

Report

Trends in LGBT Policy and Corporate Responses to LGBT Issues

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Abstract

This paper aims to clarify the way gender diversity is and will be addressed in Japan. To achieve this aim, this paper describes trends in LGBT (lesbian, gay, bisexual, and transgender) policy and corporate responses to LGBT issues, and examines future prospects and challenges. Section 2 discusses LGBT policies at the national and local government levels since the early 2000s. LGBT policies have traditionally prohibited discrimination within the framework of protection of human rights and gender equality. Yet, as recent examples show, policy measures are now being implemented not only to prohibit discrimination but also to provide support for LGBT people, and LGBT policies are being managed within the framework of respecting diversity in some cases. Section 3 focuses on corporate responses to LGBT issues and discusses the needs of LGBT workers and relevant efforts made by companies. Companies should address LGBT issues in terms of LGBT employees' feeling of being discriminated against and their willingness to work. Although some companies promoting diversity in the workplace have made progress in responding to LGBT issues, in general LGBT workers have not enjoyed what they want for their workplace. More case studies should be conducted to investigate what and how various measures may be implemented in a concrete manner. In particular, studies should focus on finding out what prompts companies' responses to LGBT issues. Government policies and corporate responses should be planned carefully so that they will not be based on misunderstanding and unfavorable to LGBT people. The first step in seeing things from their perspective would be to accept gender diversity. An important question is how our society faces the fact that gender identity is not limited to men and women.

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The original report is available at https://www.murc.jp/report/rc/journal/quarterly/2017_04/.

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Introduction

This paper aims to clarify how gender diversity is addressed in Japan and how it will be addressed in the future. To achieve this aim, this paper describes trends in LGBT (lesbian, gay, bisexual, and transgender) policy and corporate responses to LGBT issues and examines future prospects and challenges. Section 1 discusses main concepts related to gender diversity and provides basic relevant information. Section 2 discusses LGBT policies at the national and local government levels since the early 2000s and examines future prospects and relevant research topics. Section 3 focuses on corporate responses to LGBT issues and discusses the needs of LGBT workers and relevant efforts made by companies.

1. Gender Diversity

Besides physiological sex, concepts relevant to gender issues include gender identity (psychological gender), sexual orientation (a pattern of sexual attraction to people of a certain gender or genders), and expressed gender (one's chosen pattern of behavior and self-presentation). There can be unlimited gender identities depending on how these factors are combined.

Among them, the majority are men who identify as male and are attracted to women, and women who identify as female and are attracted to men. Other people with different gender identities are called sexual minorities. LGBT people, that is, lesbian, gay, bisexual, and transgender people, are sexual minorities.¹ Lesbian women are attracted to other women; gay men are attracted to other men; bisexual people are attracted to both men and women; and transgender people have a gender identity different from their assigned physiological sex.

In the legal and policy fields, the term "LGBT" is not often used in Japan. The terms "sexual orientation" and "gender identity" are used instead, and laws and policies prohibit discrimination based on people's sexual orientation and gender identity. It should be noted, however, that the term "LGBT" is sometimes used in public administration.

Research institutes and private-sector companies have conducted studies with LGBT people and other sexual minorities in recent years. A survey conducted by the Diversity Lab of Dentsu Inc. in 2015 shows that 7.6 percent of 69,989 respondents were LGBT people. Also, a survey conducted by the Japan LGBT Research Institute shows that 8.0 percent and 5.9 percent of 89,366 respondents were sexual minorities and LGBT people, respectively. Based on results like these, it is estimated that about one in thirteen people is a sexual minority or an LGBT person—a proportion similar to the prevalence of left-handedness or type AB blood.

2. Trends in LGBT Policies

How have Japan's policies addressed LGBT issues? This section first discusses policies that the national and local governments have implemented to support LGBT people. It then summarizes the characteristics of recent trends in local government policies and their future prospects and considers how the national government positions LGBT policies.

2.1 LGBT Policies at the National Government Level ²

The Act on Special Cases in Handling Gender Status for Persons with Gender Identity Disorder., which was enacted in 2003, is one of the legislative responses to LGBT issues. Before the law was created, people with a medical diagnosis of gender identity disorder who had undergone sex reassignment surgery demanded the right to change the gender listed in their family register (*koseki*). The law allows such changes under certain conditions, such as “permanently lacking functioning gonads” due to sex reassignment surgery. Once the registered gender is changed, the person can marry a person of the other gender. From 2004 to 2016, there were 7,134 applications for change of the registered gender, and 6,906 applications were approved.³ Incidentally, the terms "gender identity" and "sexual orientation" were not used in the law. It seems that the law was primarily intended to avoid legal confusion and resulting difficulties rather than accepting gender diversity.

The government has addressed LGBT issues within the framework of protecting human rights and gender equality. With regard to human rights, the Basic Plan for Human Rights Education and Awareness, which was created based on the Act on the Promotion of Human Rights Education and Human Rights Awareness-Raising., states that various measures will be considered for addressing issues involving sexual orientation, including discrimination against gay, lesbian, and bisexual people. That statement, however, appears in the "others" section concerning human rights protection, which seems to suggest that the government places low priority on sexual orientation issues, and that addressing LGBT issues is not an established policy area.

The framework of gender equality also addresses LGBT issues. The Third Basic Plan for Gender Equality, which was created in 2010, states that “consideration from the perspective of respecting human rights is needed in relation to people, whether men or women, who face hardships due to issues like their sexual orientation or gender identity disorder. This means we will promote measures like human rights education.” According to the plan, the Cabinet Office, the Ministry of Justice, the Ministry of Education, Culture, Sports, Science and Technology (MEXT), and related agencies conducted studies to understand the current situation and promote human rights education. In addition, as the ministry in charge, the Ministry of Justice promotes awareness-raising, consultation, and support activities to prevent prejudice and discrimination based on sexual orientation or gender identity. In the Fourth Basic Plan for Gender Equality, which was created in 2015, the Ministry of Health, Labour and Welfare (MHLW) became one of the ministries in charge.

Measures taken by the Human Rights Bureau of the Ministry of Justice involve awareness-raising and consultation. To raise awareness of gender issues, the bureau has created booklets and has organized symposiums in recent years. In April 2015, the bureau published a 30-minute educational video on LGBT issues, which included a dramatization of issues that would arise in school and workplace settings.⁴ According to the bureau's website, when the bureau is consulted about an incident in which a person's human rights may be violated because of his or her sexual orientation or gender identity, the bureau investigates the incident and takes appropriate actions.

Regarding education, the Fourth Basic Plan states that the government shall improve schools' ability to provide consultation to students with gender identity disorder or other gender-related issues and develops government support systems in cooperation with relevant organizations. MEXT conducted a survey of schools to understand how they addressed issues related to gender identity disorder and published in April 2016 a guideline entitled, "Implementing Detailed Measures for Students Concerning Gender Identity Disorder." The guideline not

only discusses measures to address issues involving gender identity disorder, but also explains sexual orientation and calls for consideration to be given to gay, lesbian, and bisexual people.

In the area of employment, in August 2016, the MHLW amended its sexual harassment guideline (Guidelines Concerning Measures to be Taken by Employers in terms of Employment Management with Regard to Problems Caused by Sexual Harassment in the Workplace). The amended guideline explicitly states that it applies to workplace sexual harassment regardless of the victim's sexual orientation or gender identity, and thereby clarifies that sexual harassment applies to derogatory comments and unwanted behavior of a sexual nature toward LGBT people.

2.2 LGBT Policies at the Local Government Level

Local governments, too, have addressed LGBT issues within the framework of protecting human rights and gender equality. As local governments of various regions amended their basic policies on human rights measures and ordinances concerning promotion of gender equality, they began to use terms such as "sexual orientation," "gender identity," and "sexual minorities" in these policies and ordinances and showed their intention to prohibit discrimination and protect people's rights.

Initial efforts for protection of human rights included the use of terms such as "homosexuals," "gender identity disorder," and "sexual minorities" in, for example, the Tokyo Prefecture Basic Policy on Human Rights Measures (implemented in 2000), the Aichi Prefecture Action Plan Concerning Human Rights Education and Awareness-Raising (implemented in 2001), the Osaka Prefecture Basic Policy on Promoting Human Rights Measures (implemented in 2001), the Sagami City Guideline on Promoting Human Rights Measures (implemented in 2001), and the Hokkaido Prefecture Basic Policy on Promoting Human Rights Measures (implemented in 2002). By March 2015, protection of the human rights of LGBT people was mentioned in 34 prefectures' basic policies on promoting human rights.

While the protection of human rights was merely mentioned as a policy stance in basic policies and plans such as those listed above, prohibition of discrimination against LGBT people and protection of their rights tended to be explicitly stated in ordinances concerning gender equality. For example, Sakai City in Osaka Prefecture enacted an ordinance on creating a gender-equal society in 2002. It explicitly lists points that should be considered with regard to the human rights of men, women, people with gender identity disorder, intersex people (people born with ambiguous sexual characteristics), and other people. Miyakonojo City in Miyazaki Prefecture enacted an ordinance on creating a gender-equal society in 2003, clarifying the city's intention to protect the rights of LGBT people, stating that the human rights of all people should be respected regardless of their sex or gender identity. (In passing, the Miyakonojo City ordinance was amended in 2006, and the expression "regardless of their sex or gender identity" was removed; however, the phrase "the human rights of all people" has been used to this day.⁵⁾)

In addition to declaring the rights of LGBT people and their protection in ordinances and action plans, local governments have implemented concrete measures since the spring of 2015. As the forerunner in this trend, Shibuya Ward issued the Shibuya Ward Ordinance for Promoting a Society That Respects Gender Equality and Diversity and began to officially recognize partnerships between same-sex couples by issuing certifications to

them. The ordinance states that relationships registered in this way are essentially equivalent to marriage between a man and a woman. Following suit, Setagaya Ward began to issue “Partnership Oath” certificates as a measure to recognize same-sex partnerships. Setagaya Ward's action is not based on an ordinance, but is based on the Outline of the Partnership Oath Process in Setagaya Ward. Other municipalities that recognize same-sex partnerships include Iga City, Takarazuka City, Naha City, and Sapporo City. By November 2017, Shibuya Ward had issued partnership certificates to 24 couples, and Setagaya Ward had issued certificates of partnership oath to 56 couples.

Besides recognizing same-sex partnerships, local governments have taken other concrete measures. The Shibuya Ward Action Plan for Promoting a Society with Gender Equality and Diversity, which was created in 2017, states that the municipality promotes human rights education, raises teachers' awareness of relevant issues, and provides training to local government employees in order to promote people's understanding of LGBT issues. Setagaya Ward explicitly states prohibition of discrimination against LGBT people in its contracts with various contractors.

Even if they do not officially recognize same-sex partnerships, some local governments provide training to their employees, declare support for LGBT people, provide consultations, or run LGBT community spaces. Also, because of the guideline for addressing LGBT issues at schools that was issued by MEXT in 2016, an increasing number of local governments have organized training seminars for educators or have distributed informational materials to them.

Table 1: LGBT measures by local governments since 2016

	Local government	Measure taken
April 2016	Iga City, Mie Prefecture	Registered same-sex partnership certification program
	Mie Prefecture	The education board distributed LGBT-related instructional materials to teachers.
	Kunitachi City, Tokyo Prefecture	Organized LGBT seminars for city employees and city assembly members
June	Takarazuka City, Hyogo Prefecture	Started a registered same-sex partnership certification program
July	Fukuoka Prefecture	Started a domestic violence hotline for men and LGBT people
	Naha City, Okinawa Prefecture	Started a same-sex partnership certification program
	Osaka City	Expanded progressive LGBT-related efforts to all departments as part of new measures for protecting human rights
August	Seki City, Gifu Prefecture	Declared support for LGBT people
September	Takasaki City, Gunma Prefecture	The board of education organized LGBT seminars for principals of the elementary schools and junior high schools.
October	Mito City, Ibaraki Prefecture	Organized LGBT seminars for city employees
November	Chiba City, Chiba Prefecture	Started to allow city employees with same-sex partners to take marriage leave
	Miyazaki City, Miyazaki Prefecture	Organized LGBT seminars for city employees
January 2017	Urasoe City, Okinawa Prefecture	Declared support for LGBT people
	Okinawa City, Okinawa Prefecture	The Social Welfare Council opened an LGBT consultation center.
	Naha City, Okinawa Prefecture	Organized LGBT seminars for the principals and teachers of all elementary and junior high schools in the city
	Fukushima Prefecture	An amendment proposal for the Basic Plan for Gender Equality, which included concrete measures such as creation of a consultation channel and implementation of school education programs for better understanding of LGBT issues, was approved.
	Gunma Prefecture	Created booklets on LGBT issues and distributed them through schools
	Niigata City, Niigata Prefecture	Organized LGBT seminars mainly for counter-service employees
February	Miyagi Prefecture	The Basic Plan for Gender Equality explicitly mentions consideration given to LGBT people.
	Itoman City, Okinawa Prefecture	Organized LGBT seminars for city employees
	Kochi City, Kochi Prefecture	The board of education organized LGBT seminars.
April	Bunkyo Ward, Tokyo Prefecture	Created service guidelines for city employees and teachers so that sexual minorities do not receive discriminatory comments or treatment at municipal service counters and schools
June	Sapporo City, Hokkaido Prefecture	Started a partnership oath program
August	Toyoaki City, Aichi Prefecture	Declared support for LGBT people

 Source: *Origin* (2017, Spring) and LGBT-related news (Out Japan)

Table 2: The number of registered partnership certificates issued (as of November 2017)

Municipality	Number of couples receiving certificates
Shibuya Ward	24 couples
Setagaya Ward	56 couples
Iga City	4 couples
Takarazuka City	0 couple
Naha City	18 couples
Sapporo City	31 couples

Source: The survey report on Shibuya Ward registered partnership certification (Shibuya Ward, 2017)

2.3 LGBT Policies at the Local Government Level: Characteristics and Future Prospects

There are two major characteristics of LGBT policies implemented by local governments since the spring of 2015. First, the concreteness of measures has changed. Traditional measures called for prohibition of discrimination or gave consideration to sexual minorities, but lacked concrete actions to ensure comprehensive widespread implementation. In recent years, however, as national government agencies widely disseminate information and prepare training materials, it has become possible for local governments to provide training for their employees and educators. As employees' understanding of relevant issues improves, local governments can provide more direct support to sexual minorities, including setting up consultation services and organizing community spaces. Recognizing same-sex partnerships is also considered a specific measure to take. It is expected that local governments will continue to implement concrete measures to prohibit discrimination and promote understanding within the limits of their authority.

Second, the positioning of LGBT policies has changed. As discussed above, LGBT issues were traditionally addressed as part of measures to protect human rights and promote gender equality. However, recent LGBT policies are somewhat different. For example, the aforementioned Shibuya Ward ordinance addresses LGBT issues based on the principle of respecting diversity, albeit within the framework of gender equality. Municipalities such as Iga City and Naha City have used the term "gender diversity." LGBT policies are increasingly positioned within the framework of promoting the social principle of respecting diversity.

The fact that LGBT policies have come to be associated with the concept of diversity is related to the increasing prevalence of the idea of respecting various types of diversity at the government level or to the wide acceptance of diversity policies. Also, in a limited number of cases, local governments promoting LGBT policies reorganized organizational structures under the theme of diversity.⁶

In the future, if LGBT measures become more concrete and a set of measures are developed, addressing LGBT issues will become an established policy area, and local governments will not be able to set up proper systems within the existing framework of gender equality between men and women. In such cases, local governments can introduce the concept of diversity in their policies as Osaka City and Shibuya Ward did; however, its advantages and disadvantages will need to be discussed.

2.4 Research Topics Related to National LGBT Policies

At the national level, the Third Basic Plan for Gender Equality specifies measures to eliminate discrimination attributable to sexual orientation or gender identity. However, whether the national government should maintain the current positioning of LGBT policies is topic of future discussions.

Why was the concept of gender identity or sexual orientation included in the framework of gender equality in the first place? One answer to the question is that women's rights and LGBT people's rights were treated in a similar manner in the context of eliminating prejudice and discrimination based on prevailing ideas about gender in a male-centric society.⁷ However, another answer could be that people tended to mix up male-female issues with LGBT issues due to their poor understanding of LGBT issues.

If the reason why LGBT issues are addressed in the framework of gender equality is to shift away from common ideas about gender in a male-centric society, focus is put on comparison between typical men and others, rather than on understanding gender diversity.⁸ Also, if people treat male-female issues and LGBT issues in the same manner because both are gender-related issues, they have a poor understanding of gender diversity.

Another question concerning the policy-making process is whether consensus was reached among people with different values. For example, at the local government level, when Miyakonojo City amended the relevant ordinance in 2006, there were criticisms against treating women's rights and homosexuals' rights equally.⁹

Another issue that needs further examination is whether LGBT policies can be implemented effectively and sufficiently in the framework of gender equality. The existence of the double-minority problem can explain the theory behind the positioning of LGBT measures in the framework of gender equality.¹⁰ For example, among LGBT people, lesbian women are disadvantaged relative to both straight and gay men, and are also disadvantaged relative to heterosexual women. It is therefore thought that promoting gender equality leads, albeit partially, to advancement of the rights of LGBT people. However, current policies do not seem to be intended to partially or indirectly support LGBT people through efforts to realize gender equality. For example, the Fourth Basic Plan for Gender Equality distinguishes the case in which people face difficulties because of their sexual orientation or gender identity from the case in which women face difficulties for being female.¹¹

It seems impossible to use only the framework designed for male-female issues to sufficiently examine measures that address issues specific to LGBT people. There should be a policy framework that can deal with gender diversity in order to address issues surrounding official recognition of same-sex partnerships and children of same-sex couples, support for children of LGBT people as well as the parents of these children, and supporting elderly people who are sexual minorities and live alone. Further consideration is required for this issue.

3. Corporate Measures for Addressing LGBT Issues

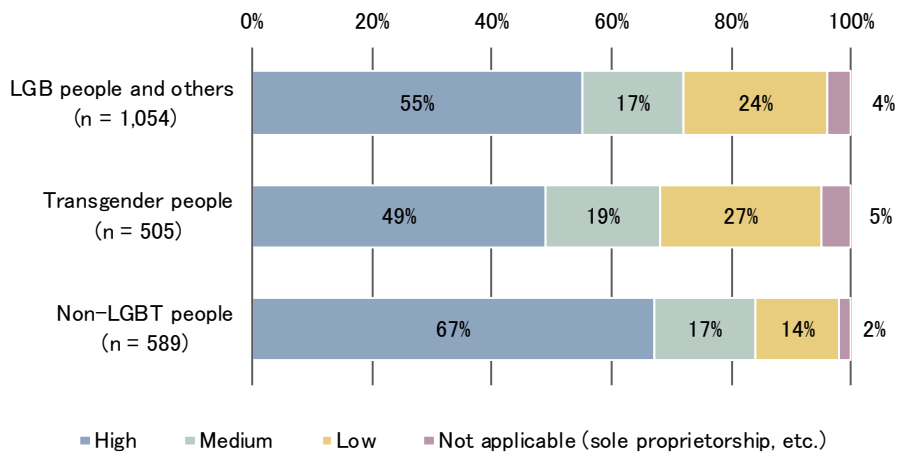
LGBT people tend to face difficulties in the workplace. What kind of workplace is friendly to gender diversity? What are obstacles to creating such a diversity-friendly workplace?

3.1 Needs of LGBT People

What are workplace issues involving LGBT people and their relationships with non-LGBT people? A survey

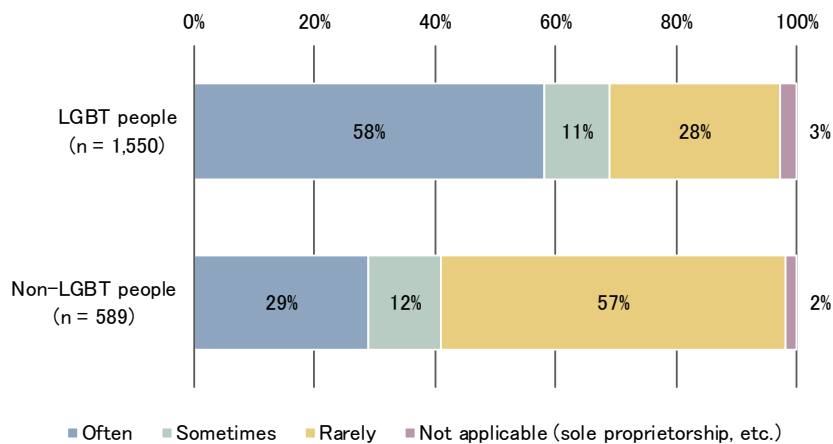
conducted by Nijiuro Diversity, an incorporated NPO, in cooperation with the International Christian University Center for Gender Studies makes it possible to compare workplace-related matters between LGBT people and non-LGBT. Figure 1 shows the level of work motivation of these people. The proportion of people with a low level of motivation is 14 percent for non-LGBT people, 24 percent for LGB people and others, and 27 percent for transgender people. Figure 2 shows the frequency of hearing a discriminatory comment or seeing a discriminatory act. Of the non-LGBT people, 57 percent answered "rarely," whereas 58 percent of LGBT people answered "often." This result reflects an awareness gap (i.e., comments and acts that non-LGBT people do not consider discriminatory are perceived as discriminatory by LGBT people) and the difference between LGBT people and non-LGBT people in terms of sensitivity to discriminatory comments and acts. The survey also reveals that workers find it difficult to discuss workplace discrimination with colleagues or superiors.

Figure 1: Work motivation of LGBT people and non-LGBT people



Source: 2016 Questionnaire Survey on Workplace Conditions Related to LGBT Issues (Nijiuro Diversity and International Christian University (ICU) Center for Gender Studies, 2016)

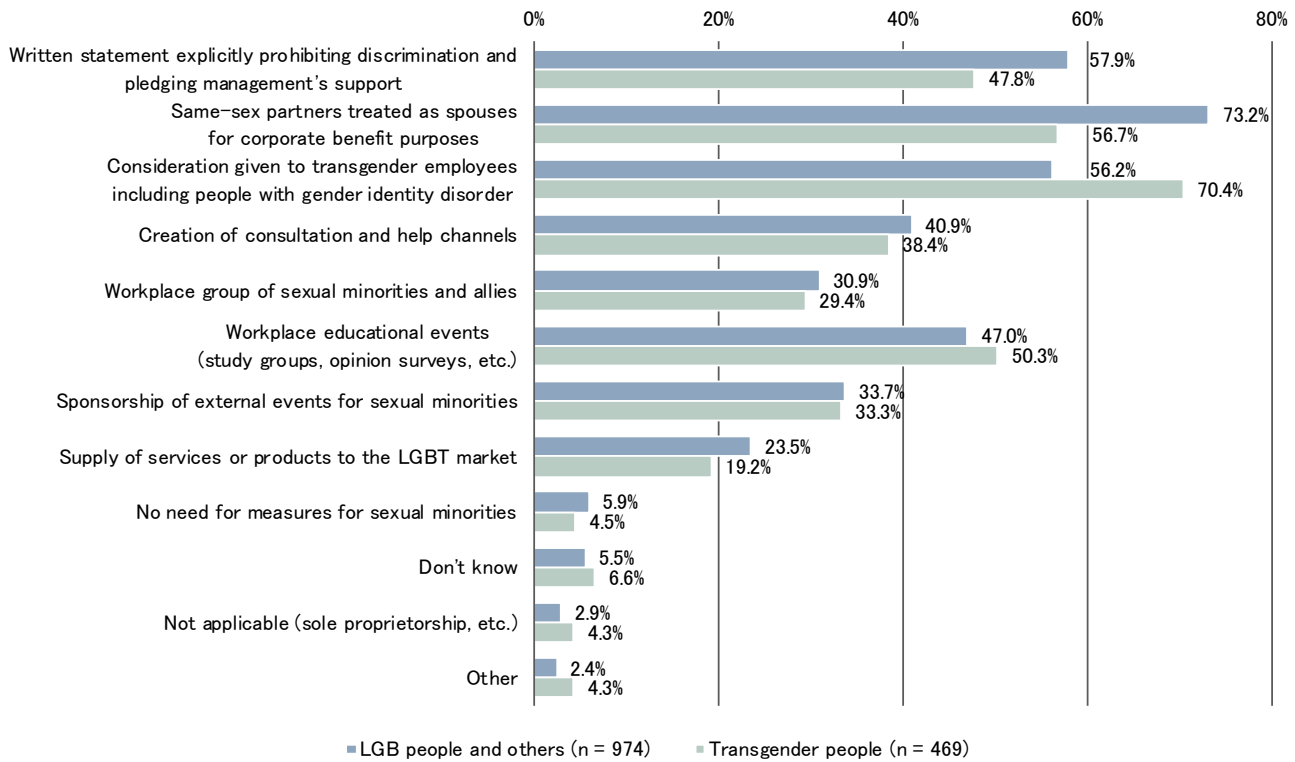
Figure 2: The frequency of hearing a discriminatory comment or seeing a discriminatory act (LGBT people, non-LGBT people)



Source: Nijiuro Diversity and ICU Center for Gender Studies (2016)

Figure 3 shows LGBT people's wishes for their workplace. Overall, LGBT people most want their same-sex partners to be treated as spouses for corporate benefit purposes, followed by an explicit written statement about prohibition of discrimination and management's pledge of support and consideration given to transgender employees including people with gender identity disorder.

Figure 3: LGBT people's wishes about their workplace



Source: Nijjiro Diversity and ICU Center for Gender Studies (2016)

3.2 Ideal Corporate Measures to Address LGBT Issues

What kinds of measures should companies take? The following discusses the PRIDE indices proposed by "work with Pride," a voluntary group of private-sector companies and incorporated NPOs. The PRIDE indices were created to evaluate companies' and other organizations' efforts to support LGBT people, and awards are given to progressive companies based on the indices. The five major indices are (1) "policy" (for action plans); (2) "representation" (for sexual minority communities); (3) "inspiration" (for educational activities); (4) "development" (for personnel systems and programs); and (5) engagement/empowerment (for social contributions and public relations activities). These indices can also be applied to corporate efforts such as promotion of women's active participation, diversity management, and employee-health management, which shows that addressing LGBT issues is not a special management measure.

The group presents examples of concrete measures to be taken by companies, which mainly focus on issues specific to LGBT people. They include clarifying prohibition of sexual harassment and discrimination based on sexual orientation; declaring a policy to create an LGBT-friendly workplace and provide LGBT-friendly customer

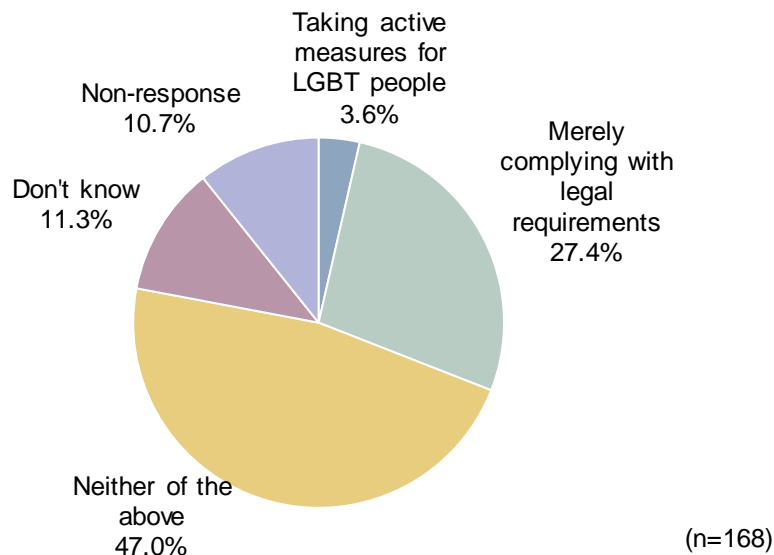
services; implementing a program in which employees can declare to be "allies" of (or express their support for) LGBT people on the corporate social networking service; supporting employees' voluntary effort to create a community of LGBT people and their allies; setting up internal and external consultation channels; organizing training sessions led by an internal or external lecturer; including same-sex partners in the definition of spouses who are covered by company benefits; and creating a comfortable workplace which includes restrooms that can be used in a stress-free manner.

3.3 Situations Involving Corporate Measures for Addressing LGBT Issues

How have companies actually implemented measures to address LGBT issues. Between December 2016 and February 2017, Mitsubishi UFJ Research and Consulting sent survey questionnaires on diversity promotion to 3,693 listed companies and received 168 valid responses. The questionnaires asked how companies understand diversity issues and promote diversity and how they meet the needs of workers with various attributes.

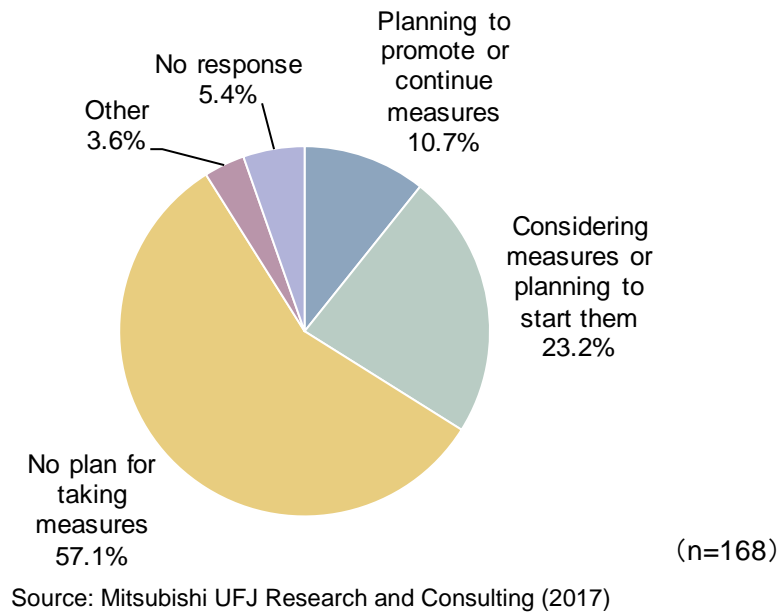
Figure 4 shows corporate policies regarding LGBT employees. The proportion of companies taking active measures for LGBT people was 3.6 percent, whereas the proportion of companies merely complying with legal requirements was 27.4 percent. Of the companies, 23.2 percent are considering future plans or planning to start them (Figure 5). The result shows that although corporate efforts to address LGBT issues have just begun, there are a certain number of companies that feel the necessity to take proper actions.

Figure 4: Situations involving corporate measures for addressing LGBT issues



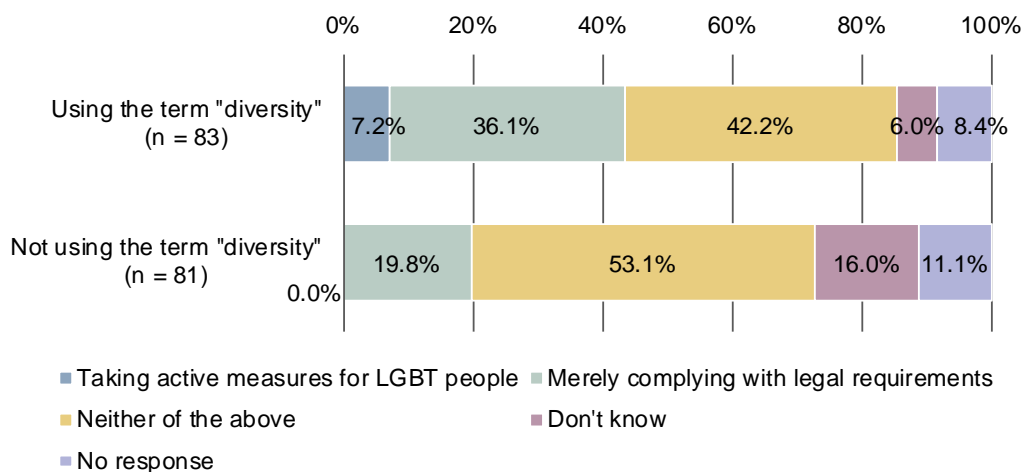
Source: Questionnaire Survey on Diversity Promotion by Companies (Mitsubishi UFJ Research and Consulting, 2017)

Figure 5: Future corporate measures for addressing LGBT issues



Many of the companies addressing LGBT issues tend to be highly conscious of diversity promotion. As Figure 6 shows, the level of corporate efforts to address LGBT issues depends on whether companies use the term "diversity" in their workplace policies and measures.¹² As discussed above, in cases of local governments, there is a connection between LGBT policies and the principle of respecting diversity. Similarly, companies' efforts to address LGBT issues seem to be highly correlated with their efforts to promote diversity.

Figure 6: Situations involving measures for addressing LGBT issues (by type of diversity promotion)

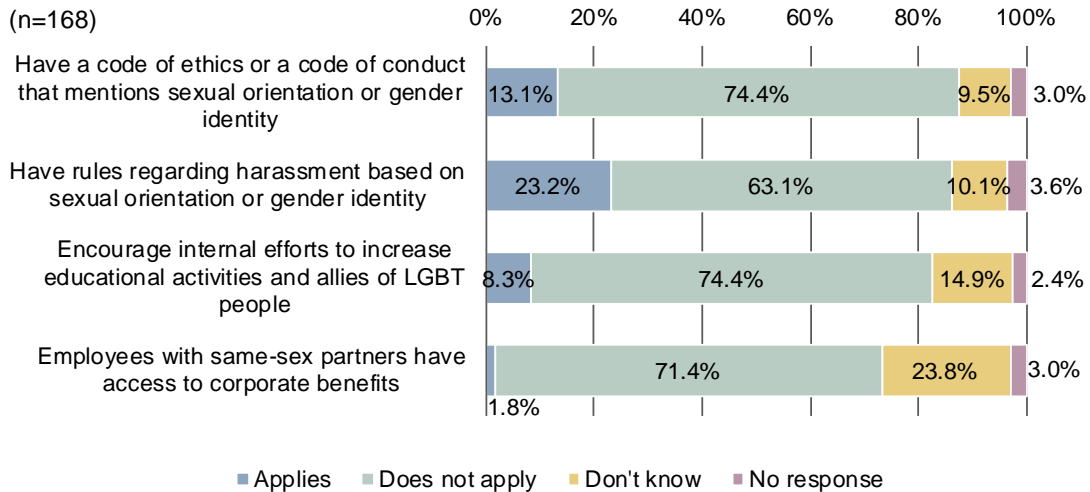


Source: Mitsubishi UFJ Research and Consulting (2017)

Figure 7 shows concrete LGBT measures taken by companies. According to the same survey conducted by Mitsubishi UFJ Research and Consulting, 3.1 percent of companies have a code of ethics or a code of conduct that mentions sexual orientation or gender identity, and 23.2 percent of companies have rules regarding harassment based on sexual orientation or gender identity. Also, in-house educational activities or efforts to

increase the number of allies of LGBT people are conducted at 8.3 percent of companies, and employees with same-sex partners can receive benefits at 1.8 percent of companies.

Figure 7: LGBT measures taken by companies



Source: Mitsubishi UFJ Research and Consulting (2017)

Among the various measures, there are differences in terms of implementation. A relatively large proportion of companies address LGBT issues in their code of conduct, corporate rules, and anti-harassment rules, partly because their sexual harassment guidelines explicitly state that they apply to sexual harassment against LGBT people. In contrast, a relatively small proportion of companies implement measures that cannot be administered solely by staff in charge of personnel affairs. In-house educational activities require people who take the initiative, be they LGBT people or allies. Also, decisions concerning whether corporate benefits cover same-sex partners require coordination between various corporate programs and the needs of relevant workers. Treating same-sex partners as spouses for corporate benefit purposes is most wanted by LGBT people but is the most difficult issue for companies.

3.4 Future Corporate Measures for Addressing LGBT Issues

What is difficult in addressing LGBT issues is the fact that these workers are often "invisible." Workplace colleagues of an LGBT person often do not know whether someone is a sexual minority, and the personnel department would have trouble figuring out who are LGBT employees. Unless LGBT people speak up, their issues will not be recognized as workplace issues. Many LGBT people, however, find it difficult to discuss these issues with colleagues or superiors. In such situations, there seem to be two ways in which workplace measures for addressing LGBT issues can be initiated.

First, management and the personnel department start examining the workplace environment, assuming that there are "invisible" LGBT employees. To accept gender diversity, companies should take into account the potential existence of "invisible" LGBT employees and implement various relevant measures, even if a company thinks that it does not have any LGBT employees. Though this approach, companies can actually amend relevant

rules and organize successful training seminars.

Second, in a more realistic scenario, something may trigger dialogue between a company and its LGBT employees. At many companies that take measures to address LGBT issues, LGBT people and their allies often get involved in these measures. There have been cases in which a company started treating same-sex partners as spouses after receiving requests from LGBT people. Case studies are needed to understand how dialogue starts among management, LGBT employees, and allies at companies that promote measures to address LGBT issues.

4. Conclusion

This paper aimed to clarify the way gender diversity is and will be addressed in Japan. To achieve this aim, this paper described trends in LGBT policies at the national and local government levels and corporate responses to LGBT issues and examines future challenges. This paper's analysis shows that at the both societal and corporate levels, addressing LGBT issues is deeply connected with the question of how to approach respect and promotion of diversity.

Since the early 2000s, the government has presented guidelines on LGBT policies which include prohibition of discrimination under the banner of protecting human rights. In more recent years, the government has increasingly implemented concrete measures. In some cases, local governments have shifted away from the traditional policy framework and have promoted LGBT policies under the principle of respecting diversity. Future studies should organize points of discussion and investigate policies promoted under the framework of protecting human rights and gender equality and policies promoted under the principle of respecting diversity.

As for companies' efforts to address LGBT issues, the reality is that companies have not met the needs of LGBT people. However, a certain number of companies consider it necessary to properly address LGBT issues, and the number of companies starting to take relevant measures is expected to increase in the future. It is hoped that as more and more companies put in place measures, there will be successes in terms of the nature and process of measures and their effects on LGBT people and the entire workplace. Case studies should be conducted in the future to understand, in particular, what initiates measures to address LGBT issues.

Endnotes

1. LGBT is an initialism based on sexual orientations and gender identity, but this paper uses it in reference to sexual and gender minorities, including LGBT people, in the context of policies related to gender diversity.
2. Discussions on national and local government policies in this section are based on information from the website of the Japan Alliance for LGBT Legislation.
3. The data are from the Association of People with Gender Identity Disorder and Gender Dysphoria (gid.jp).
4. The Human Rights Bureau used examples typically seen at schools and workplaces, where LGBT people tend to face difficulties as they must interact with others.
5. The examples of Sakai City and Miyakonojo City are from Eidome (2008).
6. For example, in 2013 in Osaka City, the Human Rights Office of the Citizens Affairs Bureau was reorganized

into the Diversity Promotion Office which is now in charge of addressing LGBT issues. In Shibuya Ward, with the enactment of the relevant ordinance in 2015, the position responsible for promoting gender equality was transformed into the position responsible for gender equality and diversity, and the central facility was renamed from the Center for Women to the Center for Gender Equality and Diversity.

7. Eidome (2008) discusses the situation involving local government policies, but not national government policies.
8. Here, the term "typical men" refers to those who identify themselves as male and are attracted to women.
9. Eidome (2008).
10. The double-minority problem refers to a situation in which an individual faces greater difficulties for being a minority in terms of multiple underlying factors such as gender, race, nationality, physical and mental health, and religion. Examples include a black gay person and a foreigner with a disability.
11. The Fourth Basic Plan for Gender Equality has a section on creating an environment where women and others facing difficulties due to their poverty, advanced age, and disabilities can live without concerns. The section discusses cases in which women face additional difficulties for being female, besides difficulties that they already experience because of their sexual orientation, gender identity, disabilities, being foreigners living in Japan, being Ainu, or the *dowa* problem (a discrimination problem in Japan). The section does not discuss cases in which women face greater difficulties for being female in addition to being lesbians or having gender identity disorder, though the difference might be small.
12. In the survey, corporate measures to support active participation of various workers are divided into different types from two perspectives in order to analyze companies' efforts to promote workplace diversity. First, measures are categorized based on the use of the term "diversity" to see if companies promote diversity. Second, measures are also categorized based on the comprehensiveness of the targets of measures to see whether companies take measures for various worker groups (so that individuals with various attributes can perform to their full potential) or limit their measures to specific groups such as women.

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