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Summary record of the 3081st meeting

Held at the Palais Wilson, Geneva, on Wednesday, 16 July 2014, at 10 a.m.

Chairperson: Sir Nigel Rodley

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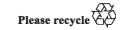
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The meeting was called to order at 10.05 a.m.

Consideration of reports submitted by States parties under article 40 of the Covenant (continued)

Sixth periodic report of Japan (continued) (CCPR/C/JPN/6; CCPR/C/JPN/Q/6 and Add.1)

- 1. At the invitation of the Chairperson, the delegation of Japan took places at the Committee table.
- 2. **Mr. Yamanaka** (Japan) said that, in June 2008, the Grand Bench of the Supreme Court had declared unconstitutional the legitimation requirement under the Nationality Act for children born out of wedlock to a Japanese father and non-Japanese mother. In September 2013, it had ruled that the article of the Civil Code capping the inheritance that an out-of-wedlock child could receive at half that of a legitimate child was also unconstitutional. Adequate human rights guarantees were therefore being provided.
- 3. **Mr. Matsumoto** (Japan), responding to questions about the concept of reasonable discrimination, said that article 14, paragraph 1, of the Constitution provided for equality before the law. Distinctions that were not made on rational grounds or did not respond to an objective of law violated that article and were deemed discriminatory.
- 4. **Mr. Tanaka** (Japan) said that perpetrators of hate speech classified as a tort were liable to pay damages. The Penal Code contained provisions on defamation under article 230 and intimidation under article 222. In cases where hate speech was not considered a civil wrong or an offence punishable under the Penal Code, careful consideration had to be given to the issues of freedom of speech and the protection of human rights. The Government would continue to develop awareness-raising activities to combat prejudice against foreign nationals.
- 5. **Mr. Matsumoto** (Japan) said that, since December 2007, in response to requests for information by the general public, the name and date of birth of executed persons were officially disclosed, as were the location of the execution and the crime for which the death penalty had been imposed. The matter was complex, as due consideration had to be given to the psychological impact that such disclosure might have on persons connected with the condemned prisoner and other inmates awaiting execution. He read out a list of the 19 capital offences in Japan, which included the very serious crimes of arson of an inhabited structure and use of explosives. In recent years, the death penalty had only been imposed when such offences had resulted in death.
- 6. With regard to the provision of health care to detainees, he said that, under article 62, paragraph 1, of the Act on Penal Detention Facilities and Treatment of Inmates and Detainees, prison wardens were required to arrange for diagnostic procedures to be performed on prisoners who were ill or injured, including those exhibiting symptoms of mental illness. Prisoners who had been sentenced to death were examined regularly by prison doctors and external medical personnel. In addition, under article 479 of the Code of Criminal Procedure, the Minister of Justice was required to issue an order suspending the execution of prisoners diagnosed with a mental illness.
- 7. **Mr. Kitajima** (Japan) said that the study group on capital punishment, which had met on 10 occasions between August 2010 and March 2012, had considered the advantages and disadvantages of the death penalty. Its mandate had expired on 9 March 2012 with the publication of a summary of its discussions and findings, in which it had stated that there were valid arguments in favour of and against capital punishment, and that it would not be appropriate to draw any definitive conclusions in that regard.

- 8. **Mr. Hashiguchi** (Japan) said that the attendance of officials during meetings between an inmate sentenced to death and their lawyer was not considered appropriate unless there were special circumstances or the inmate's mental condition needed to be assessed.
- 9. **Mr. Tanaka** (Japan), referring to the rights of lesbian, gay, bisexual and transgender (LGBT) individuals, said that the Ministry of Justice investigated alleged human rights breaches promptly and took appropriate measures. The human rights organs of the Ministry of Justice had been distributing leaflets throughout the country on eliminating discrimination on the grounds of gender identity disorder, which had been selected as an annual priority. Persons with gender identity disorder were offered counselling in mental health and welfare centres, while children received specialized care at school. Where necessary, teachers liaised with prefectural education boards to ensure effective coordination between medical services.
- 10. **Mr. Matsumoto** (Japan) said that the Act on Special Cases involving the Handling of Gender for People with Gender Identity Disorder, which had entered into force in 2004, had been revised in 2008 to allow parents to change their legal gender as long as they had no underage children.
- 11. **Mr. Kitajima** (Japan), in reply to a question about the detention of Iwao Hakamada, said that the Shizuoka District Court had ordered a retrial on 27 March 2014 and proceedings were under way. Under the Code of Criminal Procedure, the maximum permissible length of pretrial detention was 20 days, a provision that had been respected in the case at hand. In general, suspects were not held in custody while investigations were conducted unless they had been arrested in flagrante delicto, they posed a flight risk or there was a danger of evidence being destroyed. The extension of pretrial detention was conditional on the approval of a judge following a rigorous screening and review process. Suspects could appeal such extensions and request reviews of their detention if they felt that it was unjustified or unduly long.
- 12. Turning to the issue of interrogations, he said that, in the absence of alternative methods of evidence collection such as telephone tapping and plea bargaining, questioning suspects was the most important form of obtaining information. It was therefore essential to decide whether it was appropriate for defence lawyers to attend interrogations on a case-bycase basis, as their presence could undermine the work of police officers and public prosecutors.
- 13. The audiovisual recording of interrogations in certain types of cases was being conducted on an experimental basis and would be rolled out fully on 1 October 2014. A special subcommittee comprising intellectuals and lawyers had been set up to examine the practicalities of a full-scale roll-out, which would place a significant burden on human and material resources, and had reported that audiovisual recording was particularly desirable in cases involving lay judges and those in which public prosecutors initiated investigations. After the roll-out, studies would be carried out on the status and implementation of the measure and changes would be made if necessary.
- 14. **Mr. Ishiwatari** (Japan) said that a system had been put in place to supervise police interrogations. Inappropriate behaviour such as coercion and abuse was investigated by an external authority and could lead to criminal proceedings being suspended. Prolonged interrogations between the hours of 10 p.m. and 5 a.m. could only be conducted with the approval of the chief of police, and the handcuffing of suspects during questioning was to be avoided. Regarding concern over an alleged forced confession in a case involving the remote manipulation of a personal computer, a police inquiry into the matter had not uncovered any wrongdoing.

- 15. **Mr. Takeda** (Japan) said that a compensation claim had been filed in relation to the online disclosure of personal information pertaining to a number of Muslim citizens. The National Police wished to offer its support to the individuals affected.
- 16. **Mr. Teramura** (Japan) said that eligibility for pension benefits was dependent on the length of time for which an individual had contributed to the pension system. Transitional measures had been introduced for foreign nationals under the age of 60 in April 1986, such that the period during which they had not been covered by the national pension system due to nationality requirements (1 April 1 1961 to 31 December 1981) must be taken into account in granting them national pension benefits. Foreigners who had been over 35 when the nationality clause had been abolished were therefore eligible to receive benefits, provided they satisfied all other requirements. As individuals who submitted pension claims were not asked to state their nationality, the Ministry of Health, Labour and Welfare was unable to provide data on the number of foreign nationals who had received benefits.
- 17. Regarding discrimination against the Burakumin community, he said that employment discrimination was prohibited in Japan, and that recruitment decisions must be based on candidates' skills and capabilities.
- 18. **Ms. Hirobe** (Japan) said that, because many women gave up work during pregnancy and childbirth, relatively few possessed the expertise needed to assume managerial positions, an issue that was being tackled by the Government through a number of initiatives. The dismissal or other disadvantageous treatment of women on account of pregnancy or childbirth was illegal, and employers who failed to comply with the provision despite being warned were named and shamed.
- 19. **Mr. Morotomi** (Japan) said that, under Japanese law, managers of psychiatric hospitals must endeavour to hospitalize persons with mental illnesses on a voluntary basis, and were obliged to grant requests for discharge from persons hospitalized on that basis. A rigorous procedure was in place for involuntary commitment, which was subject to third-party review at the prefectural level. Group homes had been established to make early discharge possible and assist the reintegration into society of persons hospitalized for prolonged periods, and studies had been launched to develop specific community treatment measures for persons with disabilities.
- 20. Since 2012, legislation had been in force to prevent the abuse of persons with disabilities, and municipal and prefectural authorities had a duty to ensure that group homes and other institutions were properly managed. The Ministry of Health, Labour and Welfare had produced a manual on the prevention of abuse and had circulated it widely, and the Government had borne part of the cost incurred in developing a framework for prevention.
- 21. **Ms. Sawai** (Japan) said that, since 2011, efforts had been made to boost the number of female candidates in local elections; the success of affirmative action measures in other countries had been assessed with a view to their possible adoption in Japan. Regarding the business sector, Prime Minister Shinzō Abe himself had urged companies to appoint more women in managerial positions and set themselves voluntary targets. A system of subsidies and fiscal incentives was being introduced to further encourage employers in that regard. The Government's revitalization strategy, which had been revised in June 2014, established guidelines to promote the participation of women in the labour market, and the effectiveness and implementation status of the Third Basic Plan for Gender Equality were being continuously evaluated by an expert monitoring group.
- 22. Regarding domestic violence, the Act on the Prevention of Spousal Violence and the Protection of Victims had recently been amended and a number of organizations were working on that issue. Counselling services were available for victims at the Spousal Violence Consultation and Support Centres and Women's Consulting Offices. Efforts were

being made to extend the operating hours of those services to cover nights and holidays and thereby provide greater support. The average duration of hearings in cases for the issuance of protection orders was more than 12 days. Protection orders had been issued in 110 cases in 2010. Regarding changes of status for stays of victims of domestic violence, the Immigration Bureau had registered approximately 50 approved changes per year in recent years.

- 23. **Ms. Seibert-Fohr**, referring to question 16 of the list of issues, said that, although the State party claimed not to be aware of complaints involving the abduction, confinement and forced de-conversion of adult followers of the Unification Church and Jehovah's Witnesses by their families, some cases had apparently been brought before the civil courts, although no injunctions had been granted. She asked what steps the State party planned to take to act upon that information.
- On the issue of freedom of opinion and expression, noting with concern that the Constitution allowed the restriction of those rights if necessary for the public good, she asked how the State party ensured that such restriction did not go beyond what was specified in article 19 of the Covenant. Recalling the relevant aspects of the Committee's general comment No. 34 on freedoms of opinion and expression, she expressed concern in relation to the adoption of the Act on the Protection of Specially Designated Secrets and its effects on those freedoms. The exact scope of application seemed unclear and there did not appear to be any specific definition of what could be designated as secrets, which was particularly worrying given the heavy penalties for disclosure of classified information. The fact that those penalties also applied to persons who obtained secrets and published the relevant information would surely have a chilling effect on the media. Although the Act provided for consideration of freedom of news coverage, the practical meaning of that provision remained unclear. How would the State party ensure that the Act was only applied in conformity with article 19 and what safeguards were in place to protect journalists, researchers, environmental activists and human rights defenders from criminal punishment?
- 25. On the rights of persons belonging to minorities, she recalled the Committee's previous concluding observations and its general comment No. 23. She wished to know what special positive measures the State party intended to adopt to preserve and promote the cultural heritage and traditional way of life of the Ainu, Ryuku and Okinawa. Did the State party plan to provide their children with adequate opportunities to receive instruction in their language and culture?
- 26. **Mr. Neuman** said that, from some of the delegation's answers, there appeared to be a conception that a human right could be outweighed if there was any possibility that respecting it would cause a disadvantage, which was not the understanding expressed in the Covenant. For example, women could be forbidden from marrying for six months after divorce because of the possibility that a child could be born and there might be a doubt as to paternity. Given the advances in DNA technology, such an argument was no longer justified.
- 27. Referring to question 18 of the list of issues, he recalled that the principle of non-refoulement provided for under article 7 of the Covenant applied regardless of whether the individual at risk of torture met the particular criteria under the Convention relating to the Status of Refugees. Noting that legal proceedings for asylum applications appeared not to address that issue, he asked why the State party did not provide a legal procedure whereby the individual could be heard on the danger of refoulement that violated the Covenant. Observing that the refugee examination counsellors did not have any real decision-making authority and there were concerns as to their independence, he asked why the State party did not provide an independent appeal mechanism. He requested clarification as to whether

there was a new law in force in that area and, if so, requested details in writing of any changes relevant to questions 18 and 19.

- 28. Noting that applicants who appealed by filing a lawsuit were still vulnerable to being deported unless the court granted a provisional order suspending deportation while it decided on the case, he wondered why the State party did not provide for a suspension of deportation until all legal proceedings on a non-refoulement claim had been decided. How was deporting the individual before the risk had been determined consistent with article 7 of the Covenant? With regard to ill-treatment during deportation operations, he recalled that the question had been prompted by an incident in 2010 when a man being deported to Ghana had died while subjected to restraints. He wondered what lessons had been learned from that incident and what was being done to prevent similar cases in the future.
- 29. Turning to question 19 on detention of asylum seekers, he said that the concern was about the right to personal liberty rather than discrimination. It appeared that the criterion that detention for a substantial period should be used only when necessary and when it was determined that alternatives to detention would be insufficient because of a danger to public safety or a risk of flight was not applied, and that such decisions were at the discretion of the administrative officials. He asked the delegation to explain how the current practice was consistent with the Covenant and what the basis for the detention of children was in that context.
- 30. Ms. Majodina, referring to question 22, said that little progress had been made in resolving the problem, despite consistent recommendations by the Committee and other international bodies. It was high time for Japan to replace the euphemistic term "comfort women" and refer to the victims properly as "enforced sex slaves". She asked whether it was still the State party's position that the Japanese military had been directly and indirectly involved in the establishment and management of "comfort stations", as indicated in the 1993 Kono statement. If so, there was direct State responsibility for the violation of the human rights of those women. She asked what remedies were available to the victims, how many judicial claims had been brought before the Japanese courts over the years, what had been their outcomes, and what steps the State had taken to establish an investigative body and disclose all the information in its possession. She further asked whether the atonement money paid to those few victims who had accepted it was considered compensation proportionate to the damage caused. She enquired what measures had been taken to refute allegations by senior public figures denigrating the victims and denying the violations that the State had already admitted in the 1993 apology in the Kono statement. What efforts had the State made to meet the victims and offer an apology in a public ceremony?
- 31. Turning to question 25, she said that, although some progress had been made, the procedures now in place now for registering a child born out of wedlock were apparently cumbersome. She wondered what were the obstacles to resolving that matter and ending the persistent discrimination in that area.
- 32. **Mr. Flinterman**, referring to the status of the Covenant in the Japanese domestic legal order, asked whether it was true that, since the Covenant had taken effect in the State party, the Supreme Court had only explicitly recognized the self-executing character of article 26 of the Covenant. Were other articles also considered to be self executing and was the Government planning any action to promote the self-executing character of all rights under the Covenant? He asked about the time frame for a decision on accession to the Optional Protocol to the Covenant and what obstacles existed to the establishment of a national human rights institution based on the Paris Principles.
- 33. Turning to question 23, he asked whether the State party had taken any steps towards acceding to the Protocol to Prevent, Suppress and Punish Trafficking in Persons,

Especially Women and Children. He would welcome clarification of the definition of trafficking used in the Action Plan to Combat Trafficking in Persons and information on any action taken to combat trafficking for the purpose of labour exploitation and whether training was provided to labour inspectors in that regard. He wondered what measures had been taken to ensure that clear identification procedures were set out so that victims of trafficking were not incorrectly identified and treated as undocumented migrants. He asked the delegation to comment on reports that female victims of trafficking were rarely admitted to shelters and received little support. What preventive measures were being taken to eradicate demand for trafficking for the purposes of sexual and labour exploitation and what sanctions were imposed on traffickers?

- 34. With regard to question 24, he noted that there continued to be serious concerns in relation to persistent violations of the human rights of migrant workers under the Training and Technical Internship Programme. Recalling the recommendation of the Special Rapporteur on the human rights of migrants, he asked whether the Government was considering replacing the programme with an employment programme aimed at achieving the original purpose of transferring skills to developing countries.
- 35. Referring to question 28, he would appreciate information on how the Committee's 2008 concluding observations had been disseminated, including whether they had been translated into Japanese and discussed with other stakeholders, and on the plans for the concluding observations from the current session.
- 36. **Mr. Shany** asked the delegation to explain why the State party was reluctant to fully legislate against sexual harassment. On the issue of hate speech, he noted that there did not appear to be a strong commitment to combating hate speech that constituted incitement to discrimination or hostility, as opposed to violence. It was preferable to curb hate speech through criminal laws rather than the Civil Code.
- 37. Referring to question 15 of the list of issues, he asked whether the constitutional provision that no individual should be arrested or detained without being informed of the charges against them and of their right to legal counsel also applied when an individual went voluntarily to the police for questioning. Was it true that detainees in the substitute detention system (*Daiyo Kangoku*) were deprived of access to a lawyer for 72 hours? Did the State party accept the principle that a person had the right to meet with their lawyer as soon as possible, including before the commencement of the interrogation? The Committee hoped the State party would reconsider its position on the right to have legal counsel present during interrogation.
- 38. On question 26, he welcomed the State party's willingness to review the minimum age of consent but wondered why the process was taking so long. As to corporal punishment, he expressed concern at the State party's strategy of requesting changes rather than making them a requirement. He asked whether there were any plans to amend the legal provisions relating to corporal punishment, which allowed those with parental authority to discipline their children in an "appropriate" manner.
- 39. **Mr. Rodríguez-Rescia** asked what criteria were used to determine the 19 offences that were subject to the death penalty. The inclusion of certain crimes, such as treason, called into question the objectivity of those criteria. Furthermore, public sentiment did not constitute an objective or reasonable criterion on which to base public policy on the death penalty. The argument that prior notice to inmates of the date of execution of their death sentence would disturb their peace of mind was inadequate since the State was not in a position to measure their peace of mind. Advance notification, rather than the current 24-hour notice, should be given.
- 40. Mr. Kälin said that the Reconstruction Agency had reported the Fukushima disaster as the cause of death given in a considerable number of death certificates. He would like

further details on that cause of death and on the number of cases of cancer. He asked whether the Government planned to reopen the designated evacuation areas and, if so, whether the evacuees would no longer receive compensation, which would force them to return to contaminated areas. He asked what kind of information on contaminated areas was provided and whether Government information was disseminated in accordance with the freedom to receive information under the Covenant.

- 41. **The Chairperson**, speaking in his capacity as a Committee member and quoting from a report on the substitute detention system (*Daiyo Kangoku*), asked whether it was true that: (a) in theory a suspect had a right to legal counsel under *Daiyo Kangoku* but in practice suspects had no contact with attorneys and could not exercise that right without the assistance of investigators, as telephone calls were prohibited; (b) if such assistance was provided, limitations were imposed on the time and place of conferral and on the length of consultations; (c) the transfer of items between the suspect and the attorney was prohibited; and (d) the attorney was not permitted to be present at the interrogation.
- 42. **Mr. Katsuki** (Japan) said that the Act on access to information had been strengthened and the public was entitled to request the disclosure of administrative documents. The Protection of Specially Designated Secrets Bill, which would be enacted towards the end of 2014, was in line with article 19 of the Covenant and did not alter provisions in the Constitution or the Act on access to information. The information covered by the Bill must fulfil specific criteria set out in that text; it must not have been publicly disclosed; and it must constitute a risk to national security. The "especially harmful activities" criterion included such acts as espionage. A procedure was established to prevent abusive application of the Act, and to protect freedom of expression and of the press.
- 43. **Mr. Matsumoto** (Japan) said that the principle of non-refoulement was respected in the State party. The Immigration Control and Refugee Recognition Act had been amended to bring it into line with article 3 of the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment. Additionally, the return of foreign nationals to a destination where they were classified as missing persons was prohibited. Following a review of the immigration regulations on deportation, procedures had been strengthened and training sessions designed for officers responsible for carrying out deportations.
- 44. **Mr. Negishi** (Japan) said that foreign nationals were detained under the deportation procedure only in exceptional circumstances, such as where a crime was committed subsequent to an application for refugee status. A mechanism existed for appeals against decisions to refuse refugee status. It included a system of refugee examination counsellors who were empowered to interview appellants, communicate with the Ministry of Justice, attend hearings and provide advice. Regardless of the final decision, the counsellors' opinion on each case was made public. A subcommittee had been set up to deal with the increase in applications for refugee status.
- 45. **Mr. Odagiri** (Japan) said that the objective of the Technical Intern Training Programmes was to develop technology and skills to be transferred to developing countries. Discussions had been held on support, supervision and immigration regulations relating to the programme. Measures had been adopted to prevent illegality within the framework of the programme, strengthen the protection of trainees, and dismiss offenders. If violations of the human or labour rights of trainees came to light, the organization running the programme could be banned from that activity for a maximum of five years; several programmes had in fact been suspended in 2013. Persons entering Japan under the programme were given a contract, granted a specific residence status and protected under national labour law, which provided for insurance and compensation.

- 46. **Mr. Negishi** (Japan) said that the Government was making efforts to promote Ainu culture. Although the term "indigenous peoples" was not defined in Japanese domestic law, a resolution had been adopted by the Diet in 2008 on the recognition of the Ainu people as an indigenous people. No other minority groups had been thus recognized. The Okinawa people fully exercised their right to enjoy their own culture and practise their own religion, and the State party continued to promote their cultural heritage.
- 47. **Mr. Yoshida** (Japan) said that under the Protection of Cultural Properties Act, aspects of the Okinawa and Ainu cultural heritage were protected and funds were provided for projects for that purpose. Measures were taken to preserve the Ainu language, and research by UNESCO into Ainu as an endangered language had been published on the Ministry of Justice's website. Foreign children were entitled to education in their respective languages, subject to the availability of such education in their region. Courses were taught on Ainu and Okinawa history and culture within the mainstream education system.
- 48. **Mr. Mori** (Japan) said that information leaflets on the risks of radiation and ways to reduce exposure were distributed to the general public. Information following the Fukushima disaster had been communicated accurately and speedily. The Committee's previous concluding observations had been translated into Japanese and distributed to the Diet and other governmental bodies. They had also been published online to enable access by NGOs and civil society.
- 49. **Mr. Matsumoto** (Japan) said that accession to the Optional Protocol was under consideration. While certain language was categorized as hate speech in the Criminal Code, it remained important to respect freedom of expression. Bodies had been set up with responsibility for enhancing and raising awareness of the rights of foreign nationals in an effort to reduce discrimination against them. Human rights education with a focus on the rights of foreign nationals was provided in schools and private undertakings. A dedicated website for foreign nationals had been created. The dissolution of the Japanese Diet in 2012 had resulted in the withdrawal of the bill to establish independent human rights organizations, which had met with resistance regarding the degree of independence and definition of such organizations. Lastly, discussions were under way on a remedy mechanism relating to human rights.
- 50. **Mr. Tanaka** (Japan) said that the distinction between children born in and out of wedlock had been removed from most provisions of the Family Register. The requirement to indicate whether a child had been born in or out of wedlock in applications for a birth certificate had also been withdrawn. The laws concerning marriage and family life had been reviewed in that regard. The use of DNA to determine the paternity of a child was not always feasible or in the best interests of the child but that issue was nevertheless under discussion.
- 51. **Mr. Kitajima** (Japan) said that the possibility of raising the minimum age of sexual consent was being considered. Determining an act of rape and the age at which a person was in a position to give informed consent was sensitive and complex. For the large number of crimes carrying the death penalty, which included murder and murder with robbery, imprisonment with or without labour for life or a definite term was also an option. That did not apply to the crime of instigation of foreign aggression. A Supreme Court decision had established rigorous criteria for rulings on the death penalty.
- 52. **Ms. Hatakeyama** (Japan) said that suspects had the right of access to counsel, including at night and during holidays, without restriction on the length of the meeting, and rooms were allocated in detention facilities for that purpose. Although telephone calls were prohibited under *Daiyo Kangoku*, when a detainee wished to contact his or her lawyer the detention centre staff would communicate with the lawyer on the detainee's behalf. The

transfer of items between detainees and attorneys was permitted following an inspection of those items.

- 53. **Mr. Ishiwatari** (Japan) emphasized that legal counsel could be requested at all times. It was not automatically provided in cases involving voluntary interrogation but the individuals concerned were informed of their right of access to counsel and to withdraw from the interrogation at any time. Upon arrest, suspects were informed of their right to counsel. Reports of persons being forced to convert to a particular religion were addressed promptly through an investigation.
- 54. **The Chairperson** said that consideration of the State party's report would continue at the following meeting.

The meeting rose at 1 p.m.