
ADVANCE UNEDITED VERSION

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Committee on the Elimination of Racial Discrimination**List of issues prior to submission of the twelfth to fourteenth reports of Japan*****General information**

1. Please outline any significant developments of a legislative, institutional or policy nature that have taken place in the State party, that have contributed to the promotion and protection of human rights, in particular those rights covered by the Convention.
2. Please provide statistics on the demographic composition of the State party's population, disaggregated by language, ethnicity and national origin, including on Indigenous Peoples, people of African descent, Burakumin, ethnic minorities and on non-citizens such as asylum seekers, refugees, stateless persons, and migrants, in accordance with the principle of self-identification taking into account the Committee's general recommendations No. 8 (1990) and No. 24 (1999) and paragraphs 10 and 12 of its reporting guidelines. Please provide statistical information on socioeconomic conditions and representation of Indigenous Peoples, people of African descent, Burakumin, ethnic minorities, and on non-citizens in education, employment, health, housing, social security benefits, access to cultural activities, governmental bodies, public and political life, to provide an adequate empirical basis for developing, implementing and evaluating policies to enhance the equal enjoyment by all of the rights enshrined in the Convention and facilitate the monitoring thereof. Please indicate the status of the Convention in the domestic legal order and indicate, providing examples, whether it has been or can be directly invoked in domestic courts.
3. Please detail actions taken or planned by the State party to make the optional declaration provided for in article 14 of the Convention.
4. Please provide information on the programme of activities for the national implementation of the First International Decade for People of African Descent.

Article 1

5. While article 14 of the Constitution of Japan guarantees equality under the law and prohibits discrimination on grounds of race, creed, gender, social status, or family origin, please indicate whether there are plans to adopt a comprehensive definition of racial discrimination in national legislation that fully aligns with article 1 (1) of the Convention, encompassing discrimination on grounds of race, colour, descent, and national or ethnic origin, as well as direct, indirect, and intersectional forms of discrimination, taking into account the Committee's general recommendations No. 1 (1972), No. 7 (1985) and No. 15 (1993) on the preventive value of such legislation. Please provide information on whether the scope of the Act on the Promotion of Efforts to Eliminate Unfair Discriminatory Speech and Behavior against Persons with Countries of Origin other than Japan ("Hate Speech

* Adopted by the Committee at its 116th session (17 November - 5 December 2025).

Elimination Act”) is being reviewed to ensure it prohibits all forms of racial discrimination and hate speech, including those directed at all individuals irrespective of nationality or origin, and whether the State party plans to amend the Act to introduce sanctions against those responsible or remedies for victims. Please provide information on whether the legal system allows for the adoption of special measures to ensure adequate advancement of individuals and groups protected by the Convention, including migrants, refugees, asylum-seekers, ethnic minorities, Indigenous Peoples including the Ainu and Ryukyu/Okinawa peoples, Burakumin, and describe the criteria and safeguards in place to ensure that such measures do not lead to the maintenance of separate rights for different groups. Please indicate whether any laws, regulations or practices differentiate individuals or groups on the basis of citizenship, nationality, or migration status, including access to housing, education, employment, public services, and welfare support, and comment on the compatibility of such distinctions with article 1 (2) and (3) of the Convention.

6. Please provide updated information on steps taken or planned to enact comprehensive anti-discrimination legislation prohibiting and penalizing acts covered under the Convention, and on mechanisms available for victims of racial discrimination to seek redress and remedies, including through the courts or other independent bodies.

Article 2

7. Please outline the legal framework, policies, strategies and other measures in place to eliminate racial discrimination and to give effect to article 2 of the Convention. In particular, please provide information on steps taken since 2016 to adopt comprehensive national anti-discrimination legislation that explicitly prohibits all forms of racial discrimination in public and private spheres, beyond the limited scope of the Act on the Promotion of Efforts to Eliminate Unfair Discriminatory Speech and Behaviour against Persons with Countries of Origin other than Japan (Hate Speech Elimination Act). Please also indicate whether such legislation would include remedies for victims and sanctions against perpetrators.

8. Please provide information on concrete measures to ensure equal protection of all persons in Japan against racial discrimination, including foreign nationals, refugees, asylum-seekers, stateless persons, Indigenous Peoples including the Ainu and Ryukyu/Okinawa peoples, Burakumin and people of African descent. Please describe whether the State party has considered adopting a National Action Plan on Combating Racism and Racial Discrimination, as recommended by civil society and in line with the Durban Declaration and Programme of Action.

9. Please provide information on whether the Ministry of Justice’s Human Rights Bureau has the independence, mandate and resources to investigate and remedy cases of racial discrimination, including hate speech and hate crimes, and whether there are plans to establish an independent National Human Rights Institution in full compliance with the Paris Principles. Please include any follow-up to the Government’s statements during the 2023 Universal Periodic Review regarding the review of frameworks for a human-rights remedy system and indicate whether the State has sought technical cooperation from OHCHR.

10. Please indicate whether the State party has considered making the optional declaration under article 14 of the Convention recognising the competence of the Committee to receive individual communications, and report on any discussions held within the Diet or relevant ministries in that regard.

11. Please provide information and examples of cases in which the Convention or the Hate Speech Elimination Act have been invoked before courts, administrative bodies, or the Ministry of Justice’s consultation mechanisms. Please include statistics on complaints, investigations, findings, and remedies, disaggregated by grounds of discrimination.

12. Please provide information on measures taken to protect the rights of asylum-seekers, refugees, and migrants, including the implementation of the 2023 and 2024 amendments to the Immigration Control and Refugee Recognition Act, which introduced provisions on deportation after multiple asylum applications and the revocation of permanent residence for

non-payment of taxes. Please indicate how these provisions comply with article 2 (1) and article 5 of the Convention, and with the principle of non-refoulement.

13. Please provide information on whether the State party has considered revising the Act on the Promotion of the Elimination of Buraku Discrimination (2016) to include a clear definition of Burakumin. Please indicate steps taken to ensure implementation and detail its monitoring mechanisms. Please provide information on investigations into misuse of family registry information and measures taken to ensure confidentiality of personal data and if whether or not such data are included in the Personal Information Protection Act as ‘sensitive personal information. Please indicate whether perpetrators of online or offline discriminatory conduct against Buraku persons have been prosecuted or sanctioned.

14. Please indicate steps taken to ensure that administrative decisions and public programmes do not discriminate on the basis of nationality or migration status, including in access to public assistance (Seikatsu Hogo), social welfare, medical care and education. Please provide information on the effects of the exclusion of many non-permanent foreign residents and persons without valid residence status from public assistance.

15. Please describe institutional arrangements for consultation and participation of ethnic minorities, Indigenous Peoples, Burakumin and migrant communities in the design and evaluation of anti-discrimination and human-rights policies, including mechanisms to ensure representation of the Ainu and Ryukyu/Okinawa peoples in relevant governmental councils or decision-making bodies.

Article 4

16. Please provide information on whether the State party’s criminal legislation is fully in accordance with the provisions of article 4 of the Convention, covering all the grounds set out in article 1 (1). In particular, please indicate whether the Penal Code or other relevant laws expressly criminalize:

- (a) All dissemination of ideas based on racial superiority or hatred and incitement to racial discrimination;
- (b) All acts of violence or incitement to such acts against any group of persons on the above grounds;
- (c) The provision of any assistance to racist activities, including the financing thereof; and
- (d) Organizations that promote or incite racial discrimination, including participation therein.

17. Please also indicate whether the State party has reviewed its longstanding reservations to article 4 (a) and (b) of the Convention and provide details of any examination undertaken to withdraw or narrow these reservations, including a timeline for completion.

18. Please provide information on any plans to amend the Act on the Promotion of Efforts to Eliminate Unfair Discriminatory Speech and Behavior against Persons with Countries of Origin other than Japan (Hate Speech Elimination Act, 2016) to ensure that it:

- (a) Prohibits hate speech targeting all individuals regardless of nationality or origin;
- (b) Establishes administrative or criminal sanctions for perpetrators; and
- (c) Provides effective remedies for victims. Please also clarify whether the Ministry of Justice has conducted any evaluation of the Act’s impact since its adoption, including disaggregated data on the number of complaints received through its human rights consultation services.

19. Please provide updated information on measures taken to prevent and punish hate speech and hate crimes, including:

(a) Statistics on reported incidents of hate crimes, prosecutions, and convictions, disaggregated by type of offence and by the ethnic or national origin of victims;

(b) Measures to ensure that racial motives are recognized as aggravating circumstances in sentencing; and

(c) Guidelines or training provided to law enforcement officials, prosecutors, and judges for identifying and investigating racially motivated crimes.

20. Please provide information on concrete measures taken to address hate speech and discriminatory remarks by public figures, including elected officials and media personalities, particularly during election periods. Please indicate whether there are any codes of conduct, disciplinary procedures, or other accountability mechanisms in place for such cases.

21. Please describe measures adopted to monitor and counter online hate speech and hate-motivated disinformation, including mechanisms for cooperation with social media platforms and the application of the 2024 Law on Measures Against Rights Infringements Caused by the Circulation of Information via Specific Telecommunications. Please indicate whether this law has been used to address hate speech directed at groups or individuals on grounds prohibited under Art.1(1).

22. Please indicate whether the State party has mechanisms to systematically collect, analyse, and publish data on hate speech and racist incidents, including those reported to police, municipal authorities, or civil society organisations. Please describe any cooperation with local governments that have adopted anti-discrimination ordinances, such as Kawasaki City, and whether best practices from such initiatives are being disseminated nationally.

Article 5

23. Please provide updated information on legislative, judicial and administrative measures ensuring the equal enjoyment of rights protected under article 5 of the Convention by all persons in Japan without discrimination, including foreign nationals, refugees, stateless persons, ethnic minorities, Burakumin and people of African descent, Indigenous Peoples such as the Ainu and Ryukyu/Okinawa peoples. In particular, please indicate whether the State party intends to adopt a comprehensive anti-discrimination act or national action plan covering all sectors.

24. Please provide information on measures taken to ensure equal access to justice for non-citizens, ethnic minorities, Indigenous Peoples and stateless persons, including the availability of interpretation services and public legal aid. Please include statistics on complaints and cases involving allegations of racial discrimination decided by courts or administrative bodies, and on remedies granted to victims. Please also indicate whether asylum seekers and migrants held in immigration detention or under kari-hōmen (provisional release) have effective access to judicial review and to independent complaint mechanisms.

25. Please provide information on steps taken to guarantee participation in public life and decision-making for long-term and special permanent residents, including Zainichi Koreans, who remain excluded from the right to vote in local elections and from appointment to most public-service posts despite Supreme Court findings that such participation is constitutionally permissible. Please clarify whether the Government has reviewed the 1953 Cabinet Legislation Bureau opinion establishing the so-called “general legal principle” that Japanese nationality is required for the exercise of public authority. Please also provide statistics, disaggregated by prefecture and position, on non-citizen local-government employees and teachers, and indicate whether they enjoy conditions of employment equivalent to those of Japanese nationals.

26. Please describe measures taken to prevent racially motivated violence and hate crimes, including those targeting persons belonging to Chinese and Korean minorities, foreign workers, refugees, Buraku persons and persons of African descent Ainu and Ryukyu/Okinawa persons, and to ensure effective investigation, prosecution and remedies for victim. Please specify whether racial or ethnic motive is recognised as an aggravating

circumstance under the Penal Code, and provide statistics on complaints, indictments and convictions related to hate crimes since 2018.

27. Please provide information on measures taken to prevent discrimination against foreign nationals, Buraku persons as well as those belonging to ethnic minorities and Indigenous Peoples in recruitment, working conditions and career advancement, including in public employment. In particular, please clarify how the Government monitors compliance with article 3 of the Labour Standards Act, which prohibits discrimination based on nationality, and whether sanctions have been imposed for violations. Please also provide details of reforms replacing the Technical Intern Training Programme with the Employment for Skill Development (ESD) system, indicating how the new framework addresses exploitation, excessive recruitment fees and restrictions on changing employers that have led to human-rights violations.

28. Please provide information on the concrete measures taken or planned to ensure the rights of non-citizens with permanent resident status are fully protected in practice in the implementation of the amended Immigration Control Act, as well as information on the concrete measures taken or planned to ensure that the status of permanent residence will not be revoked merely for forgetting to carry a residence card or file an application for its renewal or other minor infringement of laws and ordinances.

29. Please provide information on measures taken to combat discrimination against foreign nationals in access to housing and social-security benefits. Please clarify whether the Public Assistance (Seikatsu Hogo) scheme applies equally to all residents irrespective of nationality, and indicate the number of foreign households receiving such assistance, disaggregated by residence status. Please also provide information on the effects of the exclusion of many non-permanent residents and persons without valid residence status from welfare and medical coverage.

30. Please provide updated information on steps taken to ensure equal educational opportunities for children belonging to ethnic minorities, Indigenous Peoples and for non-citizen children, including those attending Korean, Brazilian or international schools. Please include information on measures to guarantee that Korean schools are not discriminated against in the High-School Tuition Support Fund Programme and that local-government subsidies are maintained or reinstated. Please also indicate whether the national curriculum incorporates education on the culture, language and history of ethnic minorities including Chinese and Korean communities the Ainu Ryukyu/Okinawa Indigenous Peoples,. Please further clarify how the State party guarantees access to compulsory education for children of undocumented migrants and asylum seekers, and whether there have been recent cases of school refusal of such children.

31. Please provide information on access to public health insurance, medical care and reproductive-health services for non-citizens, asylum seekers and persons without residence status. Please describe any policies ensuring that hospitals and clinics do not impose higher fees or deny treatment to such persons, and provide data on the number of foreign residents covered under the National Health-Insurance Scheme.

32. Please provide information on measures, including any legal amendments, to protect female migrant workers, particularly those recruited by private agencies, from dismissal or return forced by employers due to pregnancy.

33. Please indicate the efforts made by the State party to consider its position regarding the recognition of the Ryukyu/Okinawa as Indigenous Peoples and the specific barriers preventing the State Party from giving legal or constitutional recognition and protection to Ryukyu/Okinawa who self-identify as Indigenous Peoples. Please include information how the Act on Promoting Measures to Achieve a Society in which the Pride of the Ainu People is Respected (2019) is integrating principles of the Committee's general recommendations No. 23. Please indicate steps taken to ensure implementation and detail its monitoring mechanisms. Furthermore, please provide information on measures taken to recognize and protect the rights of Ainu and Ryukyu/Okinawa peoples:

- (a) To own and control their communal lands and territories;

(b) To engage freely in their traditional economic activities including hunting, fishing in particular salmon fishing in rivers and;

(c) To Consultation and free, prior and informed consent before the adoption of decisions that affect their lands, rights and interests in particular the development of renewable energy and conservation project and military bases.

34. Please provide information on consultations undertaken with the Ryukyu/Okinawa people in relation to the construction of the U.S. military base in Okinawa, including Henoko-Oura Bay, environmental and human rights impact assessment and mitigation measures taken with a view to protecting their environment and traditional ways of life. Please provide information on measures taken to protect the right to health of Ryukyu/Okinawa people from contamination of per- and polyfluoroalkyl substances found in the surrounding areas of U.S. Futenma and Kadena Air Bases.

35. Please give information on measures taken to preserve indigenous languages in particularly those declared endangered by UNESCO, cultural heritage and to repatriate the human remains of both Ainu and Ryukyu/Okinawa peoples. Please also provide data on Ainu and Ryukyuan representation in consultative bodies, including the Council for Ainu Policy Promotion.

36. Please describe measures taken to promote intercultural understanding and to eliminate racist stereotypes in the media, education and political discourse. Please include examples of government or local-authority awareness-raising campaigns and cooperation with media organisations to counter online hate speech. Please indicate whether such programmes involve consultation with minority communities, Indigenous Peoples as well as civil-society organisations.

37. Please provide information on complaint mechanisms available to victims of racial discrimination, including through the Ministry of Justice's Human-Rights Bureaus and local consultation offices. Please provide data on the number of complaints received, the nature of alleged violations and outcomes, including any disciplinary or judicial action taken. Please also indicate any measures taken to raise awareness among affected communities about these mechanisms and to ensure accessibility, particularly for non-Japanese speakers and persons with irregular migration status.

38. Please provide information on steps taken to address multiple and intersecting forms of racial and gender-based discrimination, particularly against minority women, migrant women workers and women belonging to Ainu and Ryukyuan/Okinawa peoples and Burakumi. Please include data on complaints received and remedies granted and describe measures ensuring their participation in decision-making processes.

39. Please provide information on measures taken to address the lasting consequences of foreign "comfort women" who were sexually exploited by the Japanese military during the World War II, to acknowledge legal responsibility, preserve the memory of victims and condemn attempts at defamation or denial of such events. Please provide updated information on the measures taken to ensure access to truth, justice, redress and reparation for victims of such practice.

Article 6

40. Please provide updated information on legislative, judicial, and administrative mechanisms available to individuals and groups who allege violations of rights protected under the Convention, including information on the procedures, powers, and outcomes of complaints handled by the Human Rights Bureau of the Ministry of Justice and local human-rights offices. Please include data disaggregated by year, sex, and nationality on: (a) the number of complaints of racial discrimination received; (b) investigations initiated; (c) findings of violations; and (d) remedies, including compensation or recommendations issued to the relevant authorities.

41. Please describe measures taken to ensure that these mechanisms are accessible, particularly for foreign nationals, refugees, and stateless persons who may face linguistic or

cultural barriers. Please specify whether interpretation and translation services are available throughout the process and whether information on complaint mechanisms is disseminated in multiple languages.

42. Please indicate whether the State party intends to establish an independent National Human Rights Institution in full compliance with the Paris Principles, with competence to receive and investigate complaints of racial discrimination and provide binding or enforceable remedies. Please include information on any consultations with the Diet, civil-society organizations, or the OHCHR in this regard.

43. Please provide examples of court cases in which victims of racial discrimination have successfully obtained redress or compensation, including the nature of the discrimination, the legal basis for the judgment, and the remedies granted. If no cases exist, please clarify the reasons for the absence of jurisprudence, including whether victims face procedural or evidentiary barriers to bringing claims under existing law.

44. Please explain whether civil- or criminal-law provisions allow for collective complaints or class actions in cases involving widespread racial discrimination, and whether public-interest organizations or the Attorney General may bring cases on behalf of victims.

45. Please provide information on training and capacity-building programmes for judges, prosecutors, and lawyers on the Convention, international human-rights law, and the identification and adjudication of racial-discrimination cases.

46. Please indicate whether the State party has considered ratifying the Optional Declaration under Article 14 of the Convention, recognising the competence of the Committee to receive individual communications, and whether this issue has been discussed within the Ministry of Justice or the Diet.

47. Please provide information on mechanisms ensuring that victims of hate speech, hate crimes, or discrimination in employment, housing, or education obtain prompt and adequate reparation, including rehabilitation and guarantees of non-repetition. Please indicate whether compensation schemes exist for victims of hate-motivated violence and whether courts consider racial motive as a factor in awarding damages.

48. Please clarify whether the Immigration Services Agency provides administrative remedies or appeal procedures to foreign nationals alleging discrimination in immigration detention, deportation, or refugee-status determination, and indicate the number and outcomes of such appeals.

49. Please describe any steps taken to ensure that victims of discrimination have access to psychosocial, medical, and social-support services, and whether such services are financed or coordinated by the Government or by local authorities.

50. Please provide information on follow-up mechanisms established to monitor implementation of recommendations made by domestic or international bodies in cases involving racial discrimination, including those from the Committee on the Elimination of Racial Discrimination, the Human Rights Committee, the Committee on Economic, Social and Cultural Rights, and the Universal Periodic Review.

Article 7

51. Please provide updated information on legislative, administrative and educational measures adopted to combat prejudice and to promote understanding, tolerance and friendship among ethnic and national groups, in accordance with article 7 of the Convention. Please include examples of national and local public-awareness campaigns implemented since 2020 to counter hate speech, xenophobia, and online incitement to discrimination, and indicate their coverage and impact.

52. Please describe how the Basic Act on Education (as amended in 2018) and related curricula integrate human-rights education, including teaching on equality, non-discrimination, and Japan's obligations under the Convention. Please provide information on

cooperation between the Ministry of Education, Culture, Sports, Science and Technology (MEXT) and the Ministry of Justice in implementing education against hate speech.

53. Please indicate whether teaching materials at all educational levels include balanced information on the histories and cultures of minority and Indigenous Peoples, including the Ainu and Ryukyu/Okinawa peoples, Buraku communities, and Zainichi Koreans. Please include details of any curriculum reviews, new textbooks, or teacher-training programmes covering these topics.

54. Please provide information on measures to ensure that children belonging to ethnic minorities, Indigenous Peoples and children of foreign origin have access to education reflecting their language and culture. Please include data on:

(a) The number of schools providing instruction in minority languages, in Ainu and Ryukyuan languages or bilingual education;

(b) The extent to which minzoku gakkyū (“ethnic classes”) and after-school programmes for minority children receive national or local funding; and

(c) Support provided by the central government to local authorities such as Osaka City that operate such programmes.

55. Please clarify the measures taken to guarantee equality of treatment for students attending Korean schools, including their eligibility for the High-School Tuition Support Fund Programme and local-government subsidies, and to ensure that political or diplomatic factors do not affect access to educational funding.

56. Please describe initiatives to promote the participation of minorities and non-citizens in higher education and research, including scholarships, admission policies and support for international students. In particular, please provide information on any review of the eligibility criteria for foreign doctoral students under the SPRING research-grant programme following policy changes in 2025.

57. Please provide information on steps taken to promote training for teachers, police officers, and civil-service personnel on the prevention of racial discrimination and on cultural diversity. Please include information on training materials developed jointly with the National Police Agency, the Immigration Services Agency, or civil-society organisations.

58. Please indicate measures adopted to ensure that media outlets refrain from disseminating hate speech or racially biased content, and that journalists and broadcasters receive training on the ethical coverage of minorities and migrants. Please include information on cooperation between the Government, the Broadcasting Ethics & Program Improvement Organization (BPO), and social-media companies to monitor and remove online hate content.

59. Please provide examples of public-awareness programmes aimed at promoting intercultural understanding and solidarity, including those celebrating Ainu, Ryukyuan, Korean, cultural heritage. Please describe how these initiatives are developed in consultation with the communities concerned and whether they are supported by national or prefectural budgets.

60. Please provide information on monitoring and evaluation mechanisms assessing the impact of education and media initiatives on reducing prejudice, and on how data collected are used to inform future policies.

61. Please provide information on the concrete measures adopted in the framework of the International Decade for People of African Descent.
