Persons”

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

Article 3

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

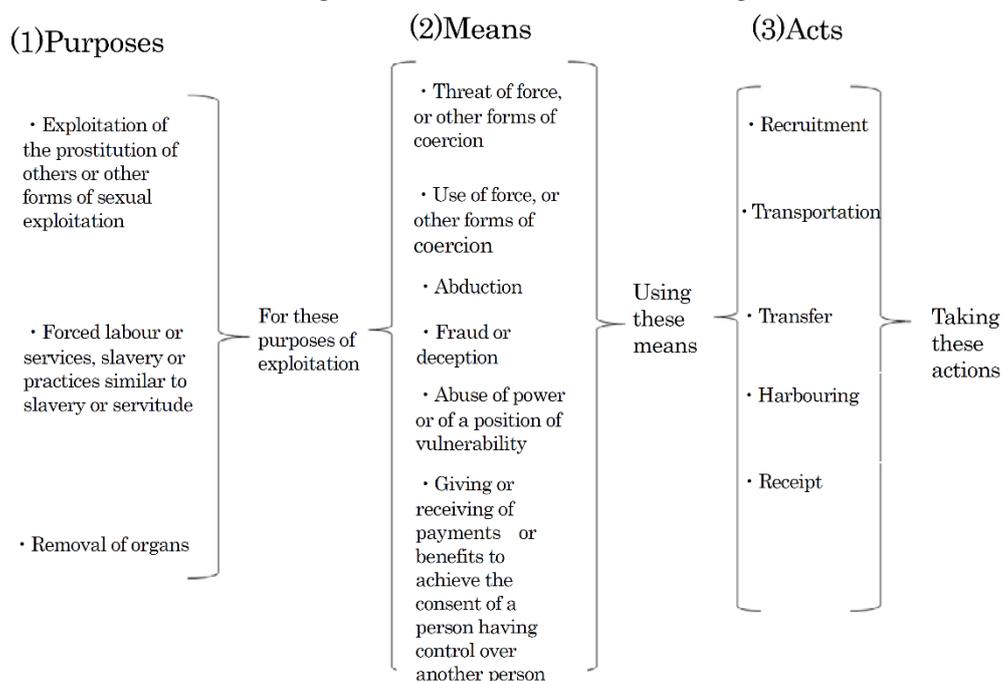
(b) The consent of a victim of trafficking in persons to the intended exploitation set forth in subparagraph (a) of this article shall be irrelevant where any of the means set forth in subparagraph (a) have been used;

(c) The recruitment, transportation, transfer, harbouring or receipt of a child for the purpose of exploitation shall be considered “trafficking in persons” even if this does not involve any of the means set forth in subparagraph (a) of this article;

(d) “Child” shall mean any person under eighteen years of age.

This can be summarized briefly in the following figure.

【Figure 1】 Definition of Trafficking in Persons (Article 3 of the Trafficking in Persons Protocol)



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

Although many of the victims are women and children, as laid out in this definition, trafficking in persons will include not only sexual exploitation such as prostitution, but also trafficking for purposes such as labor exploitation and the removal of organs. Therefore, regardless of sex or nationality, anyone could become a victim of trafficking in persons. Furthermore, the act of trafficking in persons is not limited to the “buying and selling” of persons, but also includes acts such as deceiving victims for the purpose of exploitation, or taking advantage of those in a vulnerable position and placing the victims under one’s control. In cases where methods such as force, threats, and fraud are employed, the act may be considered as trafficking in persons even when the victim has consented to the exploitation. In addition, when a child under 18 years of age is placed under control for the purpose of exploitation, it will be considered to be an act of trafficking in persons even if the abovementioned means are not employed. Hence, trafficking in persons can take various forms.

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

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

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

However, the international community remains strongly concerned about measures to combat trafficking in persons, and Japan’s efforts in this area have also drawn the attention of the international community. Hence, in the Ministerial Meeting Concerning Measures Against Crime¹ held on 16 December 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.

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

【Table 1】 Main Initiatives from 2004 to 2015

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

As noted in Table 1, the first Council for the Promotion of Measures to Combat Trafficking in Persons was held in May 2015. The session was primarily focused on approving the annual report “Measures to Combat Trafficking in Persons,” which compiled information regarding victims of trafficking and the initiatives of relevant ministries and agencies related to combating trafficking. It was also confirmed at the Council that efforts aimed at eliminating trafficking will continue and that initiatives based on the 2014 Action Plan will be steadily implemented.

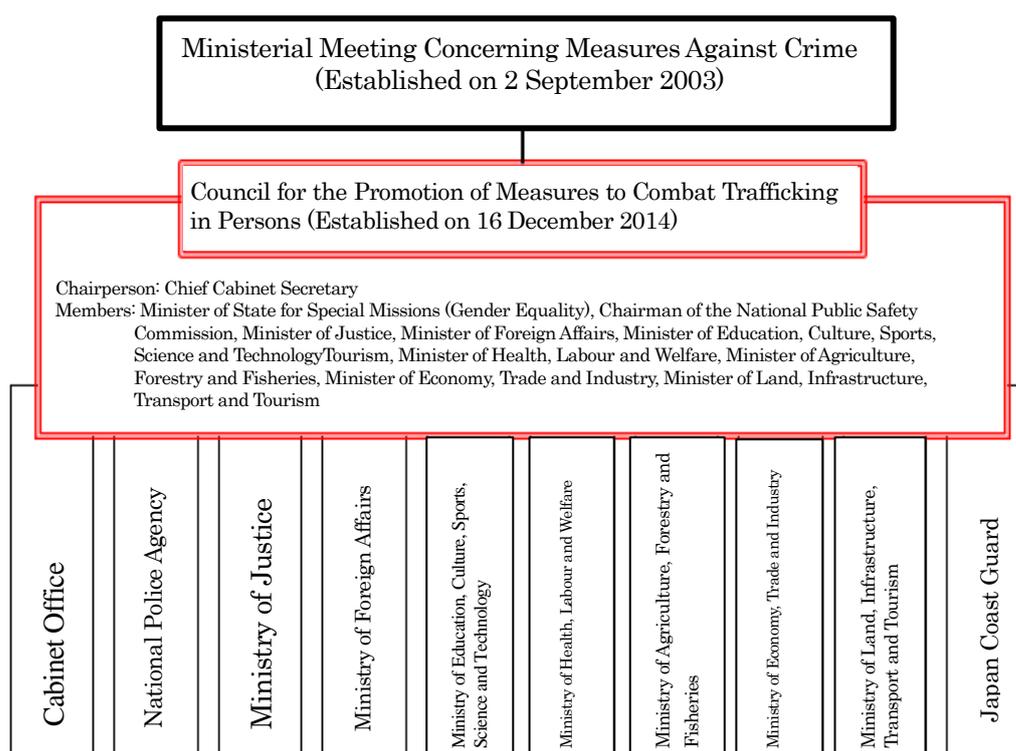
Under the coordination of the Cabinet Secretariat, the Cabinet Office, the National Police Agency, the Ministry of Justice, the Ministry of Foreign Affairs, the Ministry of Education, Culture, Sports, Science and Technology, the

【Figure 2】 The First “Council for the Promotion of Measures Combat Trafficking in Persons” (Photo: Sankei Shimbun)



Ministry of Health, Labour and Welfare, the Ministry of Agriculture, Forestry and Fisheries, the Ministry of Economy, Trade and Industry, the Ministry of Land, Infrastructure, Transport and Tourism, and the Japan Coast Guard are currently taking respective measures under their own jurisdictions to eliminate trafficking in persons, placing the Council for the Promotion of Measures to Combat Trafficking in Persons at the core of these efforts.

【Figure 3】 Japan’s Structure on Measures to Combat Trafficking in Persons



(3) Measures given emphasis in 2015

Following the formulation of the 2014 Action Plan, the government has worked harder than ever on trafficking in persons countermeasures. The measures given particular emphasis in 2015 were as follows: The Cabinet Office positioned the promotion of trafficking in persons countermeasures as one of the areas relating 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 2015, and the Cabinet Office is working to facilitate effective initiatives to this end.

The police has been gathering information aimed at increasing awareness of the crime of trafficking in persons, carrying out root-and-branch investigations with aim at uncovering the organizational background

of trafficking, apprehending brokers/employers etc. by applying a variety of laws in a multifaceted manner, and digging deeply with investigations to discover potential cases of trafficking in persons and trafficking victims, and as a result, the number of cleared cases, the number of persons arrested, and the number of victims who were protected by the authorities were higher than in the previous year.

In order to enhance their foreign-language human rights counseling system, the human rights bodies of the Ministry of Justice have set up the Foreign-language Human Rights Hotline (providing counseling in English and Chinese), increased the number of human rights counseling centers for foreigners from eight to ten, and have begun providing emergency refuge accommodation facilities for victims of trafficking (including male victims) in order to strengthen victim protection as part of their work in investigating and relieving cases of trafficking in persons.

Based on the addition to the 2014 Action Plan to Combat Trafficking in Persons, case studies were carried out at the annual training courses focused on trafficking in persons countermeasures for Immigration Bureau of Japan staff that included analysis of new kinds of victimization apparent in cases in recent years of trafficking victims being taken into protective custody and points to be considered were identified. When carrying out studies of these cases, lectures were given with emphasis on helping participants engage in the task of identifying victims. In addition, in order to enhance the recognition methods of all staff in Regional Immigration Bureaus and not only those participating in the training, proactive efforts were made to facilitate promotion of identification of trafficking victims by for example spreading and sharing information about the details of the training to all staff members. These efforts involving the staff training courses will continue to be implemented going forward.

Government Delegation on Anti-Human Trafficking Measures headed by a senior official from Ministry of Foreign Affairs and comprised of officials from relevant ministries was dispatched to Bangkok, Thailand, in January 2015, where the fifth meeting of the Japan-Thailand Joint Task Force on Counter-Trafficking in Persons was held. At the meeting, both countries shared their recent initiatives to combat trafficking in persons and discussed further coordination between Japan and Thailand. The delegation also shared information with International Organizations (the United Nations Office on Drugs and Crime (UNODC) and the International Organization for Migration (IOM)) and local NGOs regarding the recent trafficking situations in Japan, Thailand, and neighboring regions, and exchanged opinions on possible future cooperation.

The Ministry of Health, Labour and Welfare placed female victims of trafficking under temporary protection at Women's Consultation Offices and when necessary provided psychological care and medical services.

In 2015, Prefectural Labour Bureaus and Labour Standards Inspection Offices provided supervisory guidance at 5,173 institutions that provide technical training. Of these 3,695 technical training institutions were found to be in violation of labor standards-related laws and recommendations for corrective actions were made to these institutions. There were also 46 cases of referral to a public prosecutor for serious/heinous violations of labor standards laws in relation to technical intern trainees, such as contractual wages below the minimum wage, and illegal overtime work/working on holidays. In addition, Prefectural Labour Bureaus and the Labour Standards Inspection Offices, as well as the Regional Immigration Bureaus, carried out joint oversight or investigations into 85 supervisory bodies and technical training institutions in relation to cases in 2015 where there was suspicion of infringements of the human rights of technical intern trainees such as forced labor. Of these, recommendations for corrective actions were made at 64 cases where there were violations of labor standards laws, and 15 cases were referred to a public prosecutor for serious/heinous violations by Prefectural Labour Bureaus and Labour Standards Inspection Offices. In addition, Regional Immigration Bureaus also made notifications regarding 19 of the 85 institutions targeted by the joint investigation to the effect that they had engaged in irregular practices that hindered the proper implementation of technical training (as of March 31, 2016).

The Foreign Construction Worker Acceptance Program was launched in April 2015 as a fixed-term and urgent measure targeted at 2020 Tokyo Olympic and Paralympic Games and disaster recovery projects. The program has adopted a special new supervisory framework that is superior to that of the current Technical Intern Training Program such as limiting supervision and acceptance of workers to qualified companies and supervisory organizations (Designated Supervising Organizations) in order to prevent problems such as nonpayment of wages and illegal employment. A wide range of other measures are also being taken, such as appointing counsellors in Designated Supervising Organizations for foreign construction workers, and the screening of companies accepting foreign construction workers 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.

The Japan Coast Guard provided training for law enforcement officials in 2015 to enhance their understanding of trafficking in order to help them identify trafficking cases during the enforcement process. They have been proactively disseminating information about the Crime Victim Assistance Program by using the Japan Coast Guard's website and leaflets to introduce people to initiatives relating to support programs for victims of crime etc. including victims of trafficking, and providing related information.

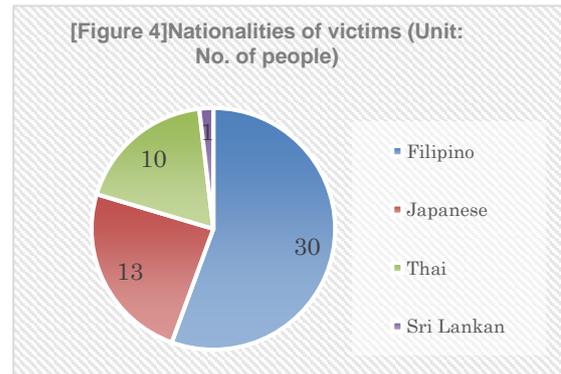
2. Victims of trafficking in persons in Japan

(1) Victims of trafficking in persons

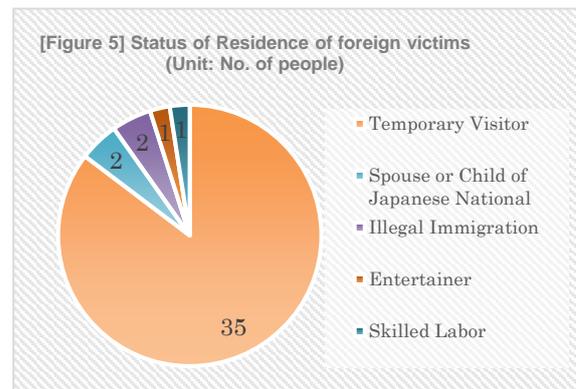
The number of victims who were taken into protective custody in Japan in 2015 was 54 (29 more than in the previous year), of whom 50 were female and four were male. This was the first time since 2010 that male victims were identified.

With regard to the nationality of the victims, Filipinos comprised the largest number at 30 people (20 more than in the previous year), followed by Japanese at 13 people (one more than in the previous year), Thais at 10 people (nine more than in the previous year), and Sri Lankans at one person (one more than in the previous year).

Of the six female victims under eighteen years of age, five were Japanese and one was Thai.



With regard to the status of residence of the foreign victims, two people had entered Japan through a fake marriage and had the status of residence of “Spouse or child of Japanese national” with no restrictions on activities in Japan (one more than in the previous year), 35 people had entered Japan as temporary visitors (27 more than in the previous year), one person had entered Japan on an entertainer visa (one more than in the previous year), one person had entered Japan on a skilled labor visa (one more than in the previous year), and two people had entered Japan illegally. 20 people were victims of sexual exploitation, seven were victims of labor exploitation, and 27 were made to work as hostesses, etc. The male victims were all victims of labor exploitation.



One of the characteristics of the cases is that many victims were convinced to visit Japan on short-stay visas after being cajoled into thinking the Japanese fathers of their children would acknowledge their paternity, and they were then made to work as hostesses etc. Due to a large number of people being identified as victims of traffickers who had claimed to support for Japanese-Filipino children, who were born to Japanese fathers and Filipina mothers and raised in the Philippines, the number of victims increased considerably from the previous year. Note that female trafficking victims are allowed to be taken into temporary protection by

Women's Consultation Offices and a total of 30 victims received such support (2 Japanese, 9 Thai, and 19 Filipina victims).

【Case (1)】

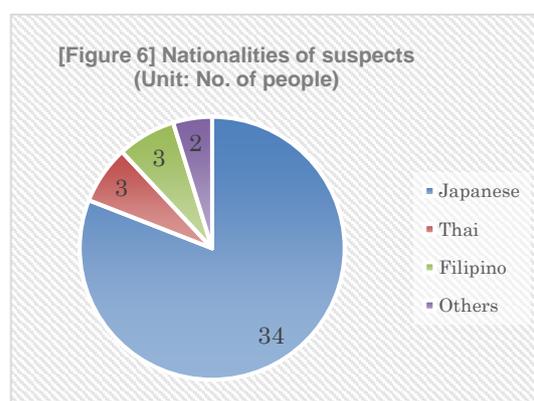
In July and August 2014, when police officers in Gifu Prefecture placed several Filipina mothers and children under protective custody after receiving a request for help from them, it was found that after entering Japan on short-stay visas they had been forced into hard lives with substandard conditions and the mothers had been made to work as hostesses. In addition, since it was feared that other Filipina mothers and children had been forced into similar circumstances in Gifu and Hiroshima Prefectures, police in each prefecture carried out joint investigations and in February and March 2015, one manager of a “Philippine club” and 10 staff members etc. were arrested for Immigration Control and Refugee Recognition Act violations (facilitating illegal employment), and other Filipina mothers etc. were placed under protective custody.

The suspects had the mothers and their children visit Japan on the pretext that they would receive support for Japanese-Filipino children in the form of receipt of acknowledgement from the Japanese fathers’ of their paternity, acquisition of statuses of residence that would allow them to live in Japan with their children, assistance with children’s schooling and work for the mothers, and applications for a variety of benefits, and settled them in buildings they called “trainee dormitories,” and made them work as hostesses etc. on low pay.

(2) Suspects of trafficking in persons

In 2015, both the number of cleared cases and the number of persons arrested for trafficking in persons increased. The police cleared 44 cases (12 more than in the previous year) involving 42 suspects (9 more than in the previous year).

With regard to the nationality of the suspects, 34 were Japanese (four more than in the previous year), three were Thai (one more than in the previous year), three were Filipino (two more than in the previous year), plus two others (two more than in the previous year).



With regard to the gender of the suspects, the proportion of male suspects was higher. 28 were male (nine more than in the previous year) and 14 were female (the same as in the previous year). Of the suspects, 32

worked in the adult entertainment business and other related businesses (25 more than in the previous year), while seven were brokers (one more than in the previous year), meaning both of these numbers were higher than in the previous year.

One of the characteristics of the cases was that a large number of suspects who had claimed to support for Japanese-Filipino children were arrested, thus leading an increase in both the number of cleared cases and the number of persons arrested.

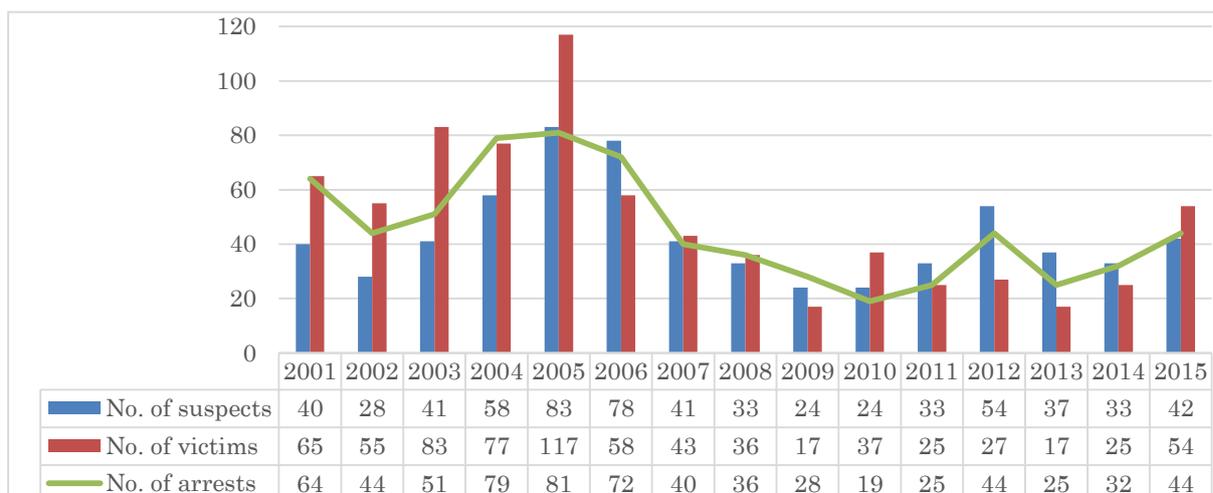
【Case (2)】

When police in Osaka Prefecture arrested the manager of a non-store-based sex establishment in December 2014 for violating the Child Welfare Act etc., they were able to identify scouts working for the establishment who had introduced children to the establishment as staff. It was subsequently discovered that these scouts had also made other children live in the scouts' own apartments and had forced them to engage in prostitution with customers who had been discovered via the Internet. By March 2015 five scouts were thus arrested for violations of the Anti-Prostitution Act (for coercing people into prostitution), and the Child Welfare Act (for coercing children to perform obscene acts) etc. The police took the children who had been forced into prostitution into protective custody.

Although children escaped from suspects' apartments on several occasions, they were threatened via phone calls that their parents would be informed and thereby forced to return. Children were also violently assaulted etc. when other children escaped, and all of the money earned from the prostitution was taken from them.

Among the 42 suspects who were arrested for trafficking in persons in the same year, 26 suspects were charged, charges were dropped for 15 suspects due to problems with the evidence, and one suspect was referred to the family courts. With regard to the 26 suspects who were charged, 20 were found guilty, five are pending trial, and one died pending trial (as of February 5, 2016).

【Figure 7】 Changes in the number of arrested suspects for the crime of trafficking in persons, number of victims, and number of cases of arrests made



【Table 3】 Offenses that suspects were charged with, and the results of trial, etc.

No.	Offense	Results of trial
1	Violation of Immigration Control and Refugee Recognition Act	700,000 yen fine
2	Violation of the ordinance concerning restrictions on wrongful solicitation pertaining to sex-related entertainment businesses, collection of fees etc. and provision of places for the conduct of prohibited sex-related businesses	300,000 yen fine
3	Violation of the ordinance concerning restrictions on wrongful solicitation pertaining to sex-related entertainment businesses, collection of fees etc. and provision of places for the conduct of prohibited sex-related businesses	200,000 yen fine
4	Violation of the ordinance concerning restrictions on wrongful solicitation pertaining to sex-related entertainment businesses, collection of fees etc. and provision of places for the conduct of prohibited sex-related businesses	200,000 yen fine
5	Violation of Child Welfare Act and Anti-Prostitution Act	2 years 4 months imprisonment, 1 million yen fine
6	Violation of Child Welfare Act and Anti-Prostitution Act	2 years imprisonment, 4 years probation, 100,000 yen fine
7	Violation of the Act on Regulation and Punishment of Acts Relating to Child Prostitution and Child Pornography, and the Protection of Children; and the Ordinance Relating to the Sound Growth of Juveniles	800,000 yen fine
8	Violation of Child Welfare Act and Anti-Prostitution Act	1 year 6 months imprisonment, 3 years probation, 200,000 yen fine
9	Violation of the Ordinance Relating to the Sound Growth of Juveniles	500,000 yen fine
10	Anti-Prostitution Act	2 years imprisonment, 4 years probation,
11	Violation of the Employment Security Act; the Act on Regulation and Punishment of Acts Relating to Child Prostitution and Child Pornography, and the Protection of Children; the Anti-Prostitution Act; and the Child Welfare Act	3 years imprisonment, 5 years probation, 500,000 yen fine

12	Violation of Child Welfare Act and Anti-Prostitution Act	2 years 6 months imprisonment, 5 years probation, 500,000 yen fine
13	Violation of Child Welfare Act, Anti-Prostitution Act, and Employment Security Act	3 years imprisonment, 5 years probation, 500,000 yen fine
14	Violation of Child Welfare Act	3 years imprisonment, 5 years probation, 1 million yen fine
15	Violation of Child Welfare Act, and Assault	2 years 6 months imprisonment, 3 years probation
16	Assault, and violation of Anti-Prostitution Act	Death of the accused
17	Abduction for commercial purposes, assault, and violation of the Anti-Prostitution Act	Pending trial
18	Abduction for commercial purposes, assault, and violation of the Anti-Prostitution Act	Pending trial
19	Violation of Immigration Control and Refugee Recognition Act, and Anti-Prostitution Act	3 years imprisonment, 5 years probation, 1.8 million yen fine
20	Violation of Immigration Control and Refugee Recognition Act, and Employment Security Act	Pending trial
21	Violation of Immigration Control and Refugee Recognition Act	300,000 yen fine
22	Extortion	Pending trial
23	Creation and provision of a false record on an electromagnetic record to be used as the original of a notarized deed	Pending trial
24	Violation of Act on Control and Improvement of Amusement Business, etc.	300,000 yen fine
25	Violation of Act on Control and Improvement of Amusement Business, etc.	300,000 yen fine
26	Violation of Act on Control and Improvement of Amusement Business, etc., the Anti-Prostitution Act, and the Road Traffic Act	1 year 2 months imprisonment

In addition, the Immigration Bureau of Japan undertook deportation order procedures against three foreigners who had been trafficking in persons perpetrators in 2015.

3. Prevention of trafficking in persons

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

(1) Thoroughly strict immigration control

In order to conduct stringent landing examination at air and sea ports, the Immigration Bureau of Japan has established a system of advance passenger information, biometric information, and ICPO's database on lost and stolen passports. It has also established a system that utilizes information such as passenger name records, the receipt of which via electronic means became possible in January 2016. In addition, "the Center of Collection and Analysis of Intelligence" was established in October 2015 to take on a core role in gathering and analyzing such 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. Moreover, immigration control officers have also undertaken sustained and proactive efforts to carry out organizational patrols in the transit areas of airports and port areas, and promoted the detection of suspicious persons and brokers.

(2) Strict examination of visa applications

In order to prevent incidences of trafficking in persons, the Ministry of Foreign Affairs is putting effort into conducting cautious examination of visa applications where necessary, through means such as detailed questioning in individual interviews. In particular, at overseas diplomatic missions located in the home countries of victims, it is conducting strict examination of applications for the types of visas that are prone to exploitation in trafficking in persons, such as applications for entertainment visas, temporary visitor visas, and visas for spouses/children of Japanese nationals.

(3) Enhancement and strengthening of the visa-related work support system

The Ministry of Foreign Affairs, together with 222 overseas diplomatic missions and the relevant ministries and agencies are shifting to a new system in order to enhance and strengthen their information communication network for sharing visa-related information.

(4) Strengthening of measures against forged documents

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

In addition, the Ministry of Foreign Affairs has begun issuing new type of visas, and has also engaged

in a study looking at updated international standards for IC chips for use in passports etc. for the purpose of researching and examining the upgrading of Japanese passports.

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

(1) Preventing crimes of trafficking in persons in the situation of imposter/illegal residence, through stringent residence management

Based on the “promotion of the measures against illegal foreign workers aimed at making Japan the safest country in the world” etc. agreed upon on March 27, 2015 by the National Police Agency, the Ministry of Justice, and the Ministry of Health, Labour and Welfare, promotion was carried out of a strengthened crackdown on crimes relating to trafficking in persons and protection of people found through crackdowns to have been victims of trafficking.

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

The Immigration Bureau of Japan has put full efforts into shedding light on the actual situation for suspected cases of imposter residence, such as cases where there are suspicions with regard to marital relationships. To that end, it has cooperated actively with the relevant organizations, and conducted investigations and analyses on the cases. Furthermore, it has put effort into exchanging information with the relevant authorities such as the police, through activities such as conducting joint raids. Where necessary, it has provided information to the relevant authorities such as the police, resulting in the punishment of the perpetrators. With regard to the victims, it has also taken appropriate steps to provide protection in consideration of their mental and physical conditions and their need for protection.

(2) Strict control of illegal employment

The National Police Agency, the Ministry of Justice, and the Ministry of Health, Labour and Welfare hold regular council meetings on illegally employed foreigners, in order to improve cooperation and exchange information on the latest cases.

The police and the Immigration Bureau of Japan are striving to uncover crimes related to trafficking in persons through an active crackdown on illegal employment offenses. In 2015, the Immigration Bureau of Japan raided 424 places of employment that were expected to be engaged in illegal employment

activities.

Furthermore, based on the “promotion of the measures against illegal foreign workers with the aim of making Japan the safest country in the world” jointly agreed upon by the National Police Agency, the Ministry of Justice, and the Ministry of Health, Labour and Welfare on March 27, 2015, efforts were made to promote proactive accusation and reporting to the police on malicious brokers and employers.

Prefectural Labour Bureaus and Labour Standards Inspection Offices, as well as Regional Immigration Bureaus, also carried out joint surveillance and investigations in 2015 into 85 supervisory organizations and technical training institutions relating to cases of suspected infringements of the human rights of technical intern trainees such as forced labor. Of these, Prefectural Labour Bureaus and Labour Standards Inspection Offices issued recommendations for corrective actions to 64 for violations of labor standards laws and 15 were referred for prosecution for serious/heinous violations, and Regional Immigration Bureaus reported to 19 organizations that they had been found to have engaged in irregular practices that hindered the proper implementation of technical training (as of March 31, 2016).

(3) Promotion of active public relations and raising awareness for prevention of illegal employment

The National Police Agency, the Ministry of Justice, and the Ministry of Health, Labour and Welfare organize a briefing session in June every year for employing organizations, with the aim of enhancing their understanding of the current situation for illegal employment. At the same time, requests are also made to provide education and guidance to the business operators under these employing organizations on the proper employment of foreigners.

The Immigration Bureau of Japan has designated June of every year as the month for Illegal Work Prevention Campaign. During the campaign, it distributes leaflets at reception counters for the residence examinations, air and sea ports, and in front of main stations, calling for cooperation, particularly among business operators, to prevent illegal employment. At the same time, it also requests the cooperation of the relevant ministries and agencies, local public organizations, and employer associations, etc., and carries out activities such as publication on websites and issuance of press releases in order to raise awareness for the prevention of illegal employment.

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

(1) Improvement of Technical Intern Training Program by drastic revision

Based on the Japan Revitalization Strategy (revised in 2014) approved by the Cabinet in June 2014, the Ministry of Justice and the Ministry of Health, Labour and Welfare submitted a bill for the Act on

Proper Technical Intern Training and Protection of Technical Intern Trainees on 6 March 2015 to the 189th Diet session (ordinary session), in order to ensure proper acquisition of skills through technical intern training and protection of technical intern trainees, and in order to make necessary steps such as establishing a system for granting approvals for implementing organizations, supervising organizations and technical intern training plan, as well as establishing the Organization on Technical Intern Training which engages in these activities and ongoing deliberations are taking place as of March 2016.

(2) Provision of information on legal protection to foreign technical intern trainees

A handbook for technical intern trainees, which is written in the native languages of interns (Chinese, Indonesian, Thai, Vietnamese, Filipino, and English), and which contains information such as consultation counters at labor standards inspection organizations and immigration bureaus etc., contact information for the embassies of each country, Japanese labor laws, and information necessary for everyday life, is handed directly to all technical intern trainees by immigration officers at all points of entry/departure when they arrive in Japan.

In addition, health and safety manuals are also prepared for technical intern trainees in each field of work in order to help prevent accidents and illness, and from 2014 a health and safety manual was also prepared for the construction industry and distributed to supervising organizations, implementing organizations, and technical intern trainees. Note that in order to facilitate their understanding, health and safety manuals were distributed to trainees translated into their native languages (Chinese, Indonesian, Thai, Vietnamese, English, and Filipino).

(3) Strict enforcement of labor standards-related laws and regulations

In 2015, Prefectural Labour Bureaus and Labour Standards Inspection Offices provided supervisory guidance to 5,173 institutions that provide technical training. Of these, 3,695 implementing organizations were found to be in violation of labor standards laws. Recommendations for corrective action were made to these institutions.

There were also 46 cases of prosecution for serious/heinous violations of labor standards laws in relation to technical training interns, such as contractual wages being below the minimum wage, and illegal overtime work/working on holidays.

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

The Foreign Construction Worker Acceptance Program 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 with accepting foreign construction workers such as nonpayment of wages and illegal employment, a special new supervisory framework that is superior to that of the current Technical Intern Training Program is being adopted to limit supervision and acceptance of the workers to qualified companies and supervisory bodies (Designated Supervising Organizations) and so on. In addition, counselors for foreign construction workers need to be appointed in 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. In addition, since this program stipulates required measures such as that the Minister of Land, Infrastructure and Transport requests corrective measures be taken by the relevant Designated Supervising Organizations etc. when claims of rights infringements are received from foreign construction workers, and if any corrective measures are not taken, their Appropriate Supervision Plan certification will be canceled, if problematic cases arise the relevant ministries and agencies are to cooperate to take necessary measures. As of March 31, 2016, approximately 400 foreign construction workers have entered Japan and efforts are continuing to ensure the proper operation of the program.

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

(1) Efforts on the demand side for sexual exploitation

From the perspective of eliminating violence against women, the Cabinet Office has carried out publicity activities, and produced posters and leaflets for raising awareness about measures to combat trafficking in persons. These have been distributed to local public organizations, air and sea ports, universities and vocational colleges, the Japan Association of Travel Agents, the International Organization for Migration (IOM), and other relevant organizations.

“A Handbook of Safety Tips in Foreign Countries,” distributed by the Ministry of Foreign Affairs to Japanese people travelling overseas has a section called “Case Studies: Examples of Problems Overseas and Countermeasures,” in which involvement in acts of prostitutes is given as an example of a case where Japanese people become criminals. The booklet explains that the hiring of prostitutes is illegal in many countries and can be treated as a serious crime, and that according to Japanese law, offenses relating to the hiring of child prostitutes and possession of child pornography committed while overseas can be punished in Japan, and calls on people to refrain from engaging in inappropriate activities.

【Figure 8】 Poster to raise awareness (produced by the Cabinet Office)



(2) 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.

The Labour Standards Inspection Offices and Regional Labour Bureaus are providing supervision and guidance to institutions conducting technical training (refer to (3) (3)). They have also organized briefing sessions aimed at disseminating information and educating supervisory organizations and technical training institutions on labor standards laws.

4. Promotion of identification of trafficking victims

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

Through counter services such as dedicated police consultation phone lines and Anonymous-Report Hot Line, efforts are being made to respond to consultations and reports in order to ensure that crimes related to trafficking in persons are not overlooked. When the police receive consultations and reports, efforts are put into questioning the person in question at a place where he or she does not feel any psychological pressure, such as in consultation rooms. At the same time, where possible, a female staff responds in the case where the person in question is a female, and a staff who can speak the native language of the person in question responds in the case where he or she is a foreigner.

Efforts are also made to achieve the early identification of cases of trafficking in persons and offenses suspected to be related to such cases, child welfare crimes, child abuse cases, and other such cases and crimes that are easily hidden under the surface. These efforts include the commissioning of a private organization by the National Police Agency to operate Anonymous-Report Hot Line which receives anonymous reports concerning the above mentioned cases and crimes from citizens and pays out information fees that correspond to the degree of contribution that the information makes toward the investigation and the victim protection.

The Immigration Bureau of Japan has established trafficking in persons countermeasure secretariats within the General Affairs Divisions of Regional Immigration Bureaus and these secretariats work to collect information relating to trafficking and increase recognition of cases of trafficking acting as a contact point for related organizations and the general public to provide trafficking-related information.

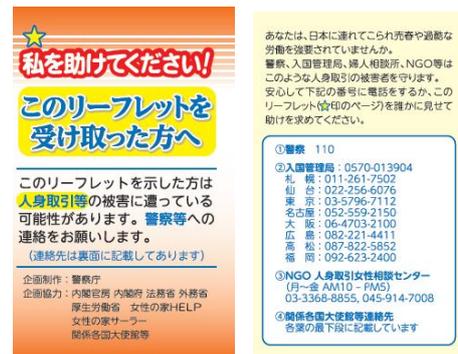
When overseas diplomatic missions come into contact with information pertaining to the victims of

trafficking in persons, the information is provided swiftly to the relevant ministries and agencies through the Ministry of Foreign Affairs.

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

Every year since 2005, the National Police Agency has produced leaflets in multiple languages calling for people to report to the police on victimization, with the aim of finding victims of trafficking in persons. These leaflets are distributed to the relevant ministries and agencies, embassies in Tokyo, and NGOs, and also placed in places that can easily catch the eyes of the victims. In November 2015, 286,450 leaflets in nine languages were produced and distributed.

【Figure 9】 Leaflet (the part written in Japanese) produced by the National Police Agency)



In September 2015 the Immigration Bureau of Japan listed on its website the contact points for consultation and providing information relating to trafficking in persons in nine languages, and in January 2016 posted information about victim protection policies and procedures etc. in nine languages in order to increase awareness of victim protection measures. In addition, efforts have been made to make the leaflets available to trafficking victims by, for example, placing them in Regional Immigration Bureaus and by examination counters and airport immigration counters.

The National Police Agency produced videos (with Japanese, English, and Thai subtitles) for publicity and awareness-raising purposes, with the aim of preventing incidents of trafficking in persons and these videos were posted on the website of the National Police Agency in January 2015.

(3) Strengthening of counseling in foreign languages

The human rights bodies of the Ministry of Justice provide counseling regarding human-rights problems, including trafficking in persons, all over Japan at Legal Affairs Bureaus and District Legal Affairs Bureaus, and their Branch Offices. In addition, human rights counseling centers for foreigners, counseling centers for foreigners who are unable to communicate fluently in Japanese, had been established at Legal Affairs Bureaus and District Legal Affairs Bureaus in eight places (Tokyo, Osaka, Kobe, Nagoya, Hiroshima, Fukuoka, Takamatsu, and Matsuyama), and two more were newly added in FY2015 at Sendai Legal Affairs Bureau and Sapporo Legal Affairs Bureau. The human rights bodies of the Ministry of Justice established Foreign-language Human Rights Hotline (providing counseling in English and Chinese) in FY2015 and since October 2015 it is also possible to receive human rights counseling in English and Chinese at Tokyo

Legal Affairs Bureaus, Osaka Legal Affairs Bureaus and Nagoya Legal Affairs Bureaus every weekday.

In order to ensure that technical intern trainees are able to receive consultation services on the laws related to the contents of Technical Intern Training Program, wages, and working hours, telephone consultation services are provided in the native languages of the interns, including Chinese, Vietnamese, Indonesian, and Filipino (newly established in October 2014). Information obtained about serious cases through this process was provided to the relevant administrative authorities.

In addition, information regarding the Immigration Information Center, which have been established by the Immigration Bureau of Japan and can provide information relating to trafficking in persons in foreign languages (English, Korean, Chinese, Spanish, etc.), can be found on the Immigration Bureau's website.

(4) Coordination with embassies in Tokyo

Taking into account that some foreign victims of trafficking seek protection to embassies of their country of origin, the Ministry of Foreign Affairs has been encouraging embassies in Tokyo to establish consultation desks for trafficking victims and 24-hour consultation hotlines.

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

The Ministry of Foreign Affairs distributes overseas diplomatic missions etc. leaflets produced by the National Police Agency to enable potential victims to report their situations in case of victimization, and awareness raising leaflets and posters produced by the Cabinet Office on countermeasures against trafficking in persons.

During the visa screening process at overseas diplomatic missions, visa applicants are provided with leaflets to inform them about the issue of trafficking in persons. With regard to countries in which proxy application organizations accept visa applications and deliver visas, the proxy application organizations are being requested to cooperate with calling attention to the issue.

5. Eradication of trafficking in persons

(1) Thorough control

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 crimes related to trafficking in persons, in September of the same year, the Task Force produced “Handbook on Measures against Trafficking in Persons”, which summarizes information such as the laws applicable to trafficking in persons and specific examples of the application of these laws. It is actively utilized by the police, the Immigration Bureau of Japan, the Public Prosecutors Office, the Labour Standards Inspection Offices, and the Japan Coast Guard in conducting investigation and other activities. Each of the organizations is taking thorough steps to crackdown on trafficking in persons, and at the same time, responding actively to trafficking crimes accompanied by adult entertainment-related offenses, illegal residence, and violations of labor standards laws. (Refer to 2 for the situation on crackdown of trafficking in persons.)

The Immigration Bureau of Japan promotes the “Handbook on Measures against Trafficking in Persons” to Regional Immigration Bureaus etc. as a tool for promoting the proactive implementation of countermeasures, and utilizes them in the course of their duties and training.

(1) Thorough control of prostitution

In 2015, there were 812 cases of violation of the Anti-Prostitution Act, and 538 people arrested in connection with these cases.

(2) Strict response to sexual exploitation of children

Based on the Second Comprehensive Measures to Eliminate Child Pornography formulated in May 2013 and the revised Act on Regulation and Punishment of Acts Relating to Child Prostitution and Child Pornography and the Protection of Children enforced in July 2014, the police is working closely together with the relevant ministries and authorities on the strong promotion of various measures to crackdown on child pornography crimes, measures to prevent the distribution and viewing of child pornography, and the early detection and support of child victims.

In 2015, 630 people were arrested in connection with 728 cases of child prostitution crimes, while 1,483 people were arrested in connection with 1,938 cases of child pornography crimes.

(3) Thorough control of vicious employers and brokers

Of the 42 suspects of crimes relating to trafficking in persons arrested in 2015, seven were brokers, and 32 worked in the adult entertainment business.

With regard to employment-related crimes that involved foreign workers, in 2015, 410 people, including employers and brokers, were arrested in connection with 370 cases.

In 2015, Prefectural Labour Bureaus and Labour Standards Inspection Offices, as well as the Regional Immigration Bureaus, carried out joint oversight or investigations into 85 supervisory bodies and technical training institutions in relation to cases where there was suspicion of infringements of the human rights of technical intern trainees such as forced labor. Of these, Prefectural Labour Bureaus and Labour Standards Inspection Offices issued recommendations for corrective actions to 64 for violations of labor standards laws and 15 were referred for prosecution for serious/heinous violations, and Regional Immigration Bureaus reported to 19 organizations that they had been found to have engaged in irregular practices that hindered the proper implementation of technical training (as of March 31, 2016).

(2) Crime control across borders

(1) Strengthening of cooperation with relevant foreign organizations

Once a year since 2004, the National Police Agency has been holding contact point meetings for trafficking in persons, and exchanging views and information with embassies in Tokyo, the relevant ministries and agencies, municipalities, NGOs, and the International Organization for Migration (IOM). In 2015, a conference was held on July 17 to discuss cases in which trafficking in persons criminals were arrested by the police.

【 Figure 10 】 Contact Point Meeting for Trafficking in Persons



Furthermore, once a year since 2002, overseas investigation organizations in Southeast Asia and Tokyo have been invited to conferences where views are exchanged on measures to combat the commercial and sexual exploitation of children, and efforts have been made to expand and strengthen cooperation on investigations related to foreign criminals in Southeast Asia. These were held on 2 and 3 February 2016.

In addition, through the International Criminal Police Organization (ICPO), the police are engaged in an active exchange of views with investigative organizations from countries that victims of such trafficking originate from. Moreover, mutual investigative assistance is also actively provided in response to requests from foreign countries on cases related to trafficking in persons.

Furthermore, since November 2004, the Ministry of Foreign Affairs has been providing information on lost and stolen travel documents (such as passport numbers) to the ICPO through the National Police Agency. This information is being utilized in immigration reviews conducted by ICPO member

countries.

(2) Enhancement of international mutual legal assistance

Japan has concluded treaties and agreements on mutual legal assistance in criminal matters with the United States (effective from July 2006), the Republic of Korea (effective from January 2007), China (effective from November 2008), Hong Kong (effective from September 2009), the EU (effective from January 2011), and Russia (effective from February of the same year), and is actively giving consideration to the conclusion of such treaties with other countries.

6. Protection and Support of trafficking victims

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

In cases where the police, the human rights bodies of the Ministry of Justice, the Immigration Bureau of Japan, the Japan Coast Guard, and the Ministry of Foreign Affairs (overseas diplomatic missions) have come into contact with suspected cases of trafficking in persons in the course of their work, the relevant organizations cooperate on protecting and supporting the victims of trafficking in persons, and put effort into providing the appropriate response. The relevant ministries and agencies disseminated “Methods to Deal with Trafficking in Persons (Measures for Protection of Victims)” to the relevant organizations in July 2011, and are putting thorough efforts into disseminating information about measures on the protection of victims of trafficking in persons.

With regard to victims of trafficking in persons, in full consideration of their positions and based on their wishes, the Immigration Bureau of Japan made efforts to stabilize the legal status of victims by permitting extension of their period of stay, change of their status of residence, or granting them special permission to stay. Of the foreign victims of trafficking in persons taken into protective custody in 2015, 14 people were permitted to extend their period of stay or change their status of residence and all 11 victims who entered the country illegally or remained illegally to violate the Immigration Control and Refugee Recognition Act were granted special permission to stay. With regard to victims who wished to stay in Japan and victims who were unable to return to their countries the Immigration Bureau of Japan gave comprehensive consideration to the situation of each individual while respecting their wishes, and where necessary, permitted them to change their statuses of residence to ones that would allow them to work in Japan. In 2015, eight victims were granted medium- to long-term visas that enable them to work, through permission to extend their period of stay or change their status of residence or the granting special permission to stay.

The Japan Legal Support Center(Houterasu) works together with organizations that support victims of crime

in various parts of Japan, collects information from the support center and provides the necessary information corresponding to the situation of each victim. While paying careful attention to ensure that the location of the victim is not disclosed, it introduces victims who require legal support to lawyers with experience and understanding of victim support. For victims of modest means, it provides support through civil legal aid or aid services entrusted by the Japan Federation of Bar Associations.

When the Japan Coast Guard encounters cases where there is a suspicion of trafficking in persons, they share information relating to the protection and support of victims with the relevant organizations. In addition, “Methods to Deal with Trafficking in Persons (Measures for Protection of Victims)” is disseminated to each Regional Coast Guard Headquarters.

(2) Strengthening of protection

As part of the relief procedures carried out by the human rights bodies of the Ministry of Justice, provision of accommodation facilities to victims of trafficking in persons, including male victims, was commenced as an emergency measure in October 2015.

On 6 March 2015, the Ministry of Justice and the Ministry of Health, Labour and Welfare submitted to the Diet the related bills on revising the Technical Intern Training Program for foreigners, including measures to protect technical intern trainees and deliberations on these are currently continuing (as of March 2016) (Refer to 3 (3) (1).)

In cases where implementing organizations that provide technical training are unable to continue to provide training through no fault of the technical intern trainees themselves, when the organizations have, for example, been found to have engaged in irregular practices, or have gone bankrupt, etc. and where technical intern trainees wish to continue their training, trainees have up till now been provided with support to find a new organization, and in FY2015 a new portal website was established, expanding the support system to allow trainees themselves to make such requests in addition to requests made by supervising organizations.

(3) Provision of support to victims

(1) Further improvement of temporary protection and assistance at Women’s Consultation Offices

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

In 2015, Women's Consultation Offices provided interpretation support to 26 of the 30 female victims under their temporary protection who were judged to require interpretation services. Of the 30 female victims under temporary protection, 12 were assessed to be in need of medical care, while three were assessed to be in need of psychological care, and medical and psychological care services were thus provided to each of these victims.

Women's Consultation Offices have also put in place budgetary measures to supply funding for commissioning the temporary protection of victims of trafficking in persons to shelters in the private sector, in cases where appropriate protection can be provided to these victims. In 2015, nine victims were placed in commissioned temporary protection.

Furthermore, in cases where the victims are children (under eighteen years of age), the necessary protective measures are provided in cooperation with Child Guidance Centers where necessary.

(2) 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 special permission to stay in Japan. As far as possible, they also provide information about future investigations, and put effort into taking the victims' positions into consideration.

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

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

(3) Provision of legal support to victims and popularization of legal support

The Japan Legal Support Center (Houterasu) provides legal consultation services free-of-charge and pays in advance for attorney's remuneration and expenses (civil legal aid) to "such citizens or foreign nationals lawfully residing in this country (hereinafter collectively referred to as citizens) who are not financially capable, or who may experience serious financial difficulties if such expenses were to be paid by themselves, to pay for attorneys' remuneration as may be incurred in the preparation and performance of civil judicial decision proceedings, etc. (including negotiations that are deemed necessary for the settlement of disputes in advance of civil judicial decision proceedings, etc.) and other necessary costs actually incurred in relation to the legal services by such attorneys at law" (the main paragraph of Article 30 (1)(ii) of the Comprehensive Legal Support Act).

Through this, it is striving to provide legal assistance to victims and raising awareness.

Multilingual information about legal systems and contact information for consultations is also provided. In FY2015, there were 251 cases for Spanish, 429 cases for Portuguese, 444 cases for English, 237 cases for Chinese, and 19 cases for Korean.

Furthermore, the Japan Legal Support Center cooperates mutually with the General Incorporated Association Social Inclusion Support Center, which provides a telephone consultation service "Yorisoi Hotline" for various challenges in everyday life including sexual violence. It distributes its leaflets, which contain information about system that victims of crimes can use, including civil legal aid and court-appointed attorney system for victim participants, to Women's Consultation Offices, and strives to raise awareness and disseminate information about systems that can be used by victims.

(4) Return and reintegration assistance to foreign trafficking victims

Japan has contributed US\$122,945 to the International Organization for Migration (IOM) for the project to provide return and reintegration support (e.g. employment and vocational support, provision of medical expenses) to foreign trafficking victims identified in Japan. Through 2005 to 2015, this project provided support to 276 victims to return to their home countries, including 18 in 2015. As part of social reintegration support after repatriation, four of the 18 victims were provided with temporary shelters, one was provided with medical support, five were provided with legal assistance, and 12 were provided with assistance through a social reintegration support program (e.g. family reunion, educational support, management of small shops or retail shops, management of farms).

The Immigration Bureau of Japan coordinates closely with IOM Tokyo 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 tasks.

7. Establishment of foundations for promotion of measures against trafficking in persons

(1) Participation in international efforts

(1) Conclusion of the Trafficking in Persons Protocol

Regardless of the approval from the Diet in June 2005, Japan is not ready to immediately conclude the Trafficking in Persons Protocol since the bill required for the conclusion of the Convention against Transnational Organized Crime, which is the precondition to conclude the Trafficking in Persons Protocol, has not yet been passed in the Diet (note: as of April 2016, 169 countries have concluded the protocol).

For the early conclusion of the Convention against Transnational Organized Crime, necessary reviews were conducted through discussions among relevant ministries regarding the legislative preparations required for its conclusion.

(2) Strengthening of cooperation with other countries

- Status of coordination with the G7

Staff from the Ministry of Foreign Affairs attended G7 Roma-Lyon Group Migration Experts Sub-Group Meeting (MESG) held in Germany (Berlin) on 11 - 12 March and 5 - 6 November 2015 to participate in discussions with the relevant countries on enhancements to protection programs from trafficking and tracking down the sources of falsified travel documents, and so on.

- Status of international assistance provided to countries of origin especially for Southeast Asia

In Myanmar, the Project on Capacity Development on Assisting Victims of Trafficking has been implemented from 2012 as part of support aimed at capacity building for practitioners who are directly involved in the protection and support of victims.

In Vietnam, the Project for the Establishment of Anti-Trafficking in Persons (TIP) Hotline has been implemented from 2012, as part of support for the establishment of a system for measures to combat trafficking in persons, through the development of an operating system for an anti-trafficking in persons hotline. The aim is to prevent trafficking in persons and to support the reintegration of victims.

In Thailand, the Project on Capacity Development on Assisting Victims of Trafficking in the Greater Mekong Sub-regional Countries was launched in April 2015 as part of support efforts aimed at enhancing the capabilities of organizations in Thailand and in countries in the Mekong region that are involved in the repatriation/return of victims of trafficking and their social reintegration, and enhancing the system.

【Figure 11】 Project on Capacity Development on Assisting Victims of Trafficking in the Greater Mekong Sub-regional Countries (Photo: JICA)



In addition, for FY2015, Japan contributed \$US100,000 to the Crime Prevention and Criminal Justice Fund (CPCJF) managed by the United Nations Office on Drugs and Crime (UNODC), to a project providing training to enhance the law enforcement capabilities of law enforcement officials in Cambodia, Laos, and Vietnam, in order to reinforce the crackdown on child prostitution and the trafficking of children in the Mekong region.

In Japan as well, a “Seminar on Promotion of Networking among Asian Countries on Anti-Trafficking in Persons” was held in October 2015 with the aim of increasing mutual understanding of initiatives to counter trafficking in persons in different ASEAN member countries and the roles of related organizations and cooperation between them, as well as to support seminar participants in considering together measures that would contribute to strengthening the functions and coordination of organizations working to counter trafficking in persons and strengthen cross-border networks.

- Sharing of information through the Bali Process

The Bali Process is a framework in the Asia Pacific region that aims to deal with smuggling of migrants and trafficking in persons and related transnational crime. In 2015, Japan participated in the meeting related to the Bali Process and explained its initiatives aimed at countering trafficking in persons and joined in discussions with other member countries, regions and international organizations regarding future directions for the Bali Process. In addition, Japan also contributed US\$10,000 to the Bali Process website, which is operated and managed by the International Organization of Migration (IOM).

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

In 2015, UNAFEI conducted training for staff from criminal justice-related organizations in French-speaking African countries from February to March, based on the topics of “Enhancing the capacity of investigation, prosecution, advocacy and adjudication”, and “Criminal Justice Response to Organized Crime”. From May to June, UNAFEI conducted an international training course for staff from criminal justice-related organizations of various countries on “The State of Cybercrime: Current Issues and Countermeasures”. From August to September, UNAFEI conducted an international training course for staff from corrections and rehabilitation organizations of various countries on “Staff training for Correctional Leadership”.. In addition to efforts to improve capacity on investigative cooperation in developing countries through such training sessions, efforts were also made to strengthen information sharing and professional networking among criminal justice practitioners of each country. All of these efforts contribute to global endeavors to combat trafficking in persons.

- Raising awareness of the countries sending out technical intern trainees

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

(2) Acquisition of people’s understanding and cooperation

(1) Further promoting of government public relations

The following publicity activities were carried out by the relevant administrative agencies.

- The government has made wide-ranging calls for Japanese citizens to provide information on trafficking in persons with information regarding measures to combat trafficking being uploaded to the website of the Public Relations Office of the Government of Japan, and cabinet officials appearing on Public Relations Office radio programs. On July 30, the World Day against Trafficking in Persons, the SNS account of the Cabinet Secretariat also provided the related information.

- During the campaign period for eliminating violence against women, from 12 to 25 November 2015, posters and leaflets were produced and distributed to local public organizations and other relevant organizations.

- The Cabinet Office produced posters and leaflets for raising awareness on measures to combat trafficking in persons, and distributed them to local public organizations, air and sea ports, universities and vocational colleges, the Japan Association of Travel Agents, International Organization for Migration (IOM), and other relevant organizations (refer to 3 (5) (1)).

- Every year since 2005, the National Police Agency has produced multilingual leaflets calling for the public to report on victimization to the police, with the aim of finding victims of trafficking in persons. In addition, in January 2015, it also produced video software (with Japanese, English, and Thai subtitles) for publicity and awareness-raising purposes, with the aim of preventing incidences of trafficking in persons before they happen. The video software has been uploaded onto the website of the National Police Agency. (Refer to 4 (2).)

- The human rights bodies of the Ministry of Justice carry out activities for awareness-raising, such as by distributing leaflets, under the slogan of “Stop Trafficking in Persons,” as one of annual priority targets of activities for human rights awareness-raising.

- The Immigration Bureau of Japan carried out public relations activities including posting information relating to measures against trafficking in persons and protection of victims etc. on their website.

- The National Women’s Education Center of Japan has produced panels and booklets based on the results of studies and research on trafficking in persons, and the Center carried out awareness-raising activities by posting these panels and booklets on their website and lending out the panels.

- The Ministry of Foreign Affairs distributes overseas diplomatic missions etc. leaflets produced by the National Police Agency to enable potential victims to report their situations in case of victimization, and awareness raising posters and leaflets produced by the Cabinet Office on countermeasures against trafficking in persons. A two-week period from February to March 2015, and two-week periods stipulated by each prefectural government between July and October the same year were designated as campaign periods for strengthening travel document issuance screening at passport offices in each prefecture for preventing the illegal acquisition of travel documents through identity theft. Public relations activities were carried out including posting information on websites and displaying posters.

(2) 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. Furthermore, based on the Courses of Study, the Japanese curriculum guidelines, it is also promoting education that places the emphases on nurturing a mindset of respecting lives.

(3) Raising awareness of associations of small and medium enterprises

At the council for optimizing the operation of the Technical Intern Training Program held in June 2015, the Ministry of Economy, Trade and Industry gained the cooperation of the relevant ministries and

agencies on complying with labor-related laws, and disseminated information to the relevant organizations.

In March 2016, the Ministry of Agriculture, Forestry and Fisheries worked together with the Ministry of Health, Labour and Welfare to distribute pamphlets covering the main points of agricultural worker/agricultural corporation labor management to relevant organizations, including the Japan Agricultural Corporations Association, and to agricultural corporations through prefectural governments as part of efforts to raise awareness about compliance with labor laws. Support was also provided to training workshops etc. held by private sector organizations with the aim of facilitating appropriate implementation of agricultural technical training.

In FY2015 the Ministry of Justice and the Ministry of Health, Labour and Welfare began cooperating with employers' associations to explain to supervisory organizations accepting technical intern trainees, the points to consider relating to the appropriate and smooth advancement of the system in the prefectures where many technical intern trainees stay.

(4) Raising awareness of overseas travelers

The Japan Tourism Agency has continued to raise awareness among the respective companies, in order to ensure that travel agencies do not become involved in unsound travel.

“Case Studies: Examples of Problems Overseas and Countermeasures” from “A Handbook of Safety Tips in Foreign Countries” distributed by the Ministry of Foreign Affairs to those travelling overseas, cites cases in which the Japanese nationals are potentially prosecuted as criminals for being involved in acts of prostitution and explains that prostitution is prohibited in many countries and it can be a serious crime and that the criminal of child prostitution and possession of child pornography will be penalized as a criminal who committed a crime overseas under Japanese law. Hence, the booklets call for caution against inappropriate behavior (see above).

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

(1) Improvement of relevant administrative officers' knowledge and awareness

The following training and lectures are held at the relevant administrative organizations.

【National Police Agency】

- Education on measures to combat trafficking in persons is provided during elementary courses at the Prefectural Police Academy and training courses for promotion at the National Police Academy.
- In order to contribute to improving the professional skills of police, two wide-area skills instructors in the area of trafficking in persons and designated by the National Police Agency are appointed to

conduct lectures using every opportunity.

- In June 2015, specialized courses targeted at top-level staff across Japan who are responsible for cracking down on adult entertainment-related offenses were conducted, and training for measures to combat trafficking in persons was conducted as part of these courses.

【Ministry of Justice】

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

【Ministry of Foreign Affairs】

- In consular officers training, lectures on measures to combat trafficking in persons were conducted on the role that visas play as a border control measure, as well as considerations to take when interviewing former victims. A total of 63 officials attended the lectures in FY2015. Similar lectures were also given during training for security officers stationed at overseas diplomatic missions. For those who are eligible for these training and also for consular staff currently posted at overseas diplomatic missions as well as for those who are scheduled to be posted at overseas diplomatic missions, lectures were given not only on knowledge of travel documents, but also on collaboration with the relevant organizations in the countries of posting.
- At the Ministry of Foreign Affairs, the staff in passport offices that are involved in travel document administration in each prefecture were provided with training on travel document issuance screening with the additional perspective of preventing the improper acquisition of travel documents by people connected with trafficking in persons and terrorists etc.

【Ministry of Health, Labour and Welfare】

- At the FY2015 research council for the heads of Women's Consultation Offices and leaders in women protection, a lecture was conducted by IOM on responding to victims of trafficking in persons as part of a training program. The lecture was attended by 76 people.

【Japan Coast Guard】

- In training programs for law enforcement officials held every year, lectures on the actual situation of trafficking in persons and the importance of protecting victims of trafficking etc. were conducted.

【Courts】

- In some of the training programs for judges conducted at the Legal Training and Research Institute of Japan, lectures were conducted by university professors and other speakers specializing in international human rights. The lectures covered various problems related to the international regulations for human right problems including trafficking in persons.

(2) Promotion of cooperation and information exchange with relevant administrative agencies

At the relevant organizations including the police, the Immigration Bureau of Japan, and the Japan Coast Guard, “Methods to Deal with Trafficking in Persons (Measures for Identification of Victims)” and “Methods to Deal with Trafficking in Persons (Measures for Protection of Victims)” are presented to municipal police, the Regional Immigration Bureaus and their District Immigration Offices, and the respective Regional Coast Guard Headquarters. Through cooperation with the relevant organizations, information is shared mutually about the perception and protection of victims of trafficking in persons, and thorough efforts made to disseminate information to ensure that the appropriate response is taken.

Municipal police receive this information and hold local liaison conferences with the relevant organizations with the aim of providing appropriate protection for victims when a trafficking in persons offense is detected. In this way, efforts are being made to strengthen cooperation with the local organizations.

In September 2012, the National Police Agency produced materials on the flow of handling trafficking in persons offenses by the police, with the aim of responding to trafficking in persons offenses through closer cooperation between the police and Women’s Consultation Offices. These materials were sent to municipal Women’s Consultation Offices through the Ministry of Health, Labour and Welfare. In addition, Women’s Consultation Offices in each prefecture use these materials as a reference in their efforts to protect female victims of trafficking.

When the human rights bodies of the Ministry of Justice comes 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 ministries and agencies to provide the appropriate response. Furthermore, as the opportunity to exchange and communicate information about the education and activities for awareness-raising conducted by the respective ministries and agencies, the High-Level Central Government Liaison Council for Human Rights Education and Encouragement has been established, and information is exchanged among

members of the board meeting on activities for awareness-raising, including trafficking in persons.

In December 2015 the Immigration Bureau of Japan held a consultative meeting on measures to prevent and detect crimes violating the Immigration Control Act to consult with relevant organizations such as the National Police Agency, the Public Prosecutors Office, the Ministry of Foreign Affairs, the Japan Coast Guard, and the Ministry of Health, Labour and Welfare on the current state of crimes relating to trafficking in persons etc. and measures against such crimes.

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

The Japan Coast Guard's "Methods to Deal with Trafficking in Persons (Measures for Protection of Victims)" is disseminated to each Regional Coast Guard Headquarters etc.

(3) Cooperation with NGOs, IOM, etc.

Relevant organizations such as the Cabinet Office, the National Police Agency, the Immigration Bureau of Japan, and the Japan Coast Guard exchange views and information with NGOs and the International Organization for Migration (IOM) through the Contact Point Meeting for Trafficking in Persons and their everyday work, and conduct various training programs as part of their efforts to strengthen cooperation. In addition, in 2015, discussions were held regarding the 2014 Action Plan, and examination of specific cases of trafficking in persons was also carried out.

The National Police Agency also distributes leaflets on measures to combat trafficking in persons to NGOs and IOM, and calls for cooperation.

In 2015, the Immigration Bureau of Japan provided 14 victims of trafficking who wished to return to their home countries with support for voluntarily returning and social reintegration in cooperation with IOM.

The Ministry of Foreign Affairs receives regular reports from IOM about the outcome of the victim repatriation assistance project.

8. Future Efforts

The major achievement in 2015 can be seen through the progress under ‘the promotion of identification of trafficking victims,’ the item which was newly introduced in the 2014 Action Plan. Measures taken under this item include the enhancement of the human rights counseling system in foreign languages of the human rights bodies of the Ministry of Justice mentioned in 1 (3). Trafficking in persons is a highly latent crime and discovering victims of trafficking is not easy. As some have pointed out, some of the victims do not see themselves as victims or that they are in positions from which they need to be rescued. The training provided to police and immigration bureau officials therefore needs to be qualitatively and quantitatively enhanced, and initiatives to not overlook potential victims and initiatives to increase awareness of existing protection measures for victims in need, are getting more necessary than ever.

On the other hand, since most of the victims of trafficking identified in Japan were female, countermeasures have been more focused on measures against female victims. However, in 2015, male victims were identified for the first time in five years. Based on the characteristics of the victims, it is highly unlikely that this is just a temporary phenomenon, and we cannot exclude the possibility that more male victims will be identified in the future. The provision of accommodation facilities to victims of trafficking in persons, including male victims, began in October 2015 as part of the relief procedures carried out by the human rights bodies of the Ministry of Justice. It is necessary to recognize once again that victims of trafficking will not be limited to one particular gender and that we should familiarize ourselves in handling the victims. Since the provision of accommodation facilities to victims by the human rights bodies of the Ministry of Justice is merely an emergency evacuation measure to provide temporary protection, it is necessary to consider protection measures from a medium- to long-term perspective as appropriate.

We will continue to steadily implement and promote measures included in the 2014 Action Plan from the standpoint of the victims, in order to eradicate trafficking in persons.

List of Ministries and Agencies Involved in Measures to Combat Trafficking in Persons

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

Consultation and Provision of Information on Trafficking in Persons

○ Anonymous reporting phone line (National Police Agency)

Tel: 0120-924-839

○ Prefectural police

Emergency reporting (Tel): 110 Police consultation (Tel) : #9110

○ Immigration Bureau of Japan

Immigration Information Center ※Foreign language support

Tel: 0570-013904 (IP, PHS, overseas: 03-5796-7112)

Regional Immigration Bureaus

Sapporo: 011-261-7502

Nagoya: 052-559-2150

Takamatsu: 087-822-5852

Sendai: 022-256-6076

Osaka: 06-4703-2100

Fukuoka: 092-623-2400

Tokyo: 03-5796-7112

Hiroshima: 082-221-4411

○ Human rights counseling (Ministry of Justice)

Human Rights Hotline

Tel: 0570-003-110

Foreign-language Human Rights Hotline *Foreign language support

English: 0570-090911

Chinese: 0570-050110

Human rights counseling centers for Foreigners *Foreign language support

Tel: Legal Affairs Bureaus and District Legal Affairs Bureaus in 10 locations nationwide

(List of consultation offices (website of Ministry of Justice)

: <http://www.moj.go.jp/JINKEN/jinken21.html>)

Other related contacts

【Consultation on human rights issues for women】

- Woman's Rights Hotline (Ministry of Justice)

Tel: 0570-070-810

- Women's Consultation Offices (Ministry of Health, Labour and Welfare)

Tel: Women's Consultation Offices in each prefecture

(List of Consultation Offices (website of Cabinet Office):

http://www.gender.go.jp/policy/no_violence/e-vaw/soudankikan/02.html)

【Consultation on human rights issues for children】

- Children's Rights Hotline (Ministry of Justice)

Tel: 0120-007-110

- Child Guidance Centers (Ministry of Health, Labour and Welfare)

Tel: Child Guidance Centers in each municipality, specified cities, and cities with such centers

(List of consultation centers : <http://www.mhlw.go.jp/bunya/kodomo/dv30/zisouichiran.html>)

【Consultation on problems related to technical intern trainees】

- General Labour Consultation Corner (Ministry of Health, Labour and Welfare)
Tel: General Labour Consultation Corners nationwide

(List of Consultation Corners : <http://www.mhlw.go.jp/general/seido/chihou/kaiketu/soudan.html>)

- Consultation Hotline in Native Languages for Trainees and Technical Interns (JITCO)
Tel: 0120-022332 (Toll-free)
03-6430-1111 (Telephone)

【Other】

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