

(Provisional Translation)

**Basic Plan for Promoting Public Understanding of
the Diversity of Sexual Orientation and Gender
Identity**

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Basic Plan for Promoting Public Understanding of the Diversity of Sexual Orientation and Gender Identity

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Chapter 1 Introduction

The national government aims to realize an inclusive, cohesive society where all the people can find a sense of purpose in life, their dignity is not impaired, and diversity is respected.

The Act on the Promotion of Public Understanding of the Diversity of Sexual Orientation and Gender Identity (Act No. 68 of 2023; referred to as the “Act on Promotion of Understanding” below) aims for the realization of a society where both sexual minorities and the majority can live their lives free from anxiety and with vitality, by deepening the understanding of each person regarding the diversity of sexual orientation and gender identity (referred to as “SOGI” below) as part of efforts toward the realization of a cohesive society.

Article 3 of the Act on Promotion of Understanding sets forth the fundamental principle that, in conformity with the principle that all the people regardless of their SOGI should be respected as an irreplaceable individual equally entitled to fundamental human rights, and with the recognition that discrimination due to SOGI is unacceptable, the policies to promote public understanding of the diversity of SOGI (referred to as the “policies to promote understanding” below) must be implemented for the purpose of contributing to the realization of a society in which people can live together while respecting each other’s personality and individuality.

The Basic Plan for Promoting Public Understanding of the Diversity of Sexual Orientation and Gender Identity (referred to as the “basic plan” below) is formulated pursuant to the provisions of Article 8 of the Act on Promotion of Understanding, and specifies basic matters, etc. for comprehensively and systematically advancing the policies to promote understanding.

Chapter 2 Current Situation and Issues Regarding the Diversity of SOGI

1. Current Situation and Issues Surrounding the Diversity of SOGI

SOGI includes two independent concepts—sexual orientation and gender identity—and rather than being a term that targets only persons with a specific SOGI, it is an expression that encompasses all people.

Sexual orientation means a person’s orientation toward the sex to which they have romantic or sexual feelings, for example, “attracted to men,” “attracted to women,” “attracted to both

men and women,” and “not attracted to either men or women,” and it is established that sexual orientation by itself is not to be regarded as a disorder.

Gender identity means consciousness of the presence or absence or the degree of awareness of the identity of the gender to which one belongs. It does not refer to a person’s situational assertions at any given moment, but rather refers to a reasonably consistent perception of one’s own gender.

Furthermore, sexual orientation or gender identity cannot be changed by an individual’s own volition.

While the nature of SOGI varies from person to person,¹ it is not necessarily apparent from a person’s appearance. Moreover, because some people do not wish to be actively open about their SOGI, it can be difficult to perceive its diversity in practice. For instance, even close family members may fail to recognize the diversity of SOGI within their own family, leading to confusion or negative reactions when SOGI is disclosed to them by a family member. Consequently, many people may not be aware of the diversity of SOGI as a matter that concerns themselves. It is pointed out that such a lack of awareness as one of the reasons why the necessity for promoting understanding is not widely recognized.

Furthermore, some experience bullying or harassment related to SOGI and others experience loneliness and isolation, unable to disclose their SOGI even to their own families due to anxiety that they might face negative reactions upon doing so. Due to various social factors underlying these experiences, some people are driven to suicide.

SOGI is private information, and it depends on a choice by a person whether to disclose the nature of one’s own SOGI to others (so-called “coming out”) and should not be coerced by a third party. This coercion of coming out, or the exposure of the nature of a person’s SOGI to a third party without consent (so-called “outing”), can potentially cause severe mental distress.

On the other hand, there are also people who, while being cognizant of the diversity of SOGI, experience hesitation regarding whether their words or actions might cause offense to someone, or various other anxieties related to the diversity of SOGI.

Thus, while awareness of the diversity of SOGI is gradually expanding, some people still face difficulties in daily life, hesitation, and various anxieties.

1 In private-sector surveys, some results show the proportion of sexual minorities at around 3%, while other results show it at around 10%.

2. Roles of Entities Implementing Policies to Promote Understanding and Related Efforts

To promote public understanding of the diversity of SOGI, the Act on Promotion of Understanding designates the national government and local governments as implementing entities for policies to promote understanding, and it explicitly specifies and prescribes the respective roles of employers and establishers of schools (meaning schools prescribed in Article 1 of the School Education Act (Act No. 26 of 1947), excluding kindergartens and kindergartens of special needs schools; the same applies below) (referred to as “employers, etc.” below) as entities that are to make efforts to promote understanding and cooperate with policies to promote understanding.

(1) National Government

Under the Act on Promotion of Understanding, it is prescribed that, in conformity with the fundamental principle, the national government is to endeavor to formulate and implement policies to promote understanding (Article 4).

It is further prescribed that the national government is to advance academic research on the diversity of SOGI and other necessary research for formulating the policies to promote understanding (Article 9).

As for specific initiatives, it is prescribed that, while taking into account the progress of academic research, etc., through various situations such as schools, local communities, households, and workplaces, the national government is to endeavor to implement necessary policies, such as promoting education and learning suited to the mental and physical development of a person, steadily disseminating knowledge on the diversity of SOGI through public relations activities, and developing consultation systems for addressing various issues, to enable the people to deepen their understanding of the diversity of SOGI (Article 10, paragraph (1)).

(2) Local Governments

Under the Act on Promotion of Understanding, it is prescribed that, in conformity with the fundamental principle and in cooperation with the national government, local governments are to endeavor to formulate and implement policies to promote understanding, taking into account the actual situation of their regions (Article 5).

As for specific initiatives, it is prescribed that, while taking into account the progress of academic research, etc., through various situations such as schools, local communities, households, and workplaces, local governments are to endeavor to implement necessary policies, such as promoting education and learning suited to the mental and physical development of a person, steadily disseminating knowledge on the diversity of SOGI through public relations activities, and developing consultation systems for addressing various issues, to enable the people to deepen their understanding of the diversity of SOGI (Article 10, paragraph (1)).

(3) Employers, etc.

(Employers)

Under the Act on Promotion of Understanding, it is prescribed that, in conformity with the fundamental principle, employers are to personally endeavor to promote understanding of the workers they employ on the diversity of SOGI, as well as endeavor to cooperate with the policies to promote understanding implemented by the national government or local governments (Article 6, paragraph (1)).

As for specific initiatives, it is prescribed that employers are to endeavor to implement necessary measures for the workers they employ, such as providing information to deepen their understanding of the diversity of SOGI, conducting training, disseminating and raising awareness, and developing consultation systems concerning the working environment (Article 10, paragraph (2)).

(Establishers of Schools and Schools)

Under the Act on Promotion of Understanding, it is prescribed that, in conformity with the fundamental principle, establishers of schools are to endeavor to promote understanding of the pupils or students of the schools they have established, as well as endeavor to cooperate with the policies to promote understanding implemented by the national government or local governments (Article 6, paragraph (2)).

As for specific initiatives, it is prescribed that, with the cooperation of families, local residents, and other persons concerned, establishers of schools and the schools they establish are to endeavor to take necessary measures for the pupils or students of those schools to deepen their understanding of the diversity of SOGI, such as providing

education and raising their awareness, and developing consultation systems concerning the educational environment (Article 10, paragraph (3)).

3. Current Situation and Issues Regarding Initiatives to Promote Understanding

Prior to the enactment of the Act on Promotion of Understanding, the relevant ministries and agencies within the national government each implemented policies to promote understanding, including research projects, in accordance with their respective jurisdictions. However, since the enactment of the Act on Promotion of Understanding, the national government has implemented policies to promote understanding in conformity with the fundamental principle, while also holding the Liaison Conference for Promoting Understanding of Sexual Orientation and Gender Identity (referred to as the “Liaison Conference for Promoting Understanding” below) to advance policies to promote understanding in coordination among the relevant ministries and agencies.

Local governments in which initiatives to promote understanding are being pursued implement public relations and awareness-raising projects directed at their officials and residents, develop consultation systems, and take other actions in accordance with the actual situation of the respective localities.

Some companies are implementing measures such as explicitly stating their stance on the diversity of SOGI, conducting employee training, and handling responses through harassment consultation desks. Furthermore, some business organizations are also indicating the direction of initiatives to be taken by companies, encouraging the sharing of understanding and knowledge regarding the diversity of SOGI, and seeking to accelerate the initiatives of individual companies aimed at promoting understanding.

At some schools, in addition to training for faculty and staff, initiatives and other measures suited to the mental and physical development of a person are being implemented to prevent bullying and discrimination.

On the other hand, various opinions regarding the diversity of SOGI have been raised, with some pointing out that, partly due to insufficient information provided by the national government regarding necessary knowledge and examples of initiatives concerning the diversity of SOGI, the status of initiatives to promote understanding taken by local governments, employers, etc. also varies

Furthermore, others point out that among certain local governments, small and medium-sized enterprises, and other relevant entities, initiatives to promote understanding have not been sufficiently pursued, and there are also cases where understanding of the diversity of SOGI and specific responses remains lacking among faculty and staff as well as corporate managers.

Some also point out that because public awareness-raising regarding the diversity of SOGI has not been sufficiently conducted for guardians, children are unable to disclose concerns related to their own SOGI within their families, leading to loneliness and isolation.

Difficulties and concerns related to SOGI can arise in various settings in daily life. For example, behind concerns in areas seemingly unrelated to SOGI, such as livelihood difficulties, there may be underlying difficulties or concerns related to the diversity of SOGI, such as facing difficulties in employment by reason of one's own SOGI. On the other hand, some also point out that a lack of understanding among officials at various consultation desks and other contact points can result in a failure to recognize the possibility of such difficulties, preventing appropriate responses, and that people may hesitate to seek consultation in the first place out of fear of receiving inappropriate treatment.

Chapter 3 Basic Approach to Policies to Promote Understanding

To address these current situation and issues, in conformity with the purpose of the Act on Promotion of Understanding, the national government is to advance academic research, etc. and, while taking into account the findings obtained through such research, steadily and effectively implement policies including the dissemination of necessary knowledge and the development of consultation systems.

The national government is expected to advance necessary academic research, etc., as well as collect the results of academic research, etc.—including medical and psychological findings on the diversity of SOGI—conducted at universities and other research institutions, and endeavor to reflect them in policies to promote understanding.

In order to steadily and effectively promote public understanding, it is preferable that knowledge regarding the diversity of SOGI be widely disseminated in a multi-layered manner across various settings, including schools, local communities, households, and workplaces. It is also effective for the national government to share examples of initiatives

and other relevant information with various implementing entities so that these respective entities can respond in accordance with their actual situation.

Furthermore, since it is understood that SOGI may fluctuate during the development process, when raising awareness among young people, responses suited to their mental and physical development are required.

In the development of consultation systems, because difficulties related to SOGI can underlie various types of consultations, it is necessary to disseminate knowledge and raise awareness regarding the diversity of SOGI for each consultation agency, thereby enabling not only consultation agencies specializing in SOGI but also various other consultation agencies to respond appropriately.

Interest in leading a social life in accordance with their own SOGI is an important and vital legal interest related to personality. In pursuing initiatives, appropriate forms of response need to be sought in each particular situation while listening to various opinions.

To promote understanding regarding the diversity of SOGI, not only does each person need to acquire the necessary knowledge but a spirit of mutual respect also needs to be cultivated. Recognizing that diverse opinions exist among the public regarding the diversity of SOGI, it is important to maintain a spirit of tolerance toward differing opinions and endeavor to foster momentum for the free exchange of views, while steadily promoting understanding and gaining broad empathy.

Chapter 4 Policies to be Implemented to Promote Understanding

Based on these basic approaches, the national government is to implement the following policies to promote understanding.

1. Academic Research, etc.

In order to contribute to the more effective implementation of policies to promote understanding, public awareness regarding the diversity of SOGI will be assessed on a regular basis.

Academic research, etc. will be promoted to advance the various policies set forth in the basic plan, including the steady dissemination of knowledge concerning the diversity of SOGI and the development of consultation systems to address various related issues.

Regarding knowledge in fields related to the diversity of SOGI, information on domestic and international developments as well as the state of research will be collected and shared with the administrative organs concerned.

2. Steady Dissemination of Knowledge

(1) National Government

The national government will implement the following policies for the steady dissemination of knowledge, with each ministry and agency carrying out initiatives within its respective area of responsibility.

(Policies for the Public)

Leaflets and training videos pertaining to the purpose of the Act on Promotion of Understanding and the diversity of SOGI will be created to promote public understanding. With the aim of eliminating unfair discrimination due to SOGI and realizing a society in which people can live together while respecting each other's personality and individuality, human rights awareness-raising activities, etc. utilizing booklets and other materials on the human rights of sexual minorities will be implemented, thereby enhancing the human rights awareness of each person and promoting awareness-raising activities to deepen the understanding of the human rights of sexual minorities.

Initiatives for family education support in local communities will be promoted through measures such as providing learning opportunities and information to guardians, including on the diversity of SOGI.

To ensure that appropriate action is taken on the ground in the operation of evacuation centers during disasters, awareness will be raised regarding consideration and responses for diverse disaster victims, including sexual minorities, in training and other programs for local volunteers to learn evacuation center operation skills.

With respect to safety net housing intended to ensure the housing stability for persons requiring special assistance in securing housing, information will be disseminated regarding the fact that the Basic Policy on the Promotion of Supply of Rental Housing to Persons Requiring Special Assistance in Securing Housing (Public Notice of the Ministry of Health, Labour and Welfare and the Ministry of Land, Infrastructure, Transport and Tourism No. 7 of 2025) explicitly identifies sexual minorities as persons who qualify for inclusion among those requiring special assistance.

(Policies for Administrative Personnel)

While merit/performance-based system is adopted in the appointment of national public employees, information will be disseminated to human resources personnel and other relevant staff at each ministry and agency to ensure that diverse human resources can actively participate in public service, regardless of SOGI.

The national government will endeavor to disseminate knowledge and raise awareness through various training opportunities and other means so that all personnel across each of its administrative organs can deepen their understanding of the diversity of SOGI.

To ensure that their duties are performed properly, the police will promote understanding regarding the diversity of SOGI among police personnel while utilizing various training opportunities.

Understanding regarding the diversity of SOGI will be promoted through training and other programs conducted for prosecution personnel, probation officers, Legal Affairs Bureau personnel, and personnel working at correctional institutions.

Information will be disseminated regarding the content of the Guidelines for the Reflection of Opinions and Views of Children and Youth in Policies (Children and Families Agency, March 2024), which outline measures for creating safe and secure environments for children and youth who have difficulty in speaking up, so that administrative personnel can properly understand and effectively work on the social participation of children and youth and the reflection of their opinions and views.

(2) Local Governments

The national government will implement the following policies to promote the steady dissemination of knowledge within local governments.

(Policies for Residents)

The national government will further promote public relations and awareness-raising activities in local communities and households including through the provision of information to local governments and creating and providing materials that can be utilized by each local government in training and other programs.

To promote understanding regarding the diversity of SOGI in local communities, the government will endeavor to raise awareness to enhance initiatives at social education

facilities through measures such as providing information via training opportunities directed at personnel who play a central role as leaders in social education.

Initiatives for family education support in local communities will be promoted through measures such as providing learning opportunities and information to guardians, including on the diversity of SOGI [repeated].

To ensure that appropriate action is taken on the ground in the operation of evacuation centers during disasters, awareness will be raised regarding consideration and responses for diverse disaster victims, including sexual minorities, in training and other programs for local volunteers to learn evacuation center operation skills [repeated].

With respect to medical institutions, knowledge will be disseminated concerning the diversity of SOGI through local governments and other channels to encourage appropriate responses. Similarly, with respect to welfare-related facilities and other institutions, knowledge will be disseminated and other necessary measures taken through local governments and other channels.

(Policies for Administrative Personnel)

The national government will endeavor to promote understanding among local government personnel and other relevant staff by creating teaching materials that can be utilized in training and other programs.

The national government will promote understanding regarding the diversity of SOGI in local communities, through measures such as conducting training directed at personnel who are in charge of policies to promote understanding within local governments.

In the recruitment of local government personnel, the national government will promote understanding regarding the diversity of SOGI among local government personnel by requesting local governments to review their recruitment examinations, as obtaining information on matters, including SOGI, that are unnecessary for assessing ability to perform standard duties and aptitude could raise suspicions of violating the “principle of equal treatment” stipulated in Article 13 of the Local Public Service Act (Act No. 261 of 1950). In addition, the national government will urge local governments to take appropriate measures to prevent various forms of harassment in light of guidelines such as the Guidelines Concerning Measures to Be Taken by Employers in Terms of Employment Management in Connection with Problems Arising as a Result of Behavior

that Constitutes Bullying in the Workplace (Public Notice of the Ministry of Health, Labour and Welfare No. 5 of 2020).

With the aim of eliminating unfair discrimination due to SOGI and realizing a society in which people can live together while respecting each other's personality and individuality, human rights awareness-raising activities will be promoted regarding the human rights of sexual minorities to deepen the understanding of those rights, through measures such as conducting training directed at officials and other personnel involved in human rights awareness-raising administration within local governments.

To promote understanding regarding the diversity of SOGI in local communities, the government will endeavor to raise awareness to enhance initiatives at social education facilities through measures such as providing information via training opportunities directed at personnel who play a central role as leaders in social education [repeated].

To ensure that their duties are performed properly, the police will promote understanding regarding the diversity of SOGI among police personnel while utilizing various training opportunities [repeated].

To ensure appropriate responses in fire service operations, the national government will promote understanding regarding the diversity of SOGI among fire service personnel through training and other programs at the Fire and Disaster Management College.

Information will be disseminated regarding the content of the Guidelines for the Reflection of Opinions and Views of Children and Youth in Policies (Children and Families Agency, March 2024), which outline measures for creating safe and secure environments for children and youth who have difficulty in speaking up, so that administrative personnel can properly understand and effectively work on the social participation of children and youth and the reflection of their opinions and views [repeated].

(3) Employers, etc.

The national government will implement the following policies to promote the steady dissemination of knowledge by employers, etc.

(Employers)

To prevent recruitment opportunities from being restricted on irrational grounds, such as status as a sexual minority, the government will promote initiatives aimed at establishing a fair recruitment selection system.

To realize workplace environments where everyone—including sexual minorities—can work comfortably, the government will promote understanding regarding the diversity of SOGI among employers and workers, including those at small and medium-sized enterprises, by disseminating examples of corporate initiatives.

Information will be disseminated using pamphlets and other materials regarding the facts that using insulting language or behavior regarding SOGI, exposing sensitive personal information such as SOGI to other workers without the worker's consent, or coercing or prohibiting the disclosure of sensitive personal information such as SOGI by a worker can constitute power harassment or customer harassment in the workplace; and that sexual harassment in the workplace and sexual harassment against job seekers and other people can constitute harassment regardless of the other party's SOGI.

With respect to medical institutions, knowledge will be disseminated concerning the diversity of SOGI through local governments and other channels to encourage appropriate responses. Similarly, with respect to welfare-related facilities and other institutions, knowledge will be disseminated and other necessary measures taken through local governments and other channels [repeated].

To develop environments where travelers with diverse backgrounds and values—including sexual minorities—can enjoy traveling safely and comfortably, the government will implement initiatives to promote understanding among tourism industry stakeholders.

(Establishers of Schools and Schools)

Recognizing that bullying and discrimination—including that based on SOGI—are unacceptable, the national government will conduct research, studies, and awareness-raising projects concerning human rights education for initiatives in local communities and schools that are suited to the mental and physical development of a person.

The government will disseminate pamphlets, training videos, and other materials that outline specific points for consideration when providing attentive support to pupils or students, and will promote understanding regarding the diversity of SOGI among faculty and staff through the implementation of various training programs and meetings, etc. directed at teachers, social education personnel, and officials in charge at prefectural boards of education and other relevant bodies.

To ensure that university students aspiring to become teachers can deepen their understanding of the diversity of SOGI, the government will collect examples of initiatives in university teacher-training courses, and will promote initiatives at universities offering teacher-training courses by providing information and utilizing other means through opportunities such as various meetings directed at these universities.

To ensure that university students aspiring to become healthcare professionals can deepen their understanding of the diversity of SOGI, the government will disseminate information regarding the content and purpose of the core curriculum revisions.

To ensure that students at universities and other institutions aspiring to become certified social workers or certified psychiatric social workers can deepen their understanding of the diversity of SOGI, the government will disseminate information regarding the content and purpose of the curriculum revisions through relevant organizations.

3. Development of Consultation Systems

The national government will establish frameworks, such as by appointing harassment counselors, to respond to consultations from national public employees regarding harassment related to the diversity of SOGI, and will endeavor to provide training for these counselors and other relevant personnel.

The national government will share reference examples to enhance consultation responses within local governments.

To enhance consultation systems for pupils or students, initiatives will be advanced utilizing pamphlets and other materials designed for faculty and staff at schools, as well as various training workshops and programs, in order to promote appropriate understanding among faculty and staff.

To encourage appropriate responses to pupils or students in schools, consultation systems will be enhanced utilizing school counselors and school social workers, and cooperation with relevant organizations will be promoted.

The human rights bodies of the Ministry of Justice will provide training to Legal Affairs Bureau personnel who handle human rights counseling, and will respond to counseling regarding human rights issues and other matters concerning sexual minorities at Legal Affairs Bureaus nationwide. In addition, if an incident suspected of constituting a human rights violation is identified through human rights counseling or other channels, the human

rights bodies of the Ministry of Justice will investigate it as a human rights violation case and take appropriate measures depending on the circumstances of the case.

Training will be provided to personnel at prefectural labor offices and labor standards inspection offices to enable appropriate responses to consultations regarding labor issues related to SOGI at the Comprehensive Labor Consultation Corners established within these offices. In addition, support will be implemented to prevent individual labor-related disputes and achieve early resolution.

The 24-hour, 365-day free telephone counseling service (Yoriso Hotline) accepts consultations on various everyday life concerns from people with weak social ties. Through this service, consultations concerning sexual minorities will also be handled.

At administrative organs and other relevant entities, continuous awareness-raising will be conducted for personnel engaged in consultation, support, and other related services for victims of violence from spouses or intimate partners, regarding the necessity to bear in mind that such violence can manifest in diverse forms, including violence between same-sex couples.

At the Loneliness and Isolation Hotline (#9999), which serves as a consultation service for people suffering from unwanted loneliness and isolation, consultations regarding concerns related to loneliness and isolation will be accepted.

At the Illegal Harmful Hotline, consultations from general users and other relevant parties regarding illegal and harmful information on the internet, such as online defamation, will be accepted, and advice and other necessary assistance regarding specific methods for requesting content removal will be provided.

In addition, to ensure that consultations involving SOGI circumstances are appropriately handled across various consultation agencies, the dissemination of necessary knowledge and awareness-raising regarding the diversity of SOGI will be conducted for those consultation agencies.

4. Other Policies

(International Relations)

The national government will cooperate with various countries within the international community that share fundamental values concerning the diversity of SOGI, and through various opportunities, will disseminate Japan's position that all people regardless of their

SOGI should be respected as an irreplaceable individual equally entitled to fundamental human rights.

Chapter 5 Promotion Framework and Review of the Basic Plan

1. Development of Systems for Coordination and Cooperation Among Entities

(1) Liaison Conference for Promoting Understanding

Based on relevant factors including the implementation status of the policies to promote understanding by relevant administrative organs, and pursuant to the provisions of Article 11 of the Act on Promotion of Understanding, the Liaison Conference for Promoting Understanding will be appropriately held, and comprehensive and effective promotion of policies to promote understanding will be pursued through liaison and coordination among relevant ministries and agencies.

(2) Systems for Coordination Between the National Government and Local Governments

To ensure that each local government can implement proactive initiatives tailored to its actual situation, the national government will promote coordination and cooperation between the national government and local governments, as well as among local governments.

(3) Provision of Information to Employers, etc.

To promote initiatives by employers, etc., the national government will enhance such initiatives by providing information, such as sharing awareness-raising materials and reference examples, while securing the cooperation of relevant organizations across various fields.

2. Follow-Up on the Policies to Promote Understanding

Once each year, the national government will publicize the implementation status of the policies to promote understanding (Article 7).

Taking these results into consideration, each ministry and agency will conduct reviews aimed at the further effective promotion of the policies to promote understanding.

3. Review of the Basic Plan

In consideration of the provisions of Article 8, paragraph (6) of the Act on Promotion of Understanding, the national government is to review the basic plan approximately once every three years.