

Trafficking in women and girls in Japan for the purpose of sexual exploitation: the situation and countermeasures¹

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1. A brief history and the situation of trafficking in women and girls in Japan for the purpose of sexual exploitation

1-1 Government policies and actions to prevent trafficking in persons in Japan

In Japan, the Anti-prostitution Act was fully enacted in 1958, two years after the approval by the Parliament. The act was originally formulated and promoted through the collaboration of female parliamentarians of different political parties. Since then, prostitution became illegal. Procurers and solicitors of prostitution were punished under the act. However, the punishment was minimum. Under the act, prostitutes were also arrested if they solicited their services. Those prostitutes were taken to the Consulting Centers for Women, which were established in each of the 47 prefectures, for their rehabilitation.

But since 1958, other sex industries where customers can't openly

1 This paper which was originally presented as Japan's country paper at the Multidisciplinary Intellectual Exchange for Women Leaders from United States, Japan, South Korea and Philippines held from April 16 to 19 2012, at University of Hawaii and jointly organized by Center for Women Policy Studies, Washington DC and National Women's Education Center of Japan was revised for the *Jumonji Journal of Social and Information Sciences* no. 16.

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buy sex but receive sex related services have been flourishing. Those underground prostitutes had been mostly Japanese women. However, in association with Japan's economic growth, many women have been trafficked from Asian countries, and later from South American countries and other developing countries, yet the Japanese government had not taken strong legal measures until the 21st century.

In 2004, the government established the Inter-Ministerial Liaison Committee under the Cabinet Office. The member ministries of the meeting include Cabinet Officers, Police Agency, Japan Coast Guard, and Ministries of Justice, Foreign Affairs, Welfare and Labor and Education. The meeting drafted the National Action Plan to Combat TIP (Trafficking in Persons) in the same year and it was approved by the Cabinet in 2004. In accordance with the National Action Plan, laws and regulations such as Penal Code, Immigration Control Law and other related laws and regulations were toughened by increasing imprisonment period, adding new articles to criminalize TIP, and so on. For the terms of reference and activities of the Inter-Ministerial Committee, please refer to the pamphlet titled Japan's Actions to Combat Trafficking in Persons as well as English version of the National Action Plan to Combat TIP 2009 which are distributed to the participants of this seminar.

Prior to the government action in 2004, a network of 31 NGOs worked in anti-TIP and assisted victims, and JNATIP (Japan Network Against Trafficking in Persons) was established in 2003 and started its work in collaboration with the Interagency Liaison Group by reflecting the actual situation of TIP.

Japanese participants of this seminar included representatives of JNATIP and JNATIP board members.

1-2 An analysis of recent National Police Agency reports on Trafficking in Persons

The U.S. State Department's Trafficking in Persons (TIP) Report³ criticized Japan as a country of destination until 2005. Afterward and until 2009, Japan was criticized as a country of destination and transit. Since 2010 the report has denounced Japan as a country of destination, transit and source. With regard to the tier placement of the report, Japan has been Tier 2 except 2004 when Japan was on Tier 2 watch list. Other developed countries are Tier 1 which is the highest ranking and indicates that *a government has acknowledged the existence of human trafficking, made efforts to address the problem, and complies with the minimum standards outlined by U.S. law. Each year, governments need to demonstrate appreciable progress in combating trafficking to maintain a Tier 1 ranking.* However, there is no chance for Japan to be Tier 1, as the Japanese government's effort in combating TIP is still insufficient. For instance, Japan is not a party to the 2000 UN TIP Protocol despite the Parliament's approval since Japan has not ratified United Nations Convention against Transnational Organized Crime. The main reason why Japan can't ratify the convention is there is a strong opposition to including the offense of conspiracy in the Penal Code. Although including the offense of conspiracy for organized crime in the Penal Code is required to ratify the Convention, many Japanese have nightmares of before and during World War II when people were not able to have gatherings since they would be arrested for the offense of conspiracy .

Although Japan is one of the biggest countries of destination of TIP victims, as emphasized by the Special Rapporteur's report on trafficking in persons, especially women and children, addendum Mission to Japan

3 US Dept of State Trafficking in Person's Report <http://www.state.gov/j/tip/rls/tiprpt/>

2009⁴, the number of victims rescued and assisted by the government/NGOs is much less than other developed countries where the identified number of TIP victims is smaller than that of Japan, according to the Special Rapporteur's report⁵ as well as the IOM (International Organization for Migration) officer who is in charge of TIP victims assisting project. The IOM officer presented the data in her lecture at the World Bank, Tokyo Office on 28 March 2012.

In addition, it is important to point out here that although the U.S. State Department's 2010 report mentions that a growing and significant number of Japanese women and girls are victims of sex trafficking in the country, this paper focuses on trafficking in women and girls from other countries for sexual exploitation. Thus, this paper focuses on Japan as a country of destination for sex exploitation.

Tables 1-1,1-2,and 1-3 show the records of the Japan National Police Agency for the last ten years, revealing the number of apprehension cases and persons arrested, as well as the victims' nationality.

Table 1-1 shows that in the past 10 years during 2002 to 2011, only 443 persons were arrested by Japan National Police Agency due to the violation of laws/regulations relating to human trafficking. It seems that the figures of Tables 1-1, 1-2,1-3 are only the tip of the iceberg. This is because many foreign women from developing countries who enter Japan with entertainer's visa and some with spouse visas, as shown in Table 1-4, are being deceived and instead of entertaining they are forced to work as hostesses (mostly prostitutes) of bars and clubs and also as service girls of sexual service delivery shops. Many perpetrators have been hidden underground. Also those Tables indicate that many victims have not reported to the police offices.

4 A/HRC/14/32/Add.4 Report submitted by the Special Rapporteur on trafficking in persons, especially women and children, Joy Ngozi Ezeilo, addendum Mission to Japan

5 Ibid para 54

Table 1-2-1. Trends in Human Trafficking announced by National Police Agency

	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	total
No of apprehension cases	44	51	79	81	72	40	36	28	19	25	475
No of persons arrested	28	41	58	83	78	41	33	24	24	33	443
Go-betweens	7	8	23	28	24	11	7	6	3	6	123
No. of Victims by nationality	55	83	77	117	58	43	36	17	37	25	548
Thai	40	21	48	21	3	4	18	8		12	175
Filipina	2		13	40	30	22	7	4	24	8	150
Taiwanese	3	12	5	4	10		5	1		1	41
Japanese						1	2	2	12	4	21
Macronese							1				1
Chinese	4	2									6
Bangladesh							1	2			3
Indonesian		3		44	14	11					72
Columbian	6	43	5	1							55
Korean			3	1	1	5					10
Romanian				4							4
Russian			2								2
Cambodian		2									2
Australian				1							1
Estonian				1							1
Laotian			1								1

Source: Japan National Police Agency www.npa.go.jp/safetylife/hoan/h23_zinshin.pdf (translated by the author)

Table 1-2 shows that while men are the majority of arrested Japanese, women are the majority of arrested foreigners. This indicates that foreign women are victims and also become perpetrators. For instance, there were tragic murder cases in which Thai female employees killed their Thai female manager as she physically exploited them to get more money, by forcing them to work as prostitutes.

Table.1- 2-2 Nationalities of the arrested persons

	2006	2007	2008	2009	2010	2011
Japanese	45(3)	24(2)	17(2)	17(2)	21(4)	24(6)
Thai	11(10)	6(5)	7(6)	7(7)	1(1)	7(7)
Korean	1(1)	4(4)			1(1)	2(2)
Taiwanese	7(7)	5(5)	7(6)	7(6)		
Filippina	7(6)	1(1)	1(1)	1(1)	1(1)	
Chinese	7(5)		1(1)	1(1)		
Pakistani		1(0)				

(*) the no. of females

Source: Japan National Police Agency www.npa.go.jp/safetylife/hoan/h23_zinshin.pdf and documents available at Public Relations Office of the National Police Agency Headquarters (translated by the author)

Table 1-2-3 Professions of arrested persons

	2010	2011
Owners/managers of the shops	6(1)	11(7)
Employees of the shops	3(1)	4(0)
Go betweens	3(1)	6(4)
Others	12(4)	12(4)

(*) the no. of females

1-3. Entering Japan as an entertainer, or for short stay or fraudulent marriage from Mainland China, Indonesia, Philippines and Thailand

Table 1-3 10 year trends in the persons (male and female) first time entering into Japan by entertainer visa and spouse visa

	Type of visa	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
Chinese	entertainer	2798	3730	5670	6486	8277	4,978	3,156	1,820	1694	1386
	short stay	115099	138920	184275	184079	320824	476,534	589,453	635,515	632,379	1,032,649
	Spouse of Japanese	6713	7421	4572	3940	4483	5,399	6,602	6,552	6,251	4099
Indonesian	entertainer	1631	2296	2334	2447	3012	1,532	608	226	78	208
	short stay	23696	26535	28302	33357	32429	38,924	45,912	40,629	47,824	63,912
	Spouse of Japanese	182	192	209	253	213	288	344	253	267	205
Filipina	entertainer	60455	71678	74729	80048	82741	8607	5533	3185	1873	1,506
	short stay	30099	30432	33660	38430	51617	63210	58931	54678	45,320	52,856
	Spouse of Japanese	5477	5382	4884	4887	5038	5530	8240	6687	3,308	2384
Thai	entertainer	475	733	726	748	938	988	757	802	813	555
	short stay	49418	50960	59782	67078	90650	109,638	151,083	173045	158,585	194,544
	Spouse of Japanese	1089	893	560	584	548	695	807	743	706	510

Source: for 2001- 2005 Annual Report of Statistics on Legal Migrants
for 2006-2010 http://www.moj.go.jp/housei/toukei/toukei_ichiran_nyukan.html

The number of Filipina who entered Japan with entertainer's visa has sharply declined since 2005 as from 2005 to 2006, the Japanese government revised laws and regulations which provided special treatment to Filipina for entering Japan as entertainers. Before the revision of the laws and regulations in 2004, Filipina were easily able to enter Japan with entertainer's visa, which was granted if applicants own an entertainer certificate issued by the government of the Philippines through very easy performance (singing and dancing) exams. In Japan most of those Filipina did not work as dancers/singers, but had to work as service girls at pub/cabaret. At those places, most of the Filipinas/Thais/Indonesians/Chinese were forced to become prostitutes.

On the other hand, the number of Filipina who entered Japan with marriage visas as the spouses of Japanese increased from 2006. There were some Japanese men, often members of organized crime who frequently married Filipina and divorced them after taking them into Japan. But, the occurrence of such incidences has been gradually decreasing.

1-4 Trends in the number of non Japanese women who were forcefully deported by the Japanese Authority

Table 1-4 shows the number of non Japanese women who were forcibly deported to their own countries by the Japanese authorities. More than 80% of the reasons for the forcible deportation was overstay and staying with illegal visas. Similarly more than 80% of those women were also illegal workers. Therefore, it could be assumed that the majority of those non Japanese women could be the victims of human trafficking/exploitation, since the foreigners with illegal visas and/or overstayed are usually over exploited by mostly their employers, however, can't report to the police about the exploitation due to their status regardless of their sexes.

While the number of persons entering to Japan is the largest in 2005,

the no. of persons who are forcibly deported is the highest in 2006, one year later than entering Japan.

Table 1-4 Nine year trends in the number of non Japanese women who were forcibly deported by the Japanese authorities

	2003	2004	2005	2006	2007	2008	2009	2010	2011
Chinese	5177	6542	7486	7858	5531	4586	3664	2941	2856
Filipina	3763	5583	6272	6734	5672	4726	3585	3081	2740
Korean	4782	5001	5308	5441	4162	3126	2394	1997	1692
Thai	1813	2188	2059	1919	1331	1014	888	720	547
Indonesian	502	640	628	841	658	650	363	189	93
Peruvian	395	517	477	511	425	398	424	302	224
Vietnamese	243	447	501	664	698	702	496	313	286

Source: Ministry of Justice, Press release, Numbers of different year' s violation of immigration law http://www.moj.go.jp/nyuukokukanri/kouhou/nyuukokukanri01_00013.html

1-5. Sex industries in Japan

Japanese men are notorious for traveling in a group to Asian countries, such as Thailand, Taiwan, and Philippines to buy sex. Feminist groups called such travel “sex tour” and requested travel agencies not to plan such tours. Recently, not only Japanese men’s groups, but also Korean men and male Taiwanese groups are making similar travel to those countries⁶.

In Japan, sex industries are also flourishing, although providing prostitutes is forbidden by law, providing various physical sexual services, except sexual intercourse, to men, which we call sex industries have increased. As those industries are often major financial sources for organized crime, Japan Police Agency has tried to demolish such industries, by strengthening laws and regulations. However, whenever laws and regulations were strengthened, the sex industries and also organized crime syndicates worked hard to find other ways to survive and

6 Junko Miyamoto Report of participating in ECPAT Sympojium in Korea on Korean men’ s sex tour, Fujin Shinpo no.1265,2006.2 p.22-23(In Japanese)

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create more needs and income.

Table 1-5 shows rapid increase in shops for sexual service except sexual intercourse. But, if a service girl is visiting a male client's home or hotel room where the client stays alone, dealing in prostitution always happens.

Table 1-5 Sexual service delivery shops

2006	2007	2008	2009	2010
8,936	11,236	13,093	14,648	15,889

National Police Agency : Annual statistics on crimes 2010

2. Japanese people's conceptions about and attitudes toward trafficking in persons; some results of the survey conducted by National Women's Education Centre Japan

In 2006, the NWECC (National Women's Education Centre) conducted a nation-wide opinion survey on trafficking in persons (TIP). The 1190 completed questionnaires were returned from 5000 randomly selected men and women who were from 18 to 65 years old⁷.

The 1190 respondents consisted of 519 men and 646 women. The response rate was relatively high among the older generations.

As shown in the results of the survey, most Japanese people do not know the actual situation of trafficking in persons in Japan. In particular, there is a gender gap with regard to the knowledge of and attitude toward this issue as well as victims.

According to table 2-1(Q 23), 56.6% of the respondents were not aware of TIP. The ratio of female respondents was 62.4% which is 11.1 points higher than male counterparts. Furthermore more than 80% of

7 In the same year, NWECC conducted a survey of parliamentarians on their political awareness and willingness regarding TIP. However, the response rate was 30%(women) and 7.9%(men).

respondents did not know about various activities related to TIP.

Table 2-1 Q23 Awareness of trafficking in persons in Japan

	Very aware	Somewhat aware	Not particularly aware	Totally unaware	No response
Men	9.8	38.9	37.8	13.5	-
Women	5.0	32.4	46.6	15.8	0.3
Sex unidentified	-	8.0	12.0	8.0	72.0
Total	7.0	34.7	42.0	14.6	1.7

30.5% (men 44.7%, women 19.2%) accepted the existence of sex industries (Q3). More than 50% (54.1%) believed that sex industries can prevent sex crime such as rape (Q4B)

Table 2-2Q3 Pros and cons about the existence of sex industries

	Don't mind	Rather don't mind	Rather oppose	Oppose	No response
Men	17.5	27.2	39.1	15.0	1.2
Women	5.4	13.8	43.2	37.3	0.3
Sex unidentified	12.0	16.0	36.0	32.0	4.0
Total	10.8	19.7	41.3	27.5	0.8

Table 2-3Q4B Sex industries can prevent sex crime such as rape

	Agree	Somewhat agree	Not particularly agree	Totally disagree	No response
Men	22.7	38.5	27.6	9.8	1.3
Women	13.3	35.8	35.4	13.9	1.5
Sex unidentified	12.0	24.0	44.0	8.0	12.0
Total	17.4	36.7	32.2	12.0	1.7

Nearly half of the respondents (50.3%) felt that sex industries would disappear if men would stop buying sex (Q4G).

Table 2-4Q4G Sex industries would disappear if men stop buying such services

	Agree	Somewhat agree	Not particularly agree	Totally disagree	No response
Men	13.7	29.1	39.3	16.2	1.7
Women	20.4	36.7	34.8	6.7	1.4
Sex unidentified	4.0	28.0	36.0	20.0	12.0
Total	7.1	33.2	36.8	11.1	1.8

94.4% of female respondents opposed sex buying of their male friends and male family members (Q7B), while 73.1% opposed the same behavior of anyone else. Around 15% of male respondents had experiences to become a client of various sex industries, including buying sex (14.3%), while 47% of male respondents had experience to watch adult videos.

Table 2-5Q7B Views on male acquaintances or male family members buying sex

	Don't mind	Somehow mind	Somehow disagree	Totally disagree	No response
Men	6.0	18.9	30.9	41.8	2.7
Women	0.8	4.0	14.4	80.0	0.8
Sex unidentified	-	-	36.0	56.0	8.0
Total	3.0	10.4	21.9	62.9	1.8

Surprisingly 15.3% of female respondents and 18.9% of male respondents believed that foreigners employed by sex industries in Japan work there by their own choice.(Q21)

Table 2-6Q21 What do you think is the reason why foreign women work in the sex industries

	Their own will	No alternatives	Forced to do so	No response
Men	18.9	73.6	7.1	0.4
Women	15.3	79.4	5.0	0.3
Sex unidentified	4.0	16.0	8.0	72.0
Total	16.6	75.5	6.0	1.8

Women are stricter toward foreigners who work at sex industries as shown in the following table 2-7.

Table 2-7Q22 Dealing with foreign women in the sex industries

	Should be strictly controlled	Should be protected/supported	No particular need to deal with them	No response
Men	41.2	47.0	10.2	1.5
Women	49.7	42.1	5.9	2.3
Sex unidentified	16.0	8.0	4.0	72.0
Total	45.3	43.5	7.7	3.4

Fortunately, in total 94.3%(95.2% of male respondents and 96.1% of female respondents) felt that more advocacy for the prevention of TIP is necessary (Q26).

Table 2-8Q26 Necessity of advocacy on TIP

	Necessary	Somehow necessary	Rather unnecessary	Unnecessary	No response
Men	67.6	27.6	3.3	0.8	1.5
Women	65.3	30.8	2.2	0.9	2.3
Sex unidentified	16.0	12.0	-	-	72.0
Total	65.3	29.0	2.6	0.8	3.4

3. Preventive measures which Japanese government has taken

Although the NWECC national survey results indicated that over 90% of respondents felt that the advocacy for the prevention of TIP is necessary, such advocacy is not sufficient in all organizations/agencies in Japan, such as both central and local governments, mass media and education circles.

There are two major target groups for the advocacy: 1. Women/men who have a possibility to become TIP victims and, 2. Men who are clients or have possibility to become clients of sex industries and also their family members and acquaintances.

Preventive measures include effective advocacy for both groups. However, as group 1 is the problem of the sending countries, collaboration with the governments and NGOs of sending countries is indispensable.

3-1 Advocacy

Since 2005, the National Police Agency has produced around 300,000 cards. On the name card size card, contact information of police offices, immigration offices, shelters are written in nine languages, i.e. English, Spanish, Chinese, Russian, Korean, Thai, Tagalog, Indonesian, Taiwanese). The cards have been distributed through Council Generals of the countries where many women and girls have been trafficked in Japan as well as at airports and other relevant places. Anti-TIP Posters have also been displayed

Japan National Police Agency has been encouraging Japanese people to report to the police whenever they find foreigners with illegal or overstayed visas.

3-2 Education and consciousness raising

At the formal education level in Japan, TIP has not been taught at all. The detailed curriculum guidelines for defining the basic standard

for education which have been formulated by the Ministry of Education, Science and Culture and made known to all local boards of education and all teachers from primary school to senior high school throughout the country do not include TIP related information at all. Students obtain information on TIP only through media, including internet. This information may not explain the real situation of victims of TIP. Therefore, many Japanese have prejudice about the victim as shown in the survey results of the previous section.

The National Women's Education Center which is not a formal education institute, but, in-formal education institute for promoting gender equality has developed a Curriculum on preventing TIP.

3-3 Assisting reintegration of victims into their own countries/society

Public counseling centers for women in 47 prefectures and shelters run by NGOs throughout Japan have provided assistance to the victims. But many organizations, particularly public women's counseling centers, do not have enough language specialists to assist those victims.

Table 3-1 shows the number of victims protected and assisted by women's counseling centers. Their nationality is very much similar to the nationalities of Table 1-1, as after police officers rescue those victims or those victims complain to the police office, police officers take them to the women's counseling center, if they wish.

Table 3-1 Number of the victims whom women's counseling center protected upon their request

Year	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	total
No. of victims	1	2	6	24	117	36	36	39	14	33	308
Thai	1	2	3	15	4	4	5	22	4	3	63
Filipina			3		64	12	19	11	7	25	141
Taiwanese				4	6	2	2	3	1		18
Korean				1	1	1	5			1	9
Chinese					2			2	1		5
Indonesian				3	40	17	4				64
Colombian				1							1
Rumanian							1				1
Bangladesh								1			1
Japanese										4	4

Source: Ministry of Health, Labor and Welfare, Women Counseling Center' s activities for TIP <http://www.mhlw.go.jp/bunya/kodomo/dv32/index.html>

The government of Japan has provided assistance to the victims of TIP to return to their own country and to reintegrate in their society through IOM (International Organization for Migration) since 2005⁸. In total, 233 (including one man) were able to return to their own country and received counseling services to start their new life. Their countries of origin and types of visas are shown in Table 3-1.

Table3-1 IOM assisted victims' countries of origin

Country	No. of victims
Philippines	103
Indonesia	61
Thailand	48
China	16
Korea	4
Columbia	1
Total	233*

Total number of victims whom IOM assisted, from 5/2005 to 2/2012

8 Based on the presentation by Ms Eiko Sudo, IOM Coordinator on TIP at World Bank Tokyo Office Coffee Hour Seminar on 28 March 2012.

According to Table 3-1, 44% of victims whom IOM assisted were Filipina. The number of assisted victims who had entertainer visas was the largest in 2005, but, drastically decreased in 2006. This trend is aligned with the trend of Table 1-4 in which the number of Filipina who entered Japan with an entertainer’s visa decreased in 2006 to nearly 1/10 of what it had been in 2005 (from 82741 to 8607).

Table3-2 Types of visa of IOM assisted victims when they had entered Japan

	5/2005	5/2006	5/2007	5/2008	5/2009	5/2010	5/2011
Entertainer	42	9	6	3	0	5	13
Short stay	25	26	12	18	9	11	18
Spouse of Japanese	1	4	2	12	4	5	4
Unknown	1	1	2	0	0	0	0

3-4 Japan’s ODA (Official Development Assistance) to prevent TIP

The government of Japan has undertaken various projects in collaboration with the governments and NGOs in Southeast Asian countries and other countries where many victims of trafficking in persons in Japan originate and with international organizations, such as ILO, IOM. The projects include protecting and assisting TIP survivors for their independence in Thailand, Cambodia, Vietnam, and Myanmar, improving the education system of respective countries, improving occupational skills and also implementing stricter enforcement of regulations. The government has also made efforts through various international assistance means to reduce poverty (which is one of the major causes of trafficking in persons) and to cooperate with each country to prevent the trafficking in persons and promote the support of victims.

4. Challenges and Issues which Japan has to tackle

Ms Joy Ngozi Ezeilo, UN Special Rapporteur on Trafficking in Persons, Especially Women and Children, made very comprehensive 21

recommendations⁹ to the Government of Japan in her report.

As recommended by Ms Ezeilo, for the Government, it is essential to become a party to TIP Protocol by ratifying the UN Convention against Transnational Organized Crime. In order to lobby and persuade parliamentarians and National Police Agency to ratify the convention and to formulate Anti TIP act, we need to conduct more survey to collect more exact data on TIP.

The following issues are also included in her recommendations, but the author felt the necessity to reiterate the following issues as some of them are related to National Women's Education Center's mandate.

1) Information sharing and collaboration

Sharing information among relevant organizations in Japan as well as other countries and international organizations is very important to promote 3Ps (Prevention, Protection and Prosecution). Those organizations include both governmental and non-governmental organizations. Collaboration among governmental and non-governmental organizations as well as private sectors is essential. This seminar is one of the important opportunities of information sharing among four countries which includes both sending countries and receiving countries.

2) Advocacy and education

As mentioned in sections 3-1 and 3-2 of this paper, advocacy and education on TIP are the most lacking in Japan. Sex education is not enough. Comics and animations produced in Japan and internet are providing wrong information on sexuality and women's sexual behavior.

The school curriculum should be revised to include relevant information on TIP as well as victims/survivors of TIP. NWECC can play

9 A/HRC/14/32/Add.4 Report submitted by the Special Rapporteur on trafficking in persons, especially women and children, Joy Ngozi Ezeilo, addendum Mission to Japan(2010) para 98 to para 118

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a vital role for curriculum revision, although the Ministry of Education is rather reluctant to deal with TIP. Furthermore, media circles should have self-imposed restriction over themselves and proper guidelines on pornography, sexuality, TIP and related matters, to raise Japanese peoples sound consciousness on those issues. Those guidelines should be prepared by researchers on those issues and feminist groups.

3) Moving from prosecuting and protecting victims to assisting them at the same level and empowering them to become survivors

Police officers in Japan often look down on women from developing countries who work at bars assuming that they are illegal migrants. Rather police officers should try to find ways to assist and empower them. Since Japan does not have enough manpower due to a decreasing population, those women could become valuable human resources in various fields in Japan. According to the interview which was conducted by Batis Center for Women, attitudes of police officers and migration officers have been improving after the revision of laws and regulations in 2005 to 2006.¹⁰

In this regard, NVEC should develop consciousness-raising programs for police officers and migration officers in collaboration with the Police Agency and Ministry of Justice in the future.

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10 Interview survey conducted by Batis Center for Women to TIP Survivors returned from Japan in 2010.

for TIP

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-US Dept of State Trafficking in Person's Report <http://www.state.gov/j/tip/rls/tiprpt/>