

JAPAN (2000-2017)1

THE ELIMINATION OF DISCRIMINATION IN RESPECT OF EMPLOYMENT AND OCCUPATION

REPORTING	Fulfilment of government's reporting obligations	YES, since the start of the Annual Review (AR) in 2000, but "no change" report under the 2010 and 2011 ARs.	
	Involvement of employers' and workers' organizations in the reporting process	Federation (KEIDAN	the Government: Involvement of Japan Business NREN (former NIKKEIREN) and the Japanese tration (JTUC-RENGO) through consultations and overnment's reports.
OBSERVATIONS BY THE SOCIAL	Employers' organizations	2001 AR: Observation	ons by the JBF.
PARTNERS	Workers' organizations	2014 AR: Observation 2010 AR: Observation 2007 AR: Observation Confedera 2006 AR: Observation 2006 AR: Observation Trade Unit 2006 AR: Observation 2005 AR: Observation 2004 AR: Observation 2004 AR: Observation 2004 AR: Observation 2004 AR: Observation 2005 AR: Observation 2006 AR: Observation 2006 AR: Observation 2007 AR: Observation 2007 AR: Observation 2008 AR: Observation 2008 AR: Observation 2009 AR:	ons by the JTUC-RENGO. ons by the JTUC-RENGO.
EFFORTS AND PROGRESS MADE IN REALIZING THE PRINCIPLE AND RIGHT	Ratification	Ratification status	Japan ratified the Equal Remuneration Convention, 1951 (No. 100) (C.100) in 1967. However, it has not yet ratified the Discrimination (Employment and Occupation) Convention, 1958 (No. 111) (C.111).
		Ratification intention	Under consideration for C.111. 2017 AR: The Government of Japan held discussions on ratifying ILO Convention No.111 at tripartite consultation meeting on March 3, 2017. In addition, the Government exchanged of views with social partners requesting ratification of C111. Further study is needed, however, concerning the consistency between C111 and national laws and regulations. 2015 AR: According to the Government: discussions were held on the ratification of C.111 at tripartite consultation meetings and there was an exchange of views with social partners requesting ratification of C.111.

¹ Country baselines under the ILO Declaration Annual Review are based on the following elements to the extent they are available: governments' reports, observations by employers' and workers' organizations, case studies prepared under the auspices of the country and the ILO, and observations/recommendations by the ILO Declaration Expert-Advisers and by the ILO Governing Body. For any further information on the realization of this principle and right in a given country, in relation with a ratified Convention or possible cases that have been submitted to the ILO Committee on Freedom of Association, please see: http://webfusion.ilo.org/public/db/standards/normes/libsynd.



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			However, the Government believes that further study is needed concerning the consistency between C.111 and current national laws and regulations. JTUC-RENGO regrets the grave situation where no positive progress for ratification of C.111 has been made over the years. Tripartite consultation on this matter did take place in April 2015 at the "ILO Roundtable" set up based on C.144, but it considers the consultations be far from effective. The Government, referring to a cabinet decision in 1953, stipulates that no convention could be ratified unless all the potentially conflicting domestic laws are amended and argues that for this reason, Japan is unable to ratify C.111. Concern is raised that Japan will never actually ratify C.111 in this light. 2013-2014 ARs: The Government reiterated that there was no change regarding ratification status. JTUC-RENGO expressed its disappointment at the situation where no progress has been made towards ratification of C.111. It strongly urged the Government to take positive and concrete actions to ratify this Convention as soon as possible and to collect information on how countries which have ratified C. 111 ensure consistency between their domestic laws and the Convention, and to promote research and study among the ministries and agencies concerned. 2009-2012 ARs: According to the Government: No change. According to the JTUC-RENGO: The Government should ratify C.111. In this regard, the JTUC-RENGO believes it is necessary for the Government to strengthen its efforts to promote Diet Members' understanding of the importance of ratification of core C.111 so as to activate discussion at the Diet toward ratification of this Convention (for instance, the Government can make thorough explanation about the purport and background of the Convention, and importance of ratifying core Convention, and importance of ratifying core Convention, and importance of ratifying core Convention, setc.). 2000-2006 ARs: According to NIKKEIREN: Japan should actify C.111. Tripartite consultations of
			ratification of this Convention and appropriate measures in order to address them.
	Recognition of the principle and right (prospect(s), means of action, basic legal	Constitution	YES. Under the 1947 Constitution (article 14, paragraph 1), "All of the people are equal under the law and there shall be no
	provisions)		discrimination in political, economic or social



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		relations because of race, creed, sex, social status or family origin. (Excerpt.)". Discriminatory measures in contravention of the constitutional provisions in national Acts and/or regulations are prohibited, and in fact, no such Acts or regulations and/or administrative measures exist. The Constitution (article 22) guarantees free choice of occupation to all individuals.
	Policy/Legislation and/or Regulations	• Policy: 2008 AR: According to the Government: In order to promote equal opportunity between men and women, the Ministry of Health, Labour and Welfare submitted to the diet at its 164th session a revised Bill of Equal Employment Opportunity Act and related legislation, which included provisions such as prohibition of discrimination against both men and women, and prohibition of indirect discrimination. The Bill was approved in June 2006 and entered in force in April 2007.
		• Legislation: 2017 AR: The Government reported that the Act on Proper Technical Intern Training and Protection of Technical Intern Training and Protection of Technical Intern Training Act") was enacted in November, 2016. The purpose of this Act is to protect the technical intern trainees. 2015 AR: According to the Government: The Ordinance for Enforcement of the Equal Employment Opportunity Act was amended in December 2013 to promote the reduction of disparity between men and women in employment. With the amendment, the scope of what is considered indirect discrimination has broadened. These provisions took effect in July 2014. A Bill on the Partial Revision of the Act on Improvement of Employment Management for Part-time Workers was submitted to the 186th Diet and passed in April 2014. It aims to expand the scope of part-time workers deemed equivalent to ordinary workers against whom discriminatory treatment is to be prohibited and to introduce a new measure that obliges employers to explain the details of measures they take to improve employment management to newly hired part-time workers. In March 2015, 'Guidelines for employers to treat properly, on matters set forth in the provisions relating to the prohibition of discrimination against people with disabilities (Guidelines on anti-discrimination against people with disabilities or treatment for people with disabilities in employment, and eliminate the barriers so that people with disabilities can use their abilities effectively (Reasonable accommodation guidelines)' were formulated, based upon the Amendment of the Law for Employment Promotion of Disabled Persons.



	When formulating these guidelines, the Government consulted the Subcommittee on Employment of Persons with Disabilities of the Labour Policy Council in which members of the public, worker representatives, employer representatives and representatives of people with disabilities considered important matters on employment policy of disabled persons. According to JTUC-RENGO: No progress has been seen in amending domestic laws towards ratification of C.111 as of August 2015. 2014 AR: According to the Government: The Human Rights Commission Bill to establish a new human rights institution to handle human rights infringements including discrimination in respect of employment and occupation was submitted to the Diet in November 2012 but was scrapped due to the dissolution of the House of Representatives on 16 November 2012. Appropriate consideration as to what human rights remedy system ought to be is underway in
Basic legal provisions	been seen in amending domestic laws towards ratification of C.111 as of August 2015. 2014 AR: According to the Government: The Human Rights Commission Bill to establish a new human rights institution to handle human rights infringements including discrimination in respect of employment and occupation was submitted to the Diet in November 2012 but was scrapped due to the dissolution of the House of Representatives on 16 November 2012.



		 (iii) Mariners Act (Act No. 100 of 1947), section 6; (iv) National Public Service Act (Act No. 120 of 1947), sections 27, 109; (v) Employment Security Act (Act No. 141 of 1947), sections 2, 3, 22; (vi) Mariners Employment Security Act (Act No. 130 of 1948), sections 2 and 4; (vii) Local Public Service Act (Act No. 261 of 1950), sections 13 and 60; (viii) Equal Employment Opportunity Act (Act No. 113 of 1972), section 1; (ix) Part-Time Act (Act No. 76 of 1993, section 9.); (x) Basic Act for Persons with Disabilities (Act No. 84 of 1970), section 4, paragraphs 1-3; (xi) Act on Employment Promotion, etc. of Persons With Disabilities (Act No. 123 of 1960), sections 5, 10.S.s
	Grounds of discrimination	2008 AR: According to the ITUC: Discrimination is prohibited on grounds of race, gender, disability, language and social status (late observations under the 2007 AR). 2004 AR: According to the Government: Discrimination in respect of employment and occupation is prohibited on grounds of race/colour, sex, religion, political opinion, national extraction and social origin.
	Judicial decisions	NIL.
Exercise of the principle and right	Special attention to particular situations	2017 AR: The Government stated that the Technical Training Act enacted in November 2016 is intended to protect the technical intern trainees. 2015 AR: According to the Government: Specific attention was paid to the prohibition of discrimination against people with disabilities and guidelines were formulated, based upon the Amendment of the Law for Employment Promotion, to eliminate discrimination against people with disabilities in employment.
	Information/ Data collection and dissemination	2005 AR: According to the Government: Relevant statistics on the realization of the principle and right (PR) are regularly kept by the Government.
Prevention/monitoring, enforcement and sanctions mechanisms	Opportunity Department in a planned manner at each enterprise in of Employment Opportunin case of violation of 2000-2002 ARs : Acceptablished as local personnel is allocated provisions. Dispute se	ording to the Government: The Equal Employment ent of the Prefectural Labour Bureau visits offices and grasps the employment management system of order to ensure the enforcement of the Equal nity Act. Administrative guidance is implemented this Act. ording to the Government: Inspection Offices are branches, and the proper number of necessary of for the monitoring and enforcement of the legal extlement is provided through advice, guidance and mediation at the request of one or both parties



	Involvement of the social partners	2015 AR: The Government indicated that it consulted the tripartite Labor Policy Council in the process of amendment of the Ordinance for Enforcement of the Equal Employment Opportunity Act etc. 2013 AR: The JTUC urged the Government to enhance effectiveness of the tripartite consultations in order to push forward ratification. 2005 AR: According to the Government: Employers' and workers organizations have been involved in the development and implementation of governmental measures regarding the PR. Indeed representative of workers and employers were involved in the revision of the Labour Standards Bill (sections 3 and 4) and the Act on Securing etc. of Equal Opportunity and Treatment between Men and Women in Employment.	
	Promotional activities	Institutions to promote equality	According to the Government: The Ministry of Health, Labour and Welfare.
		Other activities	2017 AR: The Government indicated that it has produced and distributed leaflets on the Technical Training Act.
			2015 AR: The Government stated that it was promoting effective employment management in accordance with the Equal Employment Opportunity Act through public awareness raising on the content of the Equal Employment Opportunity Act and Positive Action including the new Ordinance for Enforcement of the Equal Employment Opportunity Act.
			2001 and 2007 ARs: According to the Government: Other programmes include: (i) recruitment and screening; (ii) distribution of various educational materials; (iii) educational activities via media; (iv) training for human rights promoters on fair recruitment and screening; and (v) training for businesspersons.
	Special initiatives/Progress	Disabilities was amen discrimination agains existing obstacles encodisabilities. 2009 AR According revised in 2007 so as with part-time employ 2001 and 2007 AR activities are implement manager Opportunity Act. June 2007 Act. June	to the Government: The Basic Act for Persons with ded in 2011. It contains new provisions to prohibit at persons with disabilities and removes various ouraging equal rights and benefits for persons with to the Government: Part-Time Work Act was to correct unreasonable treatment against workers ment contract. As: According to the Government: Educational mented throughout the year to promote effective ment in accordance with the Equal Employment e is considered as the "One Month Campaign on pportunity between Men and Women".
CHALLENGES IN REALIZING THE PRINCIPLE AND	According to the social partners	Employers' organizations	NIL.
RIGHT		Workers' organizations	2013 AR: According to the JTUC-RENGO: Given that the Government's indication that some domestic laws should be amended and new laws be enacted before C.111 is ratified, the JTUC insists that the Government immediately take necessary actions as follows: (i) list the laws and the practices which must be amended, and; (ii) collect good examples how other countries ensured consistency with this Convention.



is appeal to the Government to artify C.111, and regretited that no progress was made in this regard. It believed that it would be necessary for the Government to promote Diet Members' understanding of the importance of a core Convention such as C.111 so as to activate discussion at the Diet toward ratification of this instrument (for instance, the Government could make thorough explanation of the purport and background of the Convention, the importance of ratifying core Conventions, etc.). 2009 AR: According to the JTUC-RENGO: The Government expressed its view to the workers and employers' organizations that enactment of the Fundamental Human Rights Protection Bill at the Diet is one of the prersuptive for the ratification of C.111. The Fundamental Human Rights Protection Bill at the Diet is one of the prersuptive for the Fundamental Human Rights Protection Bill at the Diet is one of the prersuptive for the ratification of C.111. The Fundamental Human Rights Protection Bill at the Diet is one of the prersuptive for the Partification of C.111. The Fundamental Human Rights Protection Bill at the Diet is one of the prersuptive for the Partification of C.111. The Fundamental Human Rights Protection Bill at the Diet is one of the prersuptive for the Partification of C.111. The Fundamental Human Rights Protection Bill at the Diet is one of the prersuptive for the Partification of C.111. The Fundamental Human Rights Protection Bill at the Diet and was abandoned in 2003 since the Bill did not aguarantee independence of the monitor and relief organization, and the parties in opposition could not support. Thereafter, there has been no progress to realize the Bill at the Diet and prospects are gloomy. The amendment Bill for the Part-Time Work Act passed through the Diet in 2007. Although the revised Act prohibits discriminatory teamment to part dime workers sit results in 2007. Although the revised Act prohibits discriminatory the Act of the Partification of the Partification of the Partification of the Partification of	I	I	
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			Government expressed its view to the workers' and employers' organizations that enactment of the Fundamental Human Rights Protection Bill at the Diet is one of the prerequisites for the ratification of C.111. The Fundamental Human Rights Protection Bill aiming to ensure full-range human rights protection was introduced to the Diet, however, the Bill failed to pass the Diet and was abandoned in 2003 since the Bill did not guarantee independence of the monitor and relief organization, and the parties in opposition could not support. Thereafter, there has been no progress to realize the Bill at the Diet and prospects are gloomy. The amendment Bill for the Part-Time Work Act passed through the Diet in 2007. Although the revised Act prohibits discriminatory treatment to part-time workers, it seems only 1-5 per cent out of whole part-time workers who can enjoy the amendment, because the Act sets strict conditions for applicable scope of part-time workers. Therefore, necessity of amendment of the Act to realize equal treatment for whole part-time workers still remains. 2008 AR: According to the ITUC (late observation under the 2007 AR): Sexual harassment in the workplace remains problematic throughout the country. The new version of the Equal Opportunity Act provides for enforcement of further penalties for sexual harassment at the workplace from April 2007. The ITUC also states that although persons with disabilities are not generally subject to overt discrimination in employment they face limited access of same in practice. 2007 AR: According to the JTUC-RENGO: The Equal Employment Opportunity Act was revised in 2006. However, its amendment was insufficient in terms of prohibition of indirect discrimination. Amendment of the Act for achieving gender equality and equal treatment between full-time and part-time workers. 2006 AR: According to the JTUC-RENGO: The Government should revise the labour legislation in order to achieve gender equality and equal treatment between full-time and part-time workers.



and equal treatment between full-time and part- time workers. According to the ICFTU: (i) women are under- represented in managerial track; (ii) persistent discrimination based on retirement age especially against women; (iii) persisting sexual harassment at workplace; (iv) discrimination on grounds of social origin in recruitment; (v) discrimination against foreign residents in national and local public services; (vi) disabled people are under-represented in private companies. 2005 AR: According to the JTUC-RENGO: (i) no improvement in wage disparities between men and women; (ii) lack of labour legislation review. 2003 AR: According to the ICFTU: (i) discretional choice given to the employer at recruitment; (ii) persisting discrimination against women workers; (iii) lack of penalty and sanction measures to address sexual harassment at workplace; (iv) persisting discrimination against migrant workers; (v) increasing vulnerability of disabled people in the labour market. 2002 AR: According to the JTUC-RENGO: (i) persisting discrimination in employment and occupation; (ii) lack of understanding of C.111.
2001 AR: According to the ICFTU: (i) persisting discrimination against women workers; (ii) higher concentration of women in temporary jobs and increasing female unemployment, especially young women; (iii) managerial-track jobs as a male domain in most companies; (iv) lack of effective prohibition of discrimination; (v) lack of effective sanction measures as regard sexual harassment at workplace; (vi) Japanese nationality as a requirement for employment in national and local public services and the private sector; (vii) migrants workers subject to abuses.



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According to the Government	2009 AR: According to the Government: Part-Time Work Act was revised in 2007 so as to correct unreasonable treatment against workers with part-time employment contract. In response to the ITUC's observations recorded under the 2008 AR, the Government indicated the following: The revised Equal Employment Opportunity Act between Men and Women provides that employers shall establish necessary measures in terms of employment management to give advice to workers and cope with problems of worker, and take other necessary measures so that workers they employ do not suffer disadvantages in their working conditions by reason of workers' responses to sexual harassment in the workplace, or so that their working environments are not harmed by sexual harassment unterance. For this revision, it clearly states that employers have an obligation to take a certain action in their employment management, and sexual harassment to men was also added as this law's object. Such measures as advice, guidance and recommendation can be taken by prefecture Labour Bureau for employers' violating the provisions of the Act. Furthermore, the public announcement system about the name of the company is applied to sexual harassment. When the employer does not obey the recommendation, the company's name will be disclosed to the public as a counter-measure under the Act. Both employees and employers became able to use the mediation procedure made by Prefectural Labor Bureau. These actions will surely work more effectively to prevent sexual harassment. Regarding prohibition of employment discrimination against Persons With Disabilities, the Basic Act for Persons with Disabilities (Act No. 84 of 1970) stipulates in its section 4, paragraphs 1, that "No one shall be allowed to discriminate against persons with Disabilities or violate their rights and benefits on the basis of disability." In addition, the Act for Employment Promotion, etc. of Persons With Disabilities elaborates on this stipulation: employers must ensure appropriate management with du
	2007 AR: According to the Government: The Equal Employment Opportunity Act (Act No. 113 of 1972) was revised in 2006 with a view to promoting further equal opportunity and treatment between men and women in employment. In response to the JTUC-RENGO's, the Government indicated the following: In order to promote equal opportunity between men and women, the Ministry of Health, Labour and Welfare submitted to the diet at its 164th Session a revised Bill of Equal Employment Opportunity Act and related laws, which included provisions such as prohibition of



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		discrimination against both men and women, and prohibition of indirect discrimination. The Bill was approved in June 2006. With regard to the structure of the provision prohibiting indirect discrimination, the Bill stipulates that the ministerial ordinance of the Ministry of Health, Labour and Welfare should specify 3 kinds of cases, and that these would be considered illegal when there are no legitimate reasons. It was decided to adopt this structure on the grounds that the Labour Policy Council, consisting of intellectuals, representatives of employers and employees (all employees' members are representatives of JTUC-RENGO or its affiliated groups), concluded that it would be appropriate to adopt a legal framework in which these 3 cases activities would be considered indirect discrimination, and that the scope of prohibition could be revised to include other case if needed, taking the trend of judgments of the court into consideration. Therefore, the JTUC-RENGO's observation that the amendment was insufficient misses the point, because the amendment covers sufficient matters, and it was based on the tripartite consensus. Additionally, in July 2006 the Ministry of Health, Labour and Welfare started a discussion on a policy concerning part-time work in the Equal Employment Subcommittee of the Labour Policy Council, consisting of intellectuals, representatives of employers and employees, and it is scheduled to compile a final conclusion at the end of this year. The Ministry of Health, Labour and Welfare intends to take appropriate action based on the conclusion. 2005 AR: In response to the JTUC-RENGO's observations, the Government made the following comments: (i) a panel has been held in relation to the PR; (ii) the Minister of Health, Labour and Welfare will take appropriate measures as a follow up of discussions initiated by the Equal Employment Subcommittee of the Labour Policy Council since September 2004; (iii) it is necessary to reach an agreement on the issue of strengthening regulations to ensure equal
TECHNICAL COOPERATION	Request	2015 – 2017 AR: The Government and JTUC-RENGO expressed the need for ILO's technical cooperation on providing information of good examples of how countries which have ratified C.111 ensured consistency between their domestic laws and the Convention.
		2014 AR: According to JTUC-RENGO: ILO technical assistance is needed for information on good examples of how other countries that ratified C.111 ensure consistency with their domestic laws. It would appreciate ILO's observations on specific domestic legal provisions which seem to be in conflict with C.111.
		2009 and 2012 ARs: According to the JTUC-RENGO: ILO technical cooperation is needed in order to ensure consistency between C.111 and national laws. Also, if ILO expert(s) could visit Japan and illustrate the importance of ratification of this Convention to the members of Diet, the situation toward ratification will be very much improved.
	Offer	ILO (technical assistance in the labour law review process).
EXPERT-ADVISERS' OBSERVATIONS/ RECOMMENDATIONS	2008 AR: The ILO Declaration Expert-Advisers (IDEAs) noted the intentions expressed by most governments, including the Government of Japan, to ratify or consider ratification of conventions Nos. 100 and/or 111. They encouraged the governments to accelerate this process so as to make an important step forward towards universal ratification. Given that many countries have requested ILO	



	technical cooperation in the ratification process (on the content of Conventions Nos. 100 and 111, labour law review, ratification process, etc.), the IDEAs requested the Office to strengthen its assistance this regard (cf. paragraphs 66 and 67 of the 2008 Annual Review Introduction – ILO: GB.301/3)
GOVERNING BODY OBSERVATIONS/ RECOMMENDATIONS	2015 AR: At its March 2014 Session, the Governing Body invited the Director-General to: (a) take into account its guidance on key issues and priorities with regard to assisting member States in their efforts to respect, promote and realize fundamental principles and rights at work; and (b) take account of this goal in the Office's resource mobilization initiatives.
	2013 AR: At its November 2012 Session, the Governing Body requested the Director-General to take full account of the ILO Plan of Action on Fundamental Principles and Rights at Work (2012-2016) and allocate the necessary resources for its implementation. This plan of action is anchored in the universal nature of the fundamental principles and rights at work (FPRW), their inseparable, interrelated and mutually reinforcing qualities and the reaffirmation of their particular importance, both as human rights and enabling conditions. It reflects an integrated approach, which addresses both the linkages among the categories of FPRW and between them, and the other ILO strategic objectives in order to enhance their synergy, efficiency and impact. In this regard, freedom of association and the effective recognition of the right to collective bargaining are particularly emphasized as enabling rights for the achievement of all these strategic objectives.
	2011 AR: At its March 2010 Session, the Governing Body decided that the recurrent item on the agenda of the 101 st Session (2012) of the International Labour Conference should address the ILO strategic objective of promoting and realizing fundamental principles and rights.
	2009 AR : During its March 2009 Session, the Governing Body included the review of the follow-up to the 1998 ILO Declaration on Fundamental Principles and Rights at Work on the agenda of the 99 th Session (2010) of the International Labour Conference.
INTERNATIONAL LABOUR CONFERENCE RESOLUTION	2013 AR: In June 2012, following the recurrent item discussion on fundamental principles and rights at work, under the ILO declaration on Social Justice for a Fair Globalization, 2008 and the ILO Declaration on Fundamental Principles and Rights at Work and its Follow-up, 1998, the International Labour Conference adopted the Resolution concerning the recurrent discussion on fundamental principles and rights at work. This resolution includes a framework for action for the effective and universal respect, promotion and realization of the FPRW for the period 2012-16. It calls for the Director- General to prepare a plan of action incorporating the priorities laid out in this framework for action for the consideration of the Governing Body at its 316 th Session in November 2012.
	2011 AR: Following a tripartite debate at the Committee on the 1998 Declaration, the 99 th Session (2010) of the International Labour Conference adopted a resolution on the follow-up to the ILO Declaration on Fundamental Principles and Rights at Work on 15 June 2010. The text appended to this resolution supersedes the Annex to the ILO Declaration on Fundamental Principles and Rights at Work, and is entitled "Annex to the 1998 Declaration (Revised)". In particular, the resolution "[notes] the progress achieved by Members in respecting, promoting and realizing fundamental principles and rights at work and the need to support this progress by maintaining a follow-up procedure. For further information, see pages 3-5 of the following link: http://www.ilo.org/wcmsp5/groups/public/ed norm/relconf/documents/meetingdocument/wcms 143164.pdf.