

行政院及所屬各機關因公出國人員出國報告書  
(出國類別：其他)

出席 2017 年 WTO 第 13 次日本貿易政策檢討會議報告

服務機關：經濟部國際貿易局

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派赴國家：瑞士日內瓦

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會議地點：瑞士日內瓦

會議日期：106 年 3 月 8、10 日

會議主席：香港駐 WTO 常任代表 Ms. Irene Young

會議與談人：英國駐 WTO 大使 Mr. Julian Braithwaite

### 壹、緣起與目的

- (一)WTO 貿易檢討機制 (Trade Policy Review Mechanism, TPRM) 係為檢討 WTO 會員國之貿易政策及措施對 WTO 多邊貿易體系之影響，而對各會員國進行經常性、普遍性或全面性之檢視。
- (二)鑒於日本為我重要的經貿夥伴，日本為我國第 3 大貿易夥伴、第 4 大出口市場及第 2 大進口來源國，其政策走向對我國具重要影響，深值關注。為即時掌握日本貿易政策最新進展、各國對日貿易政策關切及瞭解本次會議檢視之詳情，進而協助本局推動對日雙邊經貿業務，增進臺日經貿利益，爰派員出席會議，瞭解並參與相關討論。
- (三)本次日本貿易政策檢討會議係由香港駐 WTO 常任代表 Ms. Irene Young 主持，英國駐 WTO 大使 Mr. Julian Braithwaite 擔任與談人。日本代表團由該國外務省經濟局副局長 Mr. Tomochika Uyama 率團與會。我方係由我國常駐世界貿易組織代表團朱大使敬一率同代表團吳秘書怡真及職代表出席。本次檢討包含我國在內共 32 個會員已於會前提出書面問題；另會中包含我團朱大使等共 55 個會員代表發言。

## 貳、3月8日會議情形

### 一、日本駐 WTO 大使 Mr. Ihara 發言重點

- (一) 面對反全球化浪潮高漲，日本堅信自由貿易對於全球經濟之重要性，高度認同並積極參與 WTO 的貿易政策檢討機制 (TPRM)。雖有人批評 TPRM 無拘束力，日方認為軟實力時常比硬實力更為有效，透過準備報告及回復會員的關注，將能協助改善會員的貿易政策，強化多邊貿易體系。
- (二) 惟日方認為現行之 TPRM 有效性不足，無法反映目前的貿易現況，建議將數位貿易納入 TPRM。

### 二、日本外務省經濟局 U 副局長發言重點

- (一) 安倍經濟學：為推動經濟成長、扭轉通縮困境，2012 年日本推出安倍經濟學政策(亦稱安倍三箭)，迄今已有多項效果，包括名目 GDP 成長 9.5%、實質 GDP 成長 5.3%、就業人口增加 170 萬人、薪資成長、家庭可支配所得增加等，以上均顯示日本確實開始正向經濟景氣循環。下就三箭分項討論：
  1. 第 1 支箭，貨幣政策：日本央行透過寬鬆貨幣政策，已成功使日本脫離通貨緊縮的困境，但仍未達成其訂定之消費者物價指數(CPI)2%目標，爰日本央行於 2016 年 9 月推出新一輪「質化及量化寬鬆」，其中包含負利率政策，盼強化原貨幣政策。
  2. 第 2 支箭，財政政策：為促進經濟復甦，2016 年 8 月 2 日日本政府通過 28 兆日圓預算，用於支持國內需求及奠定日本中期、長期經濟成長之基礎。
  3. 第 3 支箭，結構改革：其涵蓋範圍廣泛，例如在農業改革(強化國內農業競爭力與生產力)下，近 4 年的農產品出口每年持續成長。雖結構改革在許多方面已有成果產生，惟商業活動仍未飽和，日本將持續推動結構改革。

(二) 除前揭安倍三箭政策將持續推動外，面對日本人口結構老化及生育率下降的問題，2016 年日本政府推出新安倍三箭政策，目標包括：(1) 2020 年名目 GDP 達 600 兆日圓、(2) 2020 年代初期出生率達 1.8、(3) 2020 年代中期看護離職率控制為零。

(三) 重點貿易政策：

1. 強化多邊體系：日本將會持續支持 WTO 之多邊體系，積極參與 TiSA、EGA 等談判。認為本年的 WTO 部長會議(MC11) 應隨國際經濟環境變化調整 WTO 規則，例如強化電子商務、數位貿易等規則。
2. 反對保護主義：為阻止保護主義擴散，日本認為必須維持 WTO 之多邊體系，並自 2008 年起在 APEC、G7 及 G20 等多邊場域持續發聲反對保護主義。
3. 援助貿易發展：日本積極實現聯合國 2030 永續發展目標，2015 年投入 118 億美元支援貿易發展，例如在越南興建日新大橋，大幅加速物流；將投資非洲 30 億美元，發展基礎建設；實施貿易促進協定，協助開發中國家建立電子貿易系統、單一窗口、一站式邊境管制站、法規國際調和等。
4. EPA/FTAs：日本推動與經貿夥伴洽簽經貿相關協定，包括 Mega FTAs(如 TPP、RCEP)、雙邊經濟夥伴協定(EPA)及投資保障協定等。日方表示雖 TPP 前景不明，但 TPP 所訂定之規則將會成為未來 FTA 之基礎。就 EPA 部分，日本目前致力與歐盟談判，並期盼中日韓 FTA 能達到高品質。就投資保障協定，日本目前有 13 個 EPA 涵蓋投資專章，29 個投資協定已簽署/生效，目標在 2020 年已簽署/生效之國家達 100 個。
5. 對日食品進口管制：自從發生福島核災後，一部分國家對日本食品做進口管制。目前大部分國家已解除或放寬其管制，

日方盼其餘國家依據科學基礎調整其管制措施。

### 三、與談人英國 B 大使評論

#### (一) 總體經濟：

1. 日本的經濟表現仍充滿挑戰，雖安倍三箭取得初步成果，日本仍面對消費不振、私人投資少、出口疲憊、FDI 偏低等問題。安倍三箭中之結構改革尤其重要。
2. 日本盼透過舉辦 2020 東京奧運向世界各國展現日本的先進科技並推動觀光。B 大使表示從英國過往經驗，倫敦 2012 奧運確實為觀光部門帶來突破性成長。

#### (二) 人口趨勢：

1. 自 2010 年日本人口達到尖峰後即開始急速下滑，同期間亦急速老化，日本提出新安倍三箭政策，旨在強化人口結構，並提供安心的社會保障。作法涵蓋推廣延長退休年齡至 65 歲、鼓勵企業採用中高齡員工、促進女性就業率及就業平等。
2. 為達成 2020 年名目 GDP 600 兆日圓之目標(安倍新三箭目標之一)，日本政府開始推動第 4 次工業革命。此革命將可提升全球收入水平、改善生活品質，亦可能造成貧富差距擴大，尤其當製造及服務被機器取代時，勞動市場的技能需求將大幅改變。面對此挑戰，日本已著手強化教育與職業訓練，B 大使建議日本亦應思考如何善用國際勞動市場。

#### (三) 貿易政策：

1. 日本積極參與 WTO 之多邊架構，包括推動 EGA、TiSA 等談判，並持續推動雙邊自由貿易協定，日本已簽署 16 個經濟夥伴協定(EPA)。
2. B 大使認為，21 世紀的雙邊貿易協定不應僅是降稅，除應加速中間財貿易外，亦應涵蓋服務、資本、資料(data)、智

慧財產權、人員、know-how 等的國際移動，並協助解決國際問題，例如氣候變遷、環境保護、勞工標準等。TPP 即為一例，B 大使同意日本之觀點，認為 TPP 草案將可作為未來 FTA 之談判基礎，特別是電子商務部分。

3. 日本 2015 年的非農產品簡單平均關稅稅率為 3.6%，農產品稅率為 16.7%；2013-15 年，商品貿易平均佔日本 GDP 的 30%，其中出口佔 17.9%、進口佔 18.9% (2015)；日本鮮少使用貿易保護措施，反傾銷措施從 2014 年的 2 件微升至 2016 的 6 件；2017 年世界銀行「Doing Business Report」中，日本排名全球 34 名。
4. 會員主要關切的領域(1)日本的投資架構：許多會員關切 FDI 的吸引措施及限制，及日本對於國家戰略特區的未來規劃。(2)關務：關切日本的加速通關措施，包括 AEO(Authorized Economic Operator，認證優質企業)、特定產品的通關程序等。(3)技術標準及規範：質疑日本標準與國際間的調和性。

#### 四、我國發言重點

- (一) 臺日經貿關係密切，日本是我國第 4 大出口市場，亦是臺灣主要的外資來源國。我方稱許日本推動結構改革，倘其改革成功，全球皆將受其惠。
- (二) 我方關切日本的關稅制度複雜且不可預測。鞋類品與帽子的平均關稅(32.6%)、加工食品的平均關稅(18.3%)和其他產品相比較高；另部分產品有配額限制，且配額的方法及程序較為複雜，增加貿易不確定性。我方鼓勵日本持續改進並簡化其關稅制度。
- (三) 最後，我方肯定日方在 WTO 之重要性及其貢獻，盼日方能持續扮演領導推動角色，使本年度的部長會議順利成功。

## 五、各會員發言重點

### (一) 美國

1. 日本首相安倍與美國總統川普於本年年初的首相會面後發表共同聲言，表示將強化美日兩國的經貿關係，並強調自由、公平貿易之重要性；
2. 稱許日本結構改革，惟認為 2020 年要將 FDI 增加 2 倍的目标恐難達成；
3. 對日本政府推動公司治理、服務業(金融、護理、資通訊)上的改革與放寬外國人限制表示贊同；
4. 仍存在非關稅貿易障礙，特別是汽車業及農業部分。日本的汽車市場因檢驗程序冗長繁瑣、售後服務網難以建立等問題，使美國汽車難以銷日；
5. 有關政府採購，秘書處報告指出 2014 年政府採購外人得標比例僅 3%，盼增加政府採購之透明度，並允許更多外商加入競爭。

### (二) 歐盟

1. 將談判中之「歐盟-日本 FTA」列為優先目標，盼此 FTA 能改善雙方長久以來的貿易障礙，例如農業部門；
2. ITA 擴大談判於 2015 年完成談判，惟日本尚未展開降稅，盼日本政府加速落實 ITA 擴大談判；
3. 有關 SPS，日本的國內標準與國際標準仍存在落差並有歧視，就歐盟出口業者的經驗，日本的食物查驗系統過於嚴苛，且經常遭遇冗長繁瑣的批准程序；
4. 有關 TBT，建議日本多加採行國際標準，特別是紡織、製藥等產業；
5. 雖日本放寬政府採購的相關規定，惟其程序透明度仍不足，

特別是在地方政府採購部分。

### (三) 中國大陸

1. 盼日本加速 ITA 擴大談判的落實；
2. 依據中國大陸的 WTO 入會條文，中國大陸已是市場經濟體，呼籲日本應立即停止以「非市場經濟體」方式計算中國大陸的反傾銷額；
3. 就特定的食品輸入存在歧視，延遲通關時間將損害出口廠商之權益，盼能加速通關程序，並強化雙方在食品檢驗、食品安全之合作。

## 六、其他各會員關切重點

- (一) 農業高度保護：秘書處報告指出農業為日本保護最高之產業，保護方式包括高關稅、配額、農產品價格控制等。美國、歐盟、紐西蘭、巴拉圭、厄瓜多、印度、泰國、緬甸、巴拿馬、阿根廷、墨西哥、哥倫比亞、智利、瓜地馬拉、多明尼加等會員呼籲日本應放寬農業保護，迎向自由貿易。
- (二) 日本尚未落實 ITA 擴大談判降稅承諾：2015 年 ITA 擴大談判完成後，日本迄今尚未實施。關於本節，香港、歐盟、中國大陸、挪威、紐西蘭、摩爾多瓦等會員均表達關切。
- (三) SPS、TBT 的國內標準未與國際標準相符：美國、歐盟、韓國、中國大陸、巴西等會員強調日本存在非關稅貿易障礙，特別是日本的 SPS、TBT 的國內標準未與國際標準相符或檢驗過於嚴苛。
- (四) 獲得 AEO 的廠商家數過少：瑞士表示，依據秘書處報告日本目前給予約 600 家廠商 AEO 待遇，惟和日本的經濟規模相比顯得過少。
- (五) 航運服務業：挪威建議日本開放其航運服務業，增加競爭將

有助於日本降低其高昂之物流成本。

- (六) 漁業：秘魯、挪威、阿根廷等會員關注日本在漁業補助及過度捕撈等問題。
- (七) 林業：加拿大關注日本新推出之商業木材法，呼籲日本與加拿大合作，使此法案不會構成貿易障礙。
- (八) 肯亞、迦納、奈及利亞、摩洛哥、宏都拉斯、斯里蘭卡、尼泊尔、柬埔寨等會員肯定日本援助該國之貿易能力建構。

### 參、3月10日會議情形

#### 一、日本代表外務省經濟局 U 副局長回應會員體之提問

(一) 政府公債：日本政府積極強化其自身財政，訂定 2020 年中央及地方政府的中期財政目標轉虧為盈，並自此之後持續縮減公債對 GDP 的比例。作法包括(1)增加稅收，例如 2019 年提升消費稅與(2)縮減開支，特別是減少社會安全支出。

(二) 海外直接投資(FDI)：

1. 日本除特定產業(如飛機、武器及核能)外，未對 FDI 有限制。惟調查顯示，日本國內的複雜規範確實可能構成外人在日經商之阻礙。為達成「世界最友善經商之國」的目標，日本刻正推動法規改革、法規簡化及程序簡化。
2. 有關研發(R&D)領域的投資獎勵措施，日本政府對以下項目提供財務協助：在日本設置研發中心、在日本進行實驗、與日本產官學界共同合作之研究等。
3. 國家戰略特區旨在打造日本第一的商業環境，例如新設的東京一站式經商中心協助國際企業落腳日本。

(三) 貿易政策

1. ITA 擴大談判之落實：ITA 擴大談判已於本(2017)年 2 月提交國會等待審議。
2. 貿易救濟：當有其必要時，日本會在符合 WTO 規範下持續

實施貿易救濟措施。

3. 漁業補助：日本認為應禁止會造成過度捕撈的漁業補助及對非法、未報告及未受規範漁業(IUU)的漁業補助。
4. 關稅：有關會員希望日本擴大約束關稅的涵蓋範圍，因目前的涵蓋範圍為 WTO 入會所承諾之範圍，若要調整將需與各會員談判，就目前時間點無法做評論；另日本認為鞋類產品的稅率已充分考慮並反映在地製造業需求。
5. 汽車等工業產品輸日困難：日本對輸日汽車產品未存在非關稅貿易障礙或歧視措施，日方認為汽車市場已充分開放。
6. LDCs 優惠原產地規則：日本刻正準備對 LDCs 優惠原產地之檢視。
7. 關務措施：日本目前與 8 個 WTO 會員簽署 AEO 相互認證協定，並與 3 個會員展開談判。為促進更多企業加入 AEO，日本近日修訂關務法，允許 AEO 會員發送證明至任一日本關務辦公室。

#### (四) 農業部門：

1. 農產品進口：日本每年向海外進口大量農產品，2013 年總進口額達 582 億美元(世界第 2 大)，對他國農業發展有所貢獻。
2. 農產品貿易措施：日方表示該國對農產品的支持及保護措施(包括關稅水準、關稅配額、國營企業貿易、國內支持等)皆符合 WTO 規範，並定期檢視修正以確保措施的公平性、透明性及合法性。
3. 通報 WTO 國內支持措施：WTO 國內支持措施的日本通報資料僅更新至 2012 年，日本刻正準備 2013 年的通報資料，預計本年上半年通報 WTO。
4. 木材：關於合法砍伐木材法案，日本刻正制訂施行細則落實該法案。

5. 農業改革：日本刻正強化該國農業，計畫包括促進國內及海外對日本農漁林產品的需求、縮減製造成本及改善物流等。

#### (五) SPS/TBT：

1. SPS：日本的食物標準是基於科學基礎並與國際標準相互調和，例如依據 WTO SPS 第 3.1 條，訂定農產品化學殘留物、食品添加物最大值時將 Codex 標準納入考量；在必要情況時，依據 SPS 第 3.3 條，制定雖不合於 Codex 但基於科學基礎之食品標準；疫區的動物產品進口管制是基於科學基礎之風險檢視，其措施合於世界動物衛生組織(OIE)相關規範及 SPS 協定，當要求開放國提供充分資訊時，風險檢視程序將能順利進行。
2. TBT：日本的 TBT 國內措施是基於相關的國際規範，並符合 TBT 協定，日本將持續努力使其措施與國際調和。

#### (六) 服務業：

1. 反壟斷法的豁免產業：關於部分會員質疑日本反壟斷法豁免特定產業(如保險、海事、航空運輸業)，日方表示自 1994 年以來反壟斷法已修改 3 次，並廢除部分豁免產業。就保險與海事服務業暫無檢視計畫；就航空運輸業，日方目前考慮進行檢視，將參考他國作法及市場衝擊等。
2. 廣播業：因廣播業係透過有限之頻譜傳播資訊給不特定多數，對日本文化及社會有重要影響，故日本暫不考慮開放廣播業。

#### (七) 政府採購：

1. 日本作為 GPA 會員，中央與次級中央政府的政府採購遵循 GPA 規範。2014 年政府採購外人得標比例 3%，反應其招標程序透明且公正。
2. 日本新加入複數方共同投標之規定，中央與次級中央政府採購皆可適用；另 2016 年將此規定擴大適用至地方政府採購

(限於採購大量商品或服務)。

(八) 貿易發展：

1. LDC 的免稅免配額措施：日本給予所有 LDC 國家享有免稅免配額措施，涵蓋 98% 產品項，排除的產品包括國內產業敏感產品、有限自然資源產品等。日方將會審慎檢視是否擴大免稅免配額措施之產品項。
2. LDC 服務業放寬(services waiver)：日本於 2015 年提交 WTO 對 LDC 國家的服務業優惠待遇，其中包括自然人移動。有關對工作許可證的提問，日本未設有「工作許可證」制度，但特定行業的外籍人士可透過現行制度取得「居留證」。

(九) 低效能石化燃料補助：日本未設有會造成浪費增加的低效能石化燃料補助，因此日方認為日本不應為 G20 會員中被檢討的優先國家之一。

## 二、 各會員第二輪發言重點

本日計有我方、歐盟、美國、加拿大等 4 個會員代表發言。各會員除感謝日本對各國提問之回應說明外，部分會員再度簡要說明關切事項。

(一) 歐盟：

1. 歐盟認同安倍三箭有助改善日本總體經濟環境，應加強結構改革，開放市場，特別是農業市場及政府採購之開放；
2. 新增提問包括紅酒之地理標示問題，盼日方回應。

(二) 美國：

1. 呼籲日方應儘速落實 ITA 擴大談判，並放寬對於農業部門之保護；
2. 新增提問包括如何區別政府採購之原產地，盼日方回應。

## 三、 主席香港代表團常任代表 Ms. Irene Young 結語

(一) 2015-17 年，日本持續面臨經濟及人口結構的挑戰，為此日本提出安倍三箭政策，WTO 會員贊同此政策並表示結構改革尤

其重要。

- (二) 目前國際貿易的不確定性及不信任感大量擴散，會員稱許日本對多邊貿易體系所作之努力，並期盼 ITA 擴大談判能盡快落實。
- (三) 面對海外投資日本(FDI)偏低的問題，會員認為市場進入是一主因，例如嚴峻法規造成外資難以和本地製藥公司合併；政府採購的招標及行政程序仍有改進空間等。會員期盼能有更具預測性的投資制度、更佳的公司治理及友善的經商法規。
- (四) 會員稱許日本致力加速通關流程，包括推動 AEO。會員亦關切農產品及部分工業產品的高關稅，盼日本能降低關稅高峰、擴大約束稅率涵蓋範圍及簡化關稅結構。
- (五) 關於 SPS 與 TPT，會員認為日本的要求相較國際嚴苛，為符合日本要求，將增加出口成本。
- (六) 農業仍是會員最為關注的產業，會員關切日本農業的高關稅、價格控制、進口管制及高度國內支持，認為會扭曲貿易並限制市場進入，呼籲日本應強化其透明性，亦即定期通報 WTO，並朝自由貿易方向開放。
- (七) 特定會員關切部分產業(汽車、飛機製造、保險、空運及海運、廣播、會計)的保護措施。
- (八) Y 主席對日本 I 大使開場中「TPRM 為有效的軟實力」表示贊同，認為 TPRM 將可協助會員檢視及改進其貿易政策。最後，盼日本能從本次 TPR 收穫良多，並期許日本未來能持續支持 TPRM。

#### **肆、心得與建議**

- (一) 日本從 1990 年經歷泡沫化後，長期經濟衰退或低成長，陷入了「失落的 20 年」，自 2011 年安倍三箭政策的推行，是否能終結日本長期經濟不振的情形，仍為本次會議討論之主要議

題。多數會員均認為安倍三箭中的結構改革最為重要，其措施也均是針對日本現在面臨的主要挑戰而設計，例如少子化、高齡化、勞動力減少、吸引國際投資不振等。究竟安倍三箭是否能扭轉日本經濟，重新啟動成長引擎，值得我國持續關注。

- (二) 多數會員關切的日本貿易障礙問題與過去相似，TBT/SPS 國內標準嚴苛、農業保護、市場進入等問題。農業是日本極為重視的產業，在安倍三箭的結構改革也包含農業改革，不過方向是朝增加日本農業的競爭力，而非自由開放。另關於日本市場進入問題，除語言、文化等障礙，日本國內產業完善多元，也間接造成外國產品難以打入日本市場。
- (三) 會員除了提出關切的貿易障礙外，亦有很多會員稱許日本對於國際貿易體系的努力，例如協助建構東南亞國家的貿易便捷化措施、加強對非洲國家的投資及基礎建設等，日本透過幫助 LDC 國家基礎建設，一方面輸出其工程技術，一方面又可藉由 LDC 國家的成長推動全球經濟成長，惟此一戰略是否能適用於我國，仍有待研究。
- (四) 誠如日本駐 WTO 大使 Mr. Ihara 的發言，TPR 雖未有強制力，卻是一個軟實力的展現。本次會議可觀察，透過 TPR 的機制，各國重新檢視與日本現行的貿易關係及障礙，並向日本提出關切與建議。這些建議雖無法馬上實現，但卻能在日本政府上種下一個小苗，逐漸成長茁壯。

**附件**

- 一、日本代表團成員名單
- 二、日本代表團開場聲明
- 三、與談人英國 B 大使評論
- 四、日本第二日回應聲明
- 五、主席結語

## 一、 日本代表團成員名單

Mr. Tomochika UYAMA (Head of Delegation)

Deputy Director-General, Economic Affairs Bureau, Ministry of Foreign Affairs

Mr. Junichi HOSONO

Principal Deputy Director, International Trade Division, Ministry of Foreign Affairs

Mr. Kazutaka TSURUDOME

Official, International Trade Division, Ministry of Foreign Affairs

Ms. Misaki NAKAGAWA

Official, Services Trade Division, Ministry of Foreign Affairs

Ms. Ritsuko YONEDA

Deputy Director, International Organizations Division, Ministry of Agriculture, Forestry and Fisheries

Mr. Masayuki YATAKE

Deputy Director, International Organizations Division, Ministry of Agriculture, Forestry and Fisheries

Mr. Motoyuki OKURA

Deputy Director, International Negotiations Division, Customs and Tariff Bureau, Ministry of Finance

<Permanent Mission of Japan to the International Organizations in Geneva>

H.E. Mr. Junichi IHARA

Ambassador

Permanent Representative to the WTO

Mr. Ryosuke KUWANA

Minister

Deputy Permanent Representative to the WTO

Mr. Naoto ITO  
Counsellor

Mr. Jin YAMAGUCHI  
Counsellor

Mr. Yasuyuki KOBAYASHI  
Counsellor

Mr. Atsushi TSUKADA  
First Secretary

Mr. Takahiro SATO  
First Secretary

Ms. Junko UENO  
First Secretary

Mr. Kensuke TSUNODA  
First Secretary

Mr. Satoshi SAKAMOTO  
First Secretary

Mr. Kenji SAITO  
First Secretary

Mr. Yuichiro OKUMURA  
First Secretary

Mr. Tomohiro NAKAMURA  
First Secretary (Delegation Coordinator)

Ms. Saeko HASHIMOTO  
Second Secretary

## 二、 日本代表團開場聲明

### **TRADE POLICY REVIEW OF JAPAN (8 AND 10 MARCH 2017)**

OPENING STATEMENT BY AMBASSADOR IHARA  
PERMANENT REPRESENTATIVE TO THE WTO

*8 March 2017*

Madam Chair, Fellow Ambassadors, and distinguished representatives,

Let me begin by expressing my sincere appreciation to Ms. Irene Young, Chair of the TPRB, and to the distinguished discussant, His Excellency Mr. Julian Braithwaite. I would also like to extend my gratitude to the Director of the TPR Division, Mr. Willy Alfaro and his team, Mr. Masahiro Hayafuji, Mr. Pierre Latrille, and Mr. Michael Kolie, for their excellent work in preparing the thirteenth Trade Policy Review of Japan.

Since the establishment of the WTO, the Trade Policy Review Mechanism has contributed to ensuring the transparency of the trade policies and practices of WTO Members. Today, facing widespread uncertainty and growing mistrust in trade, we believe the mission of the TPRM is more important than ever.

The TPRM is sometimes criticized for being toothless. This mechanism is indeed not to enforce specific commitments of the Members. However, soft power is often more effective than hard power. By preparing its report and by answering questions from peers, each Member under review has a chance to evaluate its own policies from new and different angles, which helps improve Members' trade policies and thus strengthen the multilateral trading system.

As an original advocate and proponent of TPRM during the Uruguay Round negotiations, Japan is determined to further contribute to strengthening this mechanism. The Sixth Appraisal held last year gave Members a valuable opportunity to consider how to improve the TPRM. There are two issues of particular note: sustainability and effectiveness. On the sustainability side, we achieved a significant outcome under the leadership of the Chair in regard to the cycles of the reviews. However, in terms of effectiveness of the Mechanism, the outcomes left a lot to be desired. But there are things we can do without waiting for the next Appraisal to make the review more effective and relevant.

For example, considering the impact of digitization of the economy, we should introduce digital trade to the Trade Policy Review.

For this current review of Japan, we received approximately 680 questions from 35 Members, and we are pleased to tell you that we have been able to answer almost all questions, including those that were submitted after the deadline.

Madam Chair,

Japan owes its prosperity to free trade, which is framed and ensured by the multilateral trading system. We, therefore, will continue to do our utmost to preserve and strengthen the rule-based international trading system under the WTO. We will uphold this policy in the face of the current rise in anti-globalism and protectionism.

Having said that, I now hand over the floor to our Head of Delegation, Mr. Uyama, Deputy Director-General of the Economic Affairs Bureau, Ministry of Foreign Affairs, who will introduce the economic, fiscal, and trade policies of the Abe administration.

OPENING STATEMENT BY THE HEAD OF DELEGATION  
MR. TOMOCHIKA UYAMA – DEPUTY DIRECTOR GENERAL, ECONOMIC AFFAIRS  
BUREAU (MINISTRY OF FOREIGN AFFAIRS)

**I Introduction**

Statement will be delivered by the Ambassador Mr. Ihara.

(After the Statement by Ambassador Mr. Ihara.)

Thank you, Ambassador. Thank you, Mme Chair.

My name is Tomo Uyama, Deputy Director-General, Economic Affairs Bureau, Ministry of Foreign Affairs of Japan, heading the Japanese delegation for the Trade Policy Review. I am very much honored to have an opportunity to explain the economic and trade policies of Japan before such distinguished participants.

**II Abenomics**

## 1. Achievements

Let me first talk about achievements of the economic and fiscal policy of Japan, called Abenomics, followed by my presentation on our trade policy.

Since the "three arrows" approach of Abenomics was launched in 2012, namely "bold monetary policy," "flexible fiscal stimulus," and "growth strategies," the nominal GDP increased by 9.5%, which is 47 trillion yen (more than 400 billion US dollars), the real GDP grew by 5.3%, which is 26 trillion yen (around 230 billion US dollars). Particularly, the figures related to employment and income, which matter most to the people's livelihood, have substantially improved. The number of employed persons increased by 1.7 million, and the active job openings-to-applicants ratio surpassed 1.0 in 47 prefectures, meaning that the number of job offers surpassed that of job applicants in all the prefectures in Japan, in all 47 prefectures in Japan. This was the first time in history. The wage increase, including the figure in small and medium-sized enterprises recorded its highest level this century for the most recent three consecutive years. The average household's disposable income has also increased for the two years running. Those figures demonstrate undoubtedly that a positive economic cycle is being generated in Japan.

## 2. Three Arrows Approach

Let me explain our policies on each of the three arrows of Abenomics.

As for the monetary policy, the monetary easing by the Bank of Japan starting April 2013 has achieved a situation where Japan's economy is no longer in deflation, or a sustained decline in prices. However, the BOJ's price stability target of 2 percent inflation has not been achieved. Considering this, the Policy Board of the BOJ conducted a comprehensive review on the developments in economic activities and prices, as well as on the effects of policies. On the basis of the review, the BOJ introduced last September a new policy framework called "Quantitative and Qualitative Monetary Easing with Yield Curve Control", which was intended to strengthen the policies already under implementation including a negative interest rate.

As for the fiscal policy, Japan implemented its fiscal policies flexibly from the perspectives of achieving both economic revitalization and maintaining fiscal soundness. Last August, the Government adopted "Economic Measures for Realizing Investment for the Future" with a budget of 28 trillion yen (around 246

billion USD). These measures will strongly support domestic demand and will construct a foundation for mid- and long-term growth of Japan.

Third arrow is growth strategies. Structural reforms in various sectors are under way. In the agriculture and food sector, for example, Japan has been implementing its agricultural reforms to enhance competitiveness and productivity. Such reforms are already bearing fruit. Japan has been achieving its highest record on food export every year in the last four consecutive years.

While there are steady outcomes in a number of areas, the structural reforms as a whole have not reached a point where activities in the business sector are expanded in a full scale.

To generate a new momentum of growth, Japan will not fear of changes and will continue to strongly promote structural reforms.

### 3. Japan's Plan for Dynamic Engagement of All Citizens

In 2015, Prime Minister Abe launched a nationwide policy to tackle the problem of declining birth rate and aging population with the targets of:

- 1) achieving the largest nominal GDP in post-war history of 600 trillion yen (around 5.3 trillion USD).
- 2) achieving the desirable birth rate of 1.8; and,
- 3) creating the situation where "no one forced to leave their jobs for nursing care."

In June 2016, specific measures to achieve these targets were announced under the name of "Japan's Plan for Dynamic Engagement of All Citizens". Utilizing the fruits of economic growth under Abenomics, Japan will strengthen the foundation of childcare and social security. Japan will boost the potential growth rate by expanding labour participation by introducing measures which enable people to keep on working with childcare and nursing care. Japan will make its economy more robust by further expanding consumption through wage increases, by expanding private investment, evolving its growth strategies and improving its productivity through innovation and participation by a diverse range of the people. In short, Japan seeks to establish a positive cycle of growth and distribution.

### III Japan's Trade Policies

I now would like to explain Japan's trade policy. There are five points.

#### 1. Strengthening the MTS

Firstly, the multilateral trading system under the WTO is a fundamental basis of global trade and, therefore, has been a main pillar of Japan's policy. Japan will continue to support the multilateral trading system through its active participation in each of the three functions of the WTO, namely, monitoring and implementation, dispute settlement and negotiations.

As for the negotiating function, for example, Japan put a lot of resources and contributed to the conclusion of Information Technology Agreement expansion negotiations, which was done at MC10 in Nairobi under the chairmanship of Japan.

Attaining tangible results at MC 11 in December this year will also contribute to enhancing the confidence of the WTO in its negotiating function. One of the possible areas would be to update the rule book of the WTO which needs to adapt to the changing environment of world economy and technology. Among others, strengthening rules on electronic commerce and digital trade are critical as the digital economy is greatly changing the way the world economy works, where a number of different and new ways for doing e-commerce are being developed. Japan remains committed to contribute to such discussions. Japan also supports a realistic and incremental approach, taking into account specific circumstances that each of the WTO Members is facing.

Japan also would like to emphasize the importance of resuming and concluding the negotiations for the Environmental Goods Agreement (EGA) as well as Trade in Services Agreement (TiSA), both of which robust energy and considerable resources have been devoted to by participating Members. These plurilateral negotiations are also important for expanding trade, advancing global value chains and showing that the WTO's negotiating functions are still alive.

#### 2. Fighting Protectionism

Secondly, fighting against protectionism in the world has been an important pillar of Japan's trade initiatives. To prevent the spread of

protectionism, it is necessary to maintain the multilateral trading system, as embodied in the WTO, based on its free and fair trade rules. Since the financial crisis in 2008, Japan has been a vocal advocate to making anti-protectionism commitment at the leaders' level and has contributed to initiating and maintaining such commitment at APEC, G7 and G20.

### 3. Development and Aid for Trade

As my third point, I would like to talk about trade and development. Japan has taken serious steps and initiatives in implementing the 2030 Agenda and the Sustainable Development Goals (SDGs) both internally and internationally by setting up the SDGs Promotion Headquarters in the Government of Japan with the participation of Prime Minister, as its head, and all other ministers in the cabinet. As is also highlighted in Addis Abeba Action Agenda, Japan sincerely believes that an inclusive, sustainable and resilient growth through the expansion of trade and investment is indispensable to achieve the goals and targets of SDGs.

Japan is strongly aware of the importance of Aid for Trade plays in assigning capacity-building efforts in developing countries, which is essential for expanding trade. By providing Aid for Trade amounting to approximately 11.8 billion US dollars in 2015, Japan is actively implementing such support as one of the top donors.

For instance, "Nhat Tan Bridge" which was constructed in Vietnam in 2015 with Japan's cooperation has contributed significantly to shortening the time of transportation between the airport and the center of Hanoi. This is one of many examples where Japan extended cooperation to Vietnam. We believe such cooperation has significantly contributed to the implementation of Vietnam's development strategy to increase competitiveness and, thereby, to attract FDIs and to expand trade.

Such Japanese cooperation is extended to many other counties. Japan is also taking initiatives in development in Africa. At the Sixth Tokyo International Conference on African Development (TICAD VI) which was held in Nairobi last August, one of the priority areas for discussion was economic diversification and industrialization. The improvement of business environment in Africa was the key component in the discussion. Consistent with the results of such discussions, Japan announced that it would invest approximately 30 billion US dollars for the future of Africa. Developing quality infrastructure is envisaged in such an

endeavor. Japan also announced the launch of the "Japan-Africa Public-Private Economic Forum", to further promote the business friendly environment in Africa.

Regarding the Trade Facilitation Agreement, which recently entered into force, Japan places high priority on assisting its implementation in developing countries. Japan has already been providing strong support for international harmonization and simplification efforts on customs procedures in cooperation with the relevant organizations such as the World Customs Organization (WCO). For example, Japan has been actively supporting projects such as establishing electronic customs procedures and the implementation of a single window system in ASEAN as well as the establishment and operation of One-Stop Border Posts (OSBP) in Africa.

With respect to the import from the least developed countries (LDCs), the items eligible for duty-free and quota-free market access to Japan has already reached about 98% , which exceeds the level agreed in the Hong Kong Ministerial Declaration.

Through such a number of measures, Japan continues to contribute to the expansion of trade, promoting industrialization and encouraging economic development in developing countries.

#### 4. EPA/FTAs and Investment Agreements

Fourthly, I will explain Japan's efforts in promoting Economic Partnership and Investment agreements. As part of activities to maintain and strengthen the multilateral trading system and free and fair trade, Japan is promoting negotiations including so-called mega-FTAs.

Negotiations on the Trans-Pacific Partnership Agreement was among such efforts. Japan notified New Zealand, which is designated as the Depository of the Agreement, of the completion of Japan's domestic procedures for the TPP in January. We believe that the rules agreed through the TPP negotiations are expected to be the basis of future economic partnership agreements.

Japan is active in negotiating other EPAs/FTAs. Japan intends to reach an agreement on fundamental elements of the Japan-EU EPA negotiations as early as possible. Japan also aims to create high quality agreements for the Regional Comprehensive Economic Partnership (RCEP) and the Japan-China-ROK Free

Trade Agreement.

With regard to investment agreement, Japan has set a goal of signing and/or achieving entry into force of investment-related agreements covering 100 countries or regions by 2020. So far, 13 economic partnership agreements, including investment chapter, and 29 investment agreements have been signed or entered into force.

#### 5. Import restrictions on Japanese foods

Finally, I would like to touch upon the Great East Japan Earthquake that struck Japan on 11 March, 2011. Six years have passed since then. We appreciate again a variety of cooperation from all over the world for our reconstruction efforts.

Regarding the import restrictions on Japanese foods that had been introduced by a number of Members after the accident at Tokyo Electric Power Fukushima Daiichi Nuclear Plant, I am happy to share with all of you that most of the measures have been either lifted or relaxed. We appreciate those Members that took decisions on an objective and scientific basis. We are hoping that those Members still maintaining restrictions also take a science based approach and eliminate or ease their restrictive measures soon.

#### IV Closing Remarks

In closing, we are witnessing the rise of the sentiment of anti-globalization and protectionism in many parts of the world. Since the WTO has played a central role in promoting free trade based on rules which are free and fair, the WTO has a mission, in particular under the current circumstances, to maintain and strengthen the multilateral trading system and to deliver a message to the world on the importance of free trade and the important role the WTO is playing in promoting trade, economic growth and prosperity. For our part, Japan is determined to continue to play our role within the WTO so that the WTO can achieve its mission.

### 三、 與談人英國 B 大使評論

#### **OPENING STATEMENT BY THE DISCUSSANT**

*H.E. Mr. Julian BRAITHWAITE  
(Permanent Representative of the United Kingdom)*

It is an honour to have been appointed discussant for the 13<sup>th</sup> Trade Policy Review of Japan, the world's third largest economy and a key partner for the WTO. Japan's Trade Policy Review comes at an interesting moment in the global economy and ahead of the WTO's 11<sup>th</sup> Ministerial Conference.

I would like to lend my voice to those comments made just now by Japan's Permanent Representative to the WTO, Ambassador Junichi IHARA in reiterating the importance and value of the WTO's Trade Policy Review Mechanism.

Furthermore, I would like to extend a warm welcome Mr Tomochika UYAMA, who is heading the Japanese delegation for the second time, and the members of his delegation. Before I start my presentation, I would note that my remarks are made strictly in a personal capacity.

#### **MACROECONOMIC TRENDS**

I will start with some recent economic trends. The economic environment continues to provide a challenging backdrop since the previous review, nonetheless Japan has held fast with the development of an ambitious reform programme.

During the past two Trade Policy Reviews of Japan, we have considered the "three arrows" of modern Japanese economic policy, commonly known as "Abenomics". These arrows are directed towards three main targets: the first, a monetary policy that takes account of quantitative and qualitative monetary easing; a second – fiscal – arrow that combines a short-term recovery strategy with the objective of fiscal consolidation in the medium term; and a third arrow intended to restore the potential for growth, with a series of detailed structural reforms.

Two years ago, Members recognised that the "third" arrow of structural reform would be of the most direct interest to the Trade Policy Review Body because it

included plans and programmes to increase investment, improve productivity, and thus enhance trade. In her concluding remarks, the Chair Ambassador Salleh urged Japan to pursue these structural reforms without delay, including trade and investment liberalisation measures, to achieve strong economic growth, encourage private investment, increase productivity, and enhance competitiveness.

The Japanese government has demonstrated that it is willing to revise and refine its plans to meet the challenges it has set itself. Concerning the third "arrow", last year Japan published a "Growth Strategy 2016" which aims to grow Japan's GDP to 600 trillion yen through the implementation of difficult structural reforms.

Yet the wider macroeconomic challenges which Japan faces are considerable. At Japan's last IMF Article IV consultation in 2016, the IMF's Executive Board welcomed the initial success of Abenomics and the authorities' forceful implementation of policies to lift growth and inflation. Nonetheless, growth remains subdued and deflationary pressures persist, on the back of [QUOTE] "weak consumption, lacklustre private investment and sluggish exports" [UNQUOTE].

In 2015, global flows of foreign direct investment rose by about 40 per cent, to \$US 1.8 trillion, the highest level since the global economic and financial crisis began in 2008. Global inward FDI flows to developed economies almost doubled to \$962 billion. Yet, outward FDI into Japan only increased by 13.3% while inward FDI flows into Japan in 2015 decreased.

I will dwell on one element of the "Growth Strategy 2016" which identifies several projects ahead of the 2020 Tokyo Olympic and Paralympic games. They aim to showcase Japanese cutting-edge technologies, so that these technologies can continue to be in practical use after 2020 as a legacy of the Tokyo games. It will also be a platform by which to promote tourism activities in Japan.

In 2012, the UK hosted the Olympic and Paralympic games in London. We estimate that the long-term economic benefits of holding the games at £14.2bn to date. We have also seen our tourism sector continue to break new ground as a result of Games-related promotion activity.

## DEMOGRAPHIC AND SOCIETAL TRENDS

Recent demographic statistics show that Japan's population peaked in 2010 at just over 128 million beginning what is projected to be a sustained and increasingly rapid decline. Simultaneously, Japan's population is ageing rapidly. From 1950 to 2015, the share of population age 65 and over grew from just under 5% to over 25%. This is the highest such figure, worldwide.

Promoting the role of women and the elderly in the workforce will enhance social cohesion and reduce Japan's relative poverty rate. This will in turn help to boost domestic consumption in Japan.

In order meet these challenges, the Government of Japan has created a national plan, the "Plan for Dynamic Engagement of All Citizens," which contains a set of ambitious targets. These targets are namely:

- A nominal GDP of ¥600 trillion (which I discussed earlier);
- The desirable birth rate of 1.8% through improving the provision of child-care and promoting gender inclusion to address the projected decrease in population;
- Zero cases of persons forced to leave their jobs to provide nursing care to elderly relatives and increasing the participation of older workers in the work force.

The government of Japan aims to promote of employment of the elderly by raising the retirement age to 65 and encouraging businesses to employ those beyond the age of retirement. A comprehensive approach to reforms to support healthier ageing, longer careers, more efficient healthcare provision and other measures, can also help to offset the impact of Japan's ageing population. Ageing can also create new demand as part of the so-called "silver economy".

With regards to gender inclusion, much of the recent increases in the rates of employment in Japan have been attributed to the increase in the numbers of women in paid employment, however in 2015 56% of all female employees were in non-regular employment.

The literacy and numeracy proficiency of Japanese workers is among the highest across OECD countries, but many workers, particularly women, do not make full use of these skills while at work. Underutilisation of these skills also hampers innovation and the adaptation of new technologies.

As part of Japan's efforts to create a GDP of 600 trillion yen, the Japanese government has included several initiatives to help capitalise on the Fourth Industrial Revolution. But what is the Fourth Industrial Revolution? In a term popularised by the World Economic Forum just across the lake, they argue that we are in the midst of a digital revolution characterised by the fusion and dissemination of technology. The First Industrial Revolution used water and steam power to mechanise production in the woollen mills of Northern England. The Second used electric power to create mass production typified by Mr. Ford and his Model T's. The Third used electronics and information technology to automate production which Japan pioneered from the 1960s.

Like all revolutions, the Fourth Industrial Revolution has the potential to bring incredible benefits to the world economy by raising global income levels and improving the quality of life for populations around the world. But it is not without its risks as well. It could yield greater inequality, particularly in its potential to disrupt labour markets. As manufacturing processes and services sectors are automatised, labour and jobs could be displaced and the skills needed to perform the remaining work could change dramatically.

These trends demonstrate the need for Japan to invest in areas such as education and training which are needed to meet the emerging challenges of the Fourth Industrial Revolution while boosting Japan's growth potential. Japan could also consider further how to take greater advantage of the global labour market.

## **TRADE POLICY DEVELOPMENTS**

In his recent speech to the Japanese parliament, Prime Minister Abe said that QUOTE "as a standard-bearer of free trade, (Japan) will construct a 21st-century economic system based on fair rules." UNQUOTE Their actions both in the WTO and elsewhere bear testament to this statement.

Over the past two years, Japan has been an active Member of the WTO, playing its role in the entry-into-force of the Trade Facilitation Agreement as well as the ongoing negotiations ahead of MC11 in Buenos Aires. Japan has also contributed to several plurilateral initiatives such as the Government Procurement Agreement, the Information Technology Agreement and the negotiations on environmental goods. In particular, I would like to commend Japan for their role in Chairing the negotiations on the staging of commitments

to the expansion of the ITA, which allowed for agreement at the Tenth Ministerial Conference in 2015.

With regard to the existing network of preferential agreements, these are indicated in the report by the Secretariat and the statement by Japan. Prime Minister Abe has said that Japan remains committed to free trade agreements. Japan has continued to implement its shift towards preferential trade agreements since 2012. It now has 16 Economic Partnership Agreements with 20 countries, up from 14 since the last Review.

But what is a 21<sup>st</sup> century trade deal? To my mind, it is an agreement that facilitates trade in parts and intermediate goods, as well as the accompanying international movement of services, capital, data, intellectual property, people, and know-how, going beyond the simple trade in finished products and beyond merely reducing tariffs. It should also make a full-fledged attempt to support solving global issues – such as climate change, environmental protection and labour standards – which have intrinsic trade linkages that have been discussed here in Geneva and elsewhere for many years.

Japan helped to pioneer many of the innovative features contained in the TPP agreement which went some way towards addressing these issues. Whilst I understand that there is uncertainty as to the next steps for the TPP, the published draft agreement offers valuable lessons to all of those thinking about future FTAs.

Japan has also played a strong role in overseas development assistance and the Aid-for-Trade initiative. As part of their flagship programme, the "Tokyo International Conference on Africa's Development VI" or TICAD VI, Japan has committed to invest in the future of Africa through implementing measures centring on developing quality infrastructure, building resilient health systems, improving productive capacity and laying the foundations for peace and stability.

The WTO Secretariat noted in its report that the overall orientation of Japan's trade policies has remained broadly unchanged since its previous review in 2015. Japan's tariff regime has remained predictable. Japan has a bound average tariff of 3.6% for non-agricultural products and 16.7% for agricultural products. There is a large variation in the tariff regime, with the highest rates and compound tariffs applying to agricultural products which remain persistently high.

During 2013-15, Japan's ratio of merchandise trade (exports and imports combined) to GDP averaged 30%. The share of exports of goods and services in GDP, which has been on an upward trend since 2011, stood at 17.9% in 2015, while the share of imports stood at 18.9%. Japan remains a net importer of services. Currency fluctuations during the review period contributed to higher receipts from tourism.

Japan is not a frequent user of trade defence measures, although the number of anti-dumping measures implemented by Japan has increased (from 2 in 2014 to 6 in 2016).

In the World Bank's "Doing Business Report" in 2017, Japan came 34<sup>th</sup> globally (down two places from the previous year). These are barriers which businesses pay close attention to as they impact not only the development of new domestic companies but also the trade in services. Indeed, many of these concerns mirror those expressed by European businesses in the most recent European Business Council in Japan's 2016 white paper.

Among the important linkages between the trade policy framework and the reforms to be covered in today and Friday's debate, reflecting the questions raised by Members, I would like to draw your attention to the following:

- **Japan's investment regime:** Many Members have raised questions regarding the restrictions in place on Foreign Direct Investment; requesting additional details on initiatives and support measures to attract inward FDI; and how Japan plans to proceed with the National Strategic Special Zones and the development of special economic zones abroad.
- **Customs:** Members raised questions on the several systems Japan has in place to expedite the release and clearance of goods, including an Authorized Economic Operator (AEO) programme; on the details of the mutual recognition arrangements on AEO programmes; and on the exact procedures in place at the border for different products.
- **Technical standards and regulations:** A number of Members posed questions relating to the harmonisation of Japanese technical standards and regulations with international standards as well as the intentions of the Japanese government for those which have not been harmonised.

It is clear that Japan intends to strengthen competitiveness through domestic structural reforms and to incorporate new growth engines from abroad, using the pressure and external leverage provided by trade negotiations. Some progress to this effect has already been made in the agriculture and fisheries sector, driven in large part by the TPP negotiations. It might be useful, I think, for Members to hear more about Japan's experiences in pursuing such reforms in particular how Japan has turned agricultural products, traditionally a defensive area into an offensive interest where agricultural exports from Japan are increasing year on year.

It seems it has become tradition during Japan's Trade Policy Review to quote my predecessor, Ambassador Jonathan Fried, on the importance of Japan QUOTE "Japan Matters" UNQUOTE in the international economy and global trade. I cite the world's third highest GDP, the second largest overseas investor worldwide, the fourth largest exporter and importer. Japan is a leading and active supporter of the international trading system and a strong proponent of development assistance. All this remains true today as it did four years ago.

Nonetheless, while some of the challenges we face today are the same as four years ago, many are not. The Japanese Government has demonstrated its willingness to tackle difficult reforms in order to meet its stated public policy objectives. It is my hope that over the next two days this review will provide an opportunity to examine these reforms in further detail and help shape a path for those that will be implemented in future.

I wish Japan a successful Trade Policy Review.

Thank you.

#### 四、 日本第二日回應聲明

### TRADE POLICY REVIEW OF JAPAN (8 AND 10 MARCH 2017)

CLOSING STATEMENT BY THE HEAD OF DELEGATION  
MR. TOMOCHIKA UYAMA – DEPUTY DIRECTOR GENERAL, ECONOMIC AFFAIRS  
BUREAU (MINISTRY OF FOREIGN AFFAIRS)

*10 March 2017*

#### **1 Introduction**

Madame Chair,

I would like to thank all the Members for their participation in Japan's TPR on Wednesday as well as today.

Thanks to your able chairmanship, Mme Chair, as well as valuable inputs by the Secretariat and the excellent presentation made by the discussant, H.E. Ambassador Braithwaite, discussions on Wednesday and partially today were very substantial reflecting deep insight about Japanese economy. They captured a variety of elements from a unique perspective of each Member covering not only trade relations with Japan but also much broader ones.

I sensed that there were enormous interests about the Japanese economic and trade policies and strong expectations on Japan's continued contributions to the world economy, including assisting development of developing countries, as well as to maintaining and strengthening free trade and multilateral trading system embodied in the WTO.

I really would like to thank all the interventions made so far, in particular those stating their kind encouragement of continuing and enhancing our existing efforts.

Those comments covered the on-going three arrows of Abenomics, in particular structural reforms, Japan's active participation in trade negotiations for enhancing free trade and the multilateral trading system, covering bilateral, regional, plurilateral and multilateral levels, and works of day-to-day business in different Councils and Committees of the WTO. Aid for Trade and other development assistance and works for a successful MC11 this coming December were also mentioned by many.

Japan here again would like to express our renewed commitment to

continue those efforts.

There were also a number of issues or concerns, asking for further improvement. I also would like to thank those interventions.

Thrust of discussions, including those points, was reported to the relevant Ministries of the Japanese Government in Tokyo for preparations to respond today.

Since the points of interests were so many in numbers and encompass so many different sectors, I may need to focus those issues which attracted attention of a number of Members.

In any event, Japan will respond, in writing, to all the remaining written questions which were submitted later, so that it would be appreciated if delegations could refer to our responses in writing for their individual questions.

## **2 Macroeconomic policies**

### **<Public debt>**

Some Members referred to the volume of Japan's public debt. The Government of Japan has established a fiscal consolidation target and a concrete medium-term plan to achieve the target.

Specifically, our target is to achieve a primary surplus of the central and local governments by FY 2020 and to steadily reduce the public debt to GDP ratio thereafter.

Under the above-mentioned fiscal consolidation plan, the Government of Japan is undertaking both expenditure and revenue measures. On the expenditure side, the Government of Japan will implement a set of reforms based on a comprehensive reform roadmap, and control the growth of expenditure, particularly social security expenditure, in accordance with the pre-determined benchmarks. On the revenue side, the Government of Japan will raise consumption tax rate in October 2019.

### **<FDIs>**

There were comments regarding FDIs into Japan. In Japan, introducing FDI itself is not subject to restrictions in principle. Exceptions are limited to a few sectors, such as aircraft, weapons, and nuclear power.

Of course, like in other countries, domestic regulations exist in various sectors where you are doing business. According to a survey, however, some of the regulations are complicated and could be an obstacle for foreigners to do business in Japan.

The Government of Japan, therefore, is making efforts aiming to become "the most business-friendly country in the world". The efforts include regulatory reforms in such fields as energy, healthcare and agriculture.

Among a variety of efforts for promoting regulatory reforms, simplification of regulations and administrative procedures that affect FDIs into Japan are under consideration in a governmental working group. This working group adopted an interim report last December and will provide a conclusion around this spring.

Regarding the question concerning the measures providing incentives to attract FDIs in the field of research and development, the answer is the following. The Government of Japan has provided financial assistance on expenses incurred by foreign companies for establishing an R&D center, conducting experimental studies and undertaking a feasibility research in collaboration with Japanese companies, universities and research institutes. In addition, the Government of Japan has improved a living environment in Japan for foreign nationals, through introducing such measures as the increase of medical institutions with bilingual staffs and the educational support for foreign children.

Regarding the question concerning the benefits for foreign investors operating in the National Strategic Special Zones, special measures in a variety of fields are introduced, with the aim of creating the world No.1 business environment in Japan, where the private sectors can fully exercise their potential and, thus, leading to economic growth. Those are special regulatory measures, tax reliefs and subsidies.

Specifically, the newly established Tokyo One-Stop Business Establishment Center offers a comprehensive support for facilitating procedures related to starting business by global enterprises. The current requirements of resident status for the "Investor/Business Manager" visa category can be relaxed in the National Strategic Special Zones, if an agreement is reached between the national government, local authorities and the relevant private enterprises.

### **3 Trade Policies**

#### **<ITA>**

Some Members made comments concerning the status of the implementation of the Expansion of the Information Technology Agreement (ITA) in Japan. The Government of Japan has submitted the Expansion of the ITA to the Diet on 24th February this year, and is now waiting for approval by the Diet.

#### **<Trade Remedies>**

Regarding the comments from some Members concerning trade remedies, Japan has implemented and will continue to implement, as necessary, those measures in accordance with the WTO Agreement.

#### <Fishery Subsidies>

Some Members referred to fisheries subsidies. The purpose of developing the disciplines on fisheries subsidies is to achieve and maintain sustainable use of fisheries resources. For this purpose, the implementation of effective fisheries management by coastal countries and regional fisheries management organizations is primarily important. In this context, Japan is in a position that the prohibition of fisheries subsidies should address those which cause overcapacity and overfishing. In other words, fisheries subsidies which are subject to prohibition should be those contributing to fishing activities that negatively affect fish stocks that are in an overfished condition, and fisheries subsidies provided for IUU, or illegal unreported unregulated, fishing vessels.

#### <Tariff>

Concerning the comments on a possible expansion of Japan's bound tariff lines, it must be noted that the current tariff-binding coverage in the Japanese schedule in WTO merely reflects the previous WTO negotiations including the Uruguay Round. Possible development is subject to negotiations in the future, which are not possible for us to make any judgment at this stage. Regarding the tariff rates for footwear, those tariff rates are determined appropriately, taking the needs of relevant domestic manufacturers into careful consideration.

#### <Import of Industrial Products>

Some Members made comments regarding the difficulties in exporting industrial products such as automobiles to Japan. Since the Government of Japan neither imposes tariffs on imported automobiles nor implements discriminatory measures by any means including non-tariff barriers, we recognize Japan's automobile market is sufficiently open.

#### <Preferential Rules of Origin>

Regarding the preferential rules of origin for LDCs, Japan has communicated its status of implementation according to the MC10 Ministerial Decision in the communication submitted to Committee on Rules of Origin dated 20 December 2016 (G/RO/81). Japan is prepared to conduct a detailed examination on its implementation of the Ministerial Decision on preferential rules of origin for LDCs.

#### <Customs Procedures>

Several Members commented on the development of Japan's Authorized Economic Operator (AEO) program as well as a mutual recognition arrangement on AEOs.

The recent revision of the Customs Law of Japan allows AEO importers, exporters and customs brokers to file an import/export declaration to any Customs office in Japan regardless of the location of their goods. Japan expects this will be a new benefit for AEOs and, therefore, will serve as an incentive to become an AEO.

Japan has mutual recognition arrangements on AEOs with 8 WTO Members. Consultation is also in progress for the possibility of future mutual recognition arrangement with 3 WTO Members. In order to promote trade facilitation further, Japan will be actively engaged in promoting AEO mutual recognitions.

#### **4 Agriculture**

Japan appreciates many Members' comments on Japan's agricultural policy.

##### **<Japan's Import of Agricultural Products>**

At the outset, while maintaining foundation for agricultural production, Japan imports a large amount of agricultural products from abroad. Specifically, the net import of agricultural products in 2013 was 58.2 billion US dollars, which was the second largest in the world, thus, contributing to the development of world food exporters' economies.

##### **<Trade Measures on Agricultural Products>**

A number of Members mentioned agricultural support and protection of agricultural industries in Japan. Japan's existing measures on agricultural products, including tariffs of various levels, TRQ administration, state trading as well as domestic support are all consistent with the WTO Agreement. Regarding TRQs, the administrating method is determined based on the characteristics of each product. Japan is making utmost efforts so that the quota allocation and its administration are conducted in a fair and transparent manner, including making those operations public through WTO notifications and Government website. Regarding domestic support, Japan has reviewed its market price support policies and introduced and expanded direct payments.

##### **<Notifications>**

Regarding the notifications of domestic support pointed out by some Members, Japan has notified the WTO of the data up to FY2012. The notification of the data for the following year is under preparation and Japan will do its best to submit the data within the first half of this year.

#### <Wood>

Regarding a comment concerning the Law related to legally-harvested wood, related ordinances for implementing the Law are currently under preparation. Japan will implement the Law consistently with the WTO Agreement.

#### <Agricultural Reform>

Japan also noted comments on the agricultural reform from a number of Members. As I explained on Wednesday, robust agricultural reform is under way. For example, the Government of Japan revised "the Basic Plan for Food, Agriculture and Rural Areas" in March 2015. This Plan sets out the objectives of increasing incomes in the agriculture sector and rural areas by increasing domestic and export demand, improving value chains and promoting structural reform.

Especially, as for increasing exports of agricultural products, the Government established "the Plan for Empowering Export on Agriculture, Forestry and Fisheries" in May 2016, in order to promote consumption of Japanese agricultural, forestry and fishery products in the global market.

In addition, the Government is committed to implement further reforms, including through cost reduction of production materials and structural reforms in the distribution sector, with a view to enhancing the competitiveness of agriculture.

### **5 SPS / TBT**

#### <SPS>

There was a concern raised on Japan's SPS measures on the imports of agricultural products. The Government of Japan establishes food standards on the basis of sound science and is making efforts to harmonize them with relevant international standards. For example, the Government of Japan takes into account the Codex standards whenever reviewing Maximum Residue Limits (MRLs) for agricultural chemicals and food additive standards, in accordance with Article 3.1 of the WTO SPS Agreement. The Government of Japan, when necessary, sets food standards which are different from the Codex standards but those are based on scientific evidence. These measures are consistent with Article 3.3 of the SPS Agreement.

As for importing animal products mentioned by some Members, a decision of lifting an import ban in the case of an animal disease outbreak and a decision of regional application of an import ban are determined by the Government of Japan based on a risk assessment which is conducted on a scientific basis. All the relevant procedures are in line with the OIE code and are

fully consistent with the WTO SPS Agreement.

Such a risk assessment can only be conducted with necessary information, which is provided by the countries requesting to lift the ban. Risk assessment and the following decisions, including the application of regionalization, are proceeded smoothly when sufficient information is provided.

<TBT>

Comments were also made regarding the TBT measures and their compliance with international standards. The measures of Japan are, in general, based on relevant international standards, to the maximum extent possible, in accordance with the TBT Agreement. Those measures are under constant review with a view to harmonizing them with relevant international standards. The Government of Japan will continue its endeavor.

## **6 Services**

<Exemption of the Anti-Monopoly Law>

Some Members made comments regarding insurance, maritime and air transport services, which are currently exempted from the application of Japan's Anti-Monopoly Law, in particular on the possibility of reviewing these exemptions. Through a series of Cabinet Decisions since 1994, the Government of Japan confirmed its position that, in principle, exemptions from the Anti-Monopoly Law should be abolished. In fact, Anti-Monopoly Law was amended 3 times (in 1997, 1999 and 2000) to disestablish exemptions and streamline procedures. As for the insurance and maritime service industries, however, the Government of Japan has no concrete plan for the next review at present. As for the air transport services, the Government of Japan considers to review the exemption continuously with monitoring relevant factors such as other countries' policy positions on the exemptions and the effects on the marketplace.

<Transparency of Regulations>

Comments were made on transparency of regulations in services, such as air and maritime transport services. The regulatory measures in those fields, as in other service sectors, are operated and/or implemented in a transparent a manner. All the laws and regulations are and will continue to be published in the Official Gazette and are also made available on the internet.

<Broadcasting Service>

Some Members made comments on the treatment of broadcasting service in Japan's services schedule. This service engages in conveying

information to many and unspecified users via limited scarce spectrum, which has a considerable social impact and thus has a significant influence on culture and society of Japan. Therefore, the regulation policy on this service should be decided with flexibility in response to changing environment surrounding broadcasting industry, such as social situations, technical development and cultural and social aspect of Japan. As such, the broadcasting sector is out of our commitment since changes in the future circumstances would create the necessity to introduce additional measures.

## **7 Government Procurement**

Many Members touched upon Japan's Government procurement. Japan is a Party to the plurilateral Government Procurement Agreement (GPA). Japan's government procurement, including procedures of tenders, is conducted in a transparent and competitive manner in accordance with the GPA. This is the case for procurement of both central and sub-central governments. The fact that foreign participation in Japan's government procurement remained around 3% in value in 2014 merely reflected the results of the tenders which had been conducted in a transparent and impartial manner.

Japan is making improvement in its government procurement procedures, and some Members referred to the introduction of "multiple-award tendering" as a positive step forward. In May 2016, "multiple-award tendering" became applicable to procurement by the local governments listed in Annex 2 of the GPA. Such local governments may apply "multiple-award tendering" in cases where it procures a large quantity of goods or services. Since the "multiple-award tendering" had already been introduced by the central government, both central and sub-central governments are able to apply "multiple-award tendering" to procurement implemented under the GPA. Conditions for participating in each procurement project are defined under the GPA and the relevant laws and regulations of Japan.

## **8 Development**

### **<LDC-DFQF>**

Comments were made concerning the duty free quota free (DFQF) for LDCs. Japan has granted enhanced market access of DFQF for 98% of products originating from all LDCs, which is higher than the level agreed by the WTO Hong Kong Ministerial Declaration in 2005. There are only some exempted items, taking into account sensitivities for domestic industries, and the sustainability of exhaustible natural resources. Therefore, Japan will need careful examination on the possibility of further expanding the product coverage of DFQF on LDCs.

< LDC services waiver >

Some Members made comments regarding the LDC services waiver. As for the LDC services waiver, Japan shares a basic philosophy of the WTO Agreement which acknowledges the need for "positive efforts designed to ensure that developing countries, especially the least developed among them, secure a share in the growth in international trade commensurate with the needs of their economic development."

On the basis of that, Japan submitted in 2015 its preferential services treatments for LDCs which include GATS plus commitments on the movement of natural persons.

For the measures concerning visas, residence permits and licensing applications which were mentioned in the meeting, careful management with appropriate frameworks is required from diverse viewpoints, including border protection, sound development of labour market and appropriate quality of services to be supplied. Regarding "work permits", there is no legal framework of "work permits" in Japan. Certain working activities of foreigners can be admitted, however, in the existing framework of "residence permits."

## **9 Inefficient Fossil Fuel Subsidies**

Comments were made regarding the reform of inefficient fossil fuel subsidies (IFFS) and the G20 peer review process. The Government of Japan supports the G20 peer review process from the perspective of promoting reforms on inefficient fossil fuel subsidies (IFFS), Japan welcomes the outcome and the lessons learned from the past reviews. As the Government of Japan has no inefficient fossil fuel subsidies (IFFS) that encourages wasteful consumption, our understanding is that Japan is not among the priority countries for the review, Japan would consider participating in the peer review team to review a third country as far as necessary resources are available.

## **10 Conclusion**

I would like to conclude my remarks by thanking you, Mme Chair, Ambassador BRAITHWAITE, the Secretariat and all the Members for their contributions to making this 13<sup>th</sup> review of Japan a productive one. We hope that Japan also was able to contribute to this important exercise in the WTO.

Thank you.  
(End)

## 五、 主席結語

### Concluding remarks by the Chairperson

The thirteenth Trade Policy Review of Japan has been a good opportunity for Members to discuss recent developments in the country's economic, trade and investment policies and their implications for international trade. Such a fruitful dialogue would not have been possible without the constructive engagement of the Japanese delegation led by Mr. Tomochika UYAMA; their team in Geneva headed by Ambassador Junichi IHARA; our discussant, H.E. Ambassador Julian BRAITHWAITE from the United Kingdom; and all those Members who had participated in this exercise.

Japan is the world's 4th largest importer and exporter of goods and services, and a highly valued trading partner for many WTO Members. Several delegations also pointed out that Japan played a leading role in manufacturing and innovation, and in many global value chains. It is therefore important that Japan has an economic environment that is conducive to trade.

During the period under review, Japan continued to face serious economic and demographic challenges: slow GDP growth, low inflation and budget deficits persisted, while imports and exports declined, against a backdrop of an aging and shrinking population. To address these challenges, Members encouraged Japan to continue pursuing the "three arrows" of Abenomics, in particular the structural reforms that would allow Japan to further liberalise trade and remove non-tariff barriers. In response, the Japanese delegation assured Members of its government's determination to revitalize its economy and generate a new momentum of growth. Members were pleased to note that reforms were under way in various sectors, including agriculture, and they commended Japan's efforts to increase women's participation in the workforce.

In his opening remarks, Ambassador Ihara pointed out that there was wide-spread uncertainty and growing mistrust in trade. In such difficult times, Members appreciated Japan's firm commitment to the multilateral trading system and to trade liberalization. Many Members commended the prominent and constructive role that Japan had played in the multilateral and plurilateral negotiations within the WTO, notably as the chair that concluded the expanded Information Technology Agreement. Now that the Agreement has been submitted to the Diet in Japan, Members look forward to its early implementation. Many developing countries, including LDCs, appreciated

Japan's development assistance and preferential schemes including its duty-free, quota-free scheme, and support for aid for trade.

Beyond the WTO, Members noted Japan's intention to actively pursue economic partnership and investment agreements which could complement the multilateral trading system in promoting free trade. Clarifications were sought on the way forward for preferential agreements including the Trans-Pacific Partnership and the Regional Comprehensive Economic Partnership Agreement.

Meanwhile, the inflow of foreign direct investment into Japan remained modest. While Members noted Japan's recent initiatives to attract FDI, concerns had been expressed about certain market access issues, for example, the stringent regulatory framework which made it difficult for foreign and local pharmaceutical companies to form joint ventures. Similarly, while Members congratulated Japan on recent reforms to facilitate the participation of small and medium enterprises in government procurement, they also saw room for improvement in the bidding process, as well as the administrative procedures and practices, to allow for more transparency and foreign competition. In general, Members would like to see a more predictable investment regime, better corporate governance, and business-friendly regulations. In that connection, it is encouraging to hear from Mr. UYAMA that his Government aims at making Japan "the most business-friendly country in the world".

Regarding specific trade policy measures, many Members acknowledged Japan's efforts to streamline customs procedures, such as the Authorized Economic Operators programme. Members also commended Japan for its predictable tariff regime, which had a binding coverage of more than 98% and a negligible difference between the average bound and applied rates. Nonetheless, concerns were raised regarding the relatively high tariffs for agriculture products and some industrial goods. Members encouraged Japan to reduce tariff peaks, bind all its tariff lines, and further simplify its tariff structure. Commenting on SPS and TBT measures, some Members said their exporters were subject to high compliance costs, mainly because some of the Japanese requirements were more rigorous than international standards.

In the area of intellectual property, Members noted that companies had suffered significant economic loss due to infringement of their IP rights. They encouraged Japan to step up enforcement efforts to combat counterfeiting. Members also showed interest in Japan's recent patent reform, the new trade secrets law, and the level of protection for geographical indications.

In terms of sectoral trade policies, agriculture was still the sector attracting the most attention. While some Members appreciated Japan's recent initiatives to reform the cooperatives system and land tenure, Members also expressed concern about the many protective measures still in place, such as high tariffs, price and import controls, and high levels of domestic support, which could be trade-distorting and creating significant market access barriers. Members urged Japan to enhance the transparency of its agricultural policies by, inter alia, submitting timely notifications; and to press ahead with reforms which would liberalise trade in this sector.

Another sector highlighted in this review was the energy sector, where some Members commended Japan for promoting renewable energies in lieu of fossil fuels, and for deregulating its electricity and gas markets. As regards services, Members noted that the market was largely open, and were interested in the recent reforms in banking and telecommunications. Individual Members had expressed concerns about protective measures in specific sectors such as automotive, aircraft manufacturing, insurance, air and maritime transport, broadcasting, accounting and visa-related issues concerning professionals.

In his statement just now, Mr. Uyama has responded comprehensively to key issues raised by Members. Japan has also provided answers to almost all advance written questions raised by Members. We look forward to Japan's replies to all outstanding questions in a month's time, which will then mark the successful conclusion of this TPR.

Finally, I wish to close this meeting by referring to what Ambassador Ihara had said at the very beginning of the meeting, that the TPRM has its very effective soft power — the power to help Members evaluate and improve their own trade policies, and thereby strengthen the multilateral trading system. I hope Japan also finds its 13th TPR useful in this sense, and I look to Japan's continuous support to the TPRM in the future.

