

TOKYO 2020  
GENDER EQUALITY,  
DIVERSITY AND INCLUSION REPORT

March 2022

TOKYO

2020



## Statement from Tokyo 2020 President HASHIMOTO Seiko

As the last fireworks faded over the Closing Ceremony of the Tokyo 2020 Paralympic Games, the Olympic and Paralympic Games Tokyo 2020 drew to a close. Our ability to hold the Games amidst the unprecedented challenges of COVID-19 was due in no small measure to the understanding and support of many Japanese and international stakeholders, including the citizens of Japan and all those involved in the Games. You have our sincere and deepest gratitude.



We have received many appreciative comments from the athletes, some saying that the conditions provided by Japan enabled them to achieve their best performance. The dynamism of these athletes, their belief in holding the Games, and their persistence within numerous constraints have brought hope and inspiration to everyone who watched.

I believe the value of holding the Olympic and Paralympic Games during such trying times lies in its ability to restore human connection and reunite the world through the power of sport. I understand that this is based on the mutual recognition of all individuals.

From the very beginning of the preparations for the Games, the Tokyo Organising Committee of the Olympic and Paralympic Games (Tokyo 2020) has placed 'Unity in Diversity' as one of the core concepts of the Games vision, promoting diversity and inclusion within the organisation and its staff, and ensuring that 'Unity in Diversity' is reflected in the various aspects of the Games management. We had been striving to create a Games that embraces differences in language, culture, impairment and so forth.

On the other hand, in the run-up to the Games, Tokyo 2020's remarks and deeds on human rights led to a recommitment to the significance of gender equality, diversity and inclusion, and to the question of our role in achieving diversity and inclusion in Japanese society.

In this regard, we have increased the percentage of female board members to 42 per cent from February 2021 onwards, and created a "Gender Equality Promotion Team" within Tokyo 2020 to take further action. Through the Tokyo 2020 Games, we have launched "Tokyo 2020 D&I Actions", creating an opportunity for each one of us to foster a society where everyone can be fully involved. We hope that what we have achieved at the Games, and the challenges we have faced, will be of use to the sporting world as well as wider society.

I remain committed to gender equality, diversity and inclusion so that each and every person can lead a future where they can flourish.

橋本聖子

HASHIMOTO Seiko  
Tokyo 2020 President

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This report has been created with the support of Dr. RAITA Kyoko, Executive Board Member of Tokyo 2020, and Ms. IMOTO Naoko, Advisor to the Gender Equality Promotion Team of Tokyo 2020.

## Introduction

The Olympic and Paralympic Games Tokyo 2020 (hereafter the Tokyo 2020 Games), with "Unity in Diversity" as one of its visions, aims to foster a symbiotic society in which many individuals with diverse personalities can express themselves without discrimination of any kind, recognise each other's differences, and work together while making the most of their differences. In this context, diversity encompasses not only age, race and nationality, mental and physical functioning, gender, sexual orientation, gender identity, religion and beliefs, and values, but also careers, experiences, how we work, corporate culture and lifestyles.

Gender equality is mainly concerned with eliminating disparities between men and women. In addition, the issues of "sexual orientation" and "gender identity" are related to the understanding of gender diversity (LGBTQ, etc.) and ensuring equal rights.

The Tokyo Organising Committee of the Olympic and Paralympic Games (hereinafter referred to as Tokyo 2020) established the Gender Equality Promotion Team (see page 15 of this report) in February 2021, and has been working to promote gender equality as one of the elements of the "Unity in Diversity" vision for the Games.

The Tokyo 2020 Games were the most gender balanced games ever with 48 per cent female athletes. They were recognised by UN Women as one of the gender equality highlight of 2021<sup>1</sup>.

Therefore, in this report, we look back at Tokyo 2020's efforts to promote gender equality, with reference to the "diversity and inclusion" initiatives it has pursued, and describe the achievements and remaining challenges.

The Tokyo 2020 Games' efforts to promote diversity and inclusion are described in their other reports.

## 1. Background: Gender Equality in Sport, IOC Policy and the Situation in Japan

Before looking back at gender equality at the Tokyo 2020 Games, we would like to briefly introduce the Olympic Movement's approach to gender equality.

It is only in the last 30 years or so that the Olympic Charter has explicitly stated that the Olympic Movement is concerned with equality of both sexes and gender equality, with a note in the 1991 Charter stating that "equal treatment of both sexes and gender-sensitive statements" are to be found in the Charter. The 1990s also saw the rise of the global women's sport movement, with the 1994 World Conference on Women and Sport adopting the Brighton Declaration (see note 1) and the International Olympic Committee (IOC) holding its first World Conference on Women and Sport

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<sup>1</sup> UN Women, Sixteen defining moments for gender equality in 2021  
<https://www.unwomen.org/en/news-stories/feature-story/2021/12/sixteen-defining-moments-for-gender-equality-in-2021>

in 1996, which made the elimination of discrimination against women a key ambition of the Olympic Movement.

The importance of equality between men and women in the number of participants and disciplines was first affirmed at these conferences, but at the second conference in 2000, a target figure was set for the representation of women in decision-making positions in all sports organisations (see note 2). The Los Angeles Declaration, signed at the IOC World Conference on Women and Sport in 2012, set out targets for investing resources to improve women's leadership skills and achieving equality between the sexes in relevant sporting organisations.

However, at the IOC World Conference on Women and Sport, held from 1996 to 2012, it was also pointed out that these policies had their limitations. Indeed, the IOC has recognised that many International Federations (IFs), National Federations (NFs) and National Olympic Committees (NOCs) have failed to meet the target figures for the proportion of women in decision-making bodies set by the IOC, and that challenges abound, including gender representation in sports rules, Games and sports media. It also emphasises that there should be no discrimination or exclusion with regard to gender-related diversity, such as transgender people and DSDs (see note 3), since the abolition of gender verification tests in 2000 and the first eligibility rules for transgender athletes who have changed their gender in 2004.

In 2014, the IOC adopted a medium- to long-term strategy, the Olympic Agenda 2020, to (i) prohibit discrimination on the basis of sexual orientation, (ii) find faster and more effective measures to address the slow elimination of gender inequality, and (iii) include gender equality/diversity in the monitoring items on sustainability and reaffirmed Gender Equality as a priority with recommendation 11 “Foster Gender Equality”. This recommendation led to the IOC Gender Equality Review Project published in 2018, which identified five key themes and developed 25 recommendations<sup>2</sup>.



IOC Gender Equality Review Project  
(IOC Gender Equality Report)

The first Japanese woman to race in the Olympic Games was in the Amsterdam 1928 Games. HITOMI Kinue was the only woman in the delegation to compete in athletics, winning a silver medal in the women's 800m race. Back then, the IOC was still in discussions with the Fédération Sportive Féminine Internationale (FSFI; in English, the International Women's Sports Federation) over the adoption of women's athletics as an event. HITOMI's success boosted the campaign to promote women's sport in Japan in collaboration with the FSFI and has brought women closer to the Olympics. Nevertheless, the role of women in the Olympic Games has

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<sup>2</sup> IOC, Gender Equality Report, 2018.

<https://stillmed.olympic.org/media/Document%20Library/OlympicOrg/News/2018/03/IOC-Gender-Equality-Report-March-2018.pdf>

been limited.

Women's sport in Japan developed in the same way as men's, mainly through sports activities in schools. However, the persistent patriarchy and sexual double standards meant that women could only take part in sport under the protection and approval of their fathers at home and their sports coaches. The Tokyo 1964 Games provided an important opportunity for Japanese women to see the success of the Japanese women's volleyball team, known as the "Witches of the Orient", as well as international women athletes. Thanks to their influence, the sport flourished among the generation of mothers and housewives over 30 years old.

It was not until the late 1990s that Japan began to strongly recognise that gender inequality in sport was an issue that the sporting world needed to address. The arguments at the International Working Group on Women and Sport (IWG) World Conference on Women and Sport and the IOC World Conference on Women and Sport impacted on Japan, and around the year 2000, organisations and professional societies were established to lead the movement to promote women's participation in sport.

Starting this period, the proportion of men and women in the Japanese Olympic team has been almost equal, and women have won more gold medals than men in the summer Games since 2004, including the Tokyo 2020 Games. Despite these remarkable achievements by female athletes, the situation is similar to the international situation in that there are challenges in terms of lower rates of women playing sport, the proportion of female board members in sports organisations, portrayal, corporal punishment and support for LGBTQ athletes.

## **2. Tokyo 2020 Games Achievements on Gender Equality**

The Tokyo 2020 Games are the first summer Games to be held since the launch of the IOC Gender Equality Review Project. Thus, the following section outlines gender equality efforts and challenges of Tokyo 2020 alone or in collaboration with the IOC and IFs, in line with the 25 recommendations of the IOC Gender Equality Review Project.

### **<Sport>**

#### **Recommendation 1: Olympic Games Participation**

- *Ensure there is full gender equality in athlete quotas and medal events for both genders from the Olympic Games 2024 and the Olympic Winter Games 2026 onwards.*
- *For all team sports/disciplines/events, ensure an equal number of teams and, where appropriate, an equal number of athletes for both genders.*
- *For all individual events, the number of female and male participants should be equal per event and/or per discipline.*

The proportion of female athletes participating in the Olympic Games has increased from 45.6 per cent in Rio de Janeiro to approximately 48 per cent. The proportion of female Paralympic athletes similarly increased from 38.6 per cent to around 42 per cent.

In addition, 201 of the 205 Olympic NOCs and the Refugee Olympic team and 140 of the 161 Paralympic National Paralympic Committees (NPCs) and the Refugee Paralympic team sent at least one female athlete.

The number of sports and athlete quotas has been improved in 13 events in 11 Olympic sports<sup>3</sup> and 10 Paralympic sports<sup>4</sup>.

This recommendation was implemented by the IFs and IOC.

### Recommendation 2: Competition Formats and Technical Rules

• *Ensure the competition format related to distances, duration of competition segments, number of rounds, etc. between women and men are as equal as possible.*

In Olympic swimming, the 800m freestyle, which was previously only available to women, was added to men's events and the 1500m freestyle, which was previously only available to men, was added to women's events.

The number of mixed events for men and women increased from 9 to 18 at the Olympic Games<sup>5</sup> and from 38 to 40 at the Paralympic Games<sup>6</sup>.

This recommendation was implemented by IFs in collaboration with the IOC.



Table Tennis Doubles (Mixed)  
added from the Tokyo 2020 Games

### Recommendation 3: Uniforms

• *Ensure that competition uniforms reflect the technical requirements of the sport and do not have any unjustifiable differences.*

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<sup>3</sup> Weightlifting, canoe (slalom, sprint), fencing, rowing, boxing, swimming, shooting, cycling (BMX racing, mountain bike), judo, wrestling, sailing.

<sup>4</sup> Athletics, boccia, canoe sprint, judo, powerlifting, shooting, swimming, table tennis, triathlon, wheelchair fencing

<sup>5</sup> The new mixed events for men and women are: archery: mixed team; triathlon: mixed relay; swimming: mixed 4x100m medley relay; athletics: 4x400m relay mixed; judo: mixed team; shooting: 10m air rifle mixed team, 10m air pistol mixed team and trap mixed team; table tennis: mixed doubles.

<sup>6</sup> The new mixed events for men and women are: athletics: 4x100m universal relay, badminton: mixed doubles SL3-SU5, shooting: mixed R9 50m rifle prone SH2, swimming: mixed 4x100m freestyle relay - S14, mixed 4x100m freestyle relay - 49 Points. There was an increase of two events in total due to a decrease of three mixed events in sailing, which were not included in the events at the Tokyo 2020 Games.

For the uniforms of the Games staff, one of the themes was "diversity", and unisex silhouettes were used to ensure that people of different ages, genders and nationalities could work comfortably together. For the outfits of the tray-bearers who carry medals and gifts at the awards ceremony, and the volunteers who act as escorts, there was a choice between trouser and dress styles. As regards the uniforms of technical officials, skirts for women have been abolished in the interests of gender neutrality, and both men and women have been given the option of wearing slacks. Unisex jackets and a free choice of neckties and scarves have been introduced to ensure that the uniforms are suitable for a wide range of ages, nationalities and wearing situations.

#### Recommendation 4: Equipment/Apparatus

- *Wherever possible, the sport-specific equipment and apparatus between men and women should be the same.*

In accordance with the standards set by the IFs, no unequal treatment was observed in the men's and women's events in the Tokyo 2020 Games.

This recommendation was implemented by IFs.

#### Recommendation 5: Technical Officials

- *Balanced gender representation of participating Technical Officials.*

In the Tokyo 2020 Games, the proportion of women Technical Officials was approximately 31 per cent at the Olympic Games and 38 per cent at the Paralympic Games.

This recommendation was implemented by IFs.

#### Recommendation 6: Coaches

- *Balanced gender representation for coaches selected to participate at the Games.*

In the Tokyo 2020 Games, the proportion of female coaches was approximately 13 per cent at the Olympic Games and 20 per cent at the Paralympic Games.

This recommendation was implemented by IFs.

#### Recommendation 7: Venues and Facilities

- *That women and men use the same venues and fields of play where possible.*

There were no differences in venues and facilities in the Tokyo 2020 Games.



#### Recommendation 8: Competition Schedule

- *Equal representation of women's and men's events in the competition schedule.*

For the first time in a summer Games, a gender lense was applied in the development of the competition schedule to ensure equal visibility of women and men's competition. Substantial changes were made in collaboration with IFs, Olympic Broadcasting Services (OBS) and the IOC<sup>7</sup>.

In the Tokyo 2020 Games, the gender balance in the competition schedule was addressed by alternating the men's and women's finals for each event, and by setting the women's team final as the final climactic event in five Olympic events<sup>8</sup>. The climax events and the prime-time competition schedule in the host city time could be further improved in the future.

#### Recommendation 9: Medical

- *To ensure equal treatment of female and male athletes, medical testing and/or studies should be conducted on both genders when exploring such matters as health and safety issues, equipment and apparatus changes.*

In view of the increasing number of female athletes at the Olympic and Paralympic Games and the anticipated need for female staff to provide medical care for religious and other reasons, female athlete medicine has been established in the polyclinic of the Olympic/Paralympic Village to provide a comfortable environment and comprehensive support for female athletes, the first of its kind at the Olympic and Paralympic Games. A female doctor was on duty every day to provide medical treatment. During the operating period of the Village, the medicine received 88 consultations (43 Olympic and 45 Paralympic) for illnesses and problems specific to women. During the period when many athletes were staying in the Village, there were almost daily visits to the clinic, which was well received by the patients.

#### Recommendation 10: Safeguarding athletes from harassment and abuse in sport

- *Prevention of Harassment and Abuse in Sport (PHAS), which includes prevention of gender discrimination, to be considered for inclusion in the IOC Basic Principles of Good Governance.*

Prohibition of shooting inappropriate photography and videography that is suspected to

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<sup>7</sup> IOC, Tokyo 2020: a new blueprint for the Olympic competition schedule and the visibility of women's sport <https://olympics.com/ioc/news/tokyo-2020-a-new-blueprint-for-the-olympic-competition-schedule-and-the-visibility-of-women-s-sport>

<sup>8</sup> The women's team final has been set as the final climactic event in volleyball, basketball, rugby, handball and hockey.

constitute sexual harassment towards athletes or anyone else was included in the list of prohibited actions during the Games.

During the Games, the IOC has set up Safeguarding Officers at the Village polyclinic and IOC Integrity and Compliance Hotline to report cases of harassment.

In addition, Tokyo 2020 established a Whistleblower System where staff, business partners and other related parties can report violations of laws and regulations, a Consultation Hotline for staff on harassment and other issues, and a grievance mechanism for Sustainable Sourcing Code noncompliance which stipulates compliance by contractors, including prohibition of discrimination and harassment. The staff in charge of each venue provided consultation services for volunteers.

#### Recommendation 11: Career Transition

• *Develop a strategic plan focused on the transition of female Olympians into their post-competition career and maximise the use of existing programmes.*

(Not stated due to actions by the IOC, IFs and NOCs)

#### <Portrayal>

#### Recommendation 12: Balanced media portrayal of both genders

• *The IOC requires its administration to establish principles and guidelines for fair and balanced portrayal in all its forms of communication.*

The IOC has revised and published an updated version of its “Portrayal Guidelines – Gender-Equal, Fair and Inclusive Representation in Sport” ahead of the Tokyo 2020 Games. The guidelines also include the use of gender equitable terminology in the media, and are informed to all national media. (See page 18 of this report, “7. Issues surrounding the media portrayal of athletes”)

#### Recommendation 13: Organising Committees for the Olympic Games (OCOGs)

• *As part of the commitment to respect the Olympic Charter and to protect the Olympic brand, OCOGs will provide fair and equal portrayal of women and men in all aspects of the Olympic Games.*

In the Tokyo 2020 Games, all participating NOCs, NPCs and Refugee Teams were encouraged to have one male and one female athlete as flag bearers at the Opening Ceremony, and many of them carried this out, with around 91 per cent at the Olympic Games and 60 per cent at the Paralympic Games. The Olympic/Paralympic Oaths at the Opening Ceremonies were also to be carried out by an equal number of men and women. This was the first time since Seoul in 1988 that there had been an equal number of men and women taking the oath at Olympic Games.

Tokyo 2020 translated the IOC's "Portrayal Guidelines – Gender-Equal, Fair and Inclusive Representation in Sport" into Japanese and disseminated it to the media, as well as publishing it on the Games website and at media briefings during the Games.

The percentage of women in the media was approximately 22 per cent at the Olympic Games and 25 per cent at the Paralympic Games.

#### Recommendation 14: Communications Partnerships

*• The (IOC Gender Equality) Working Group endorses the need for all media to offer fair and equal portrayal of sportswomen. The IOC should implement mechanisms to address and monitor this objective with Olympic Movement stakeholders and partners.*

Tokyo 2020 participated in an online talk on gender equality organised by the Asahi Shimbun, one of the Games partners, in May 2021. In July of the same year, it supported an online seminar on gender diversity among athletes, which is also organised by the Asahi Shimbun.

Following the dissemination of Tokyo 2020's initiatives on gender equality, diversity and inclusion, and the communication on fair gender portrayal in Recommendation 12, the President of Tokyo 2020, the Executive Board (hereafter EB) members, the Head of the Gender Equality Promotion Team, and its' advisors responded to media interviews. More than 50 articles were published in newspapers, magazines and internet media, which led to raising the issue in society. Among them, the Asahi Shimbun, the Japanese media, conducted an analysis of the gender bias of the terms used in the Olympic coverage in the Japanese media. ("Olympic coverage, analysis shows 'dynamic' men, 'beautiful' women" (6 August 2021), "Japanese media coverage of Olympians still has gender bias" (12 August 2021), etc.

#### **<Funding>**

#### Recommendation 15: Funding Requirement

*• The Olympic Movement allocates a portion of its operations budget to achieve its goals for gender equality on the field of play, in governance and in its own administration.*

Tokyo 2020 reserved a budget for staff training and other programs on diversity and inclusion, and new initiatives implemented since the launch of the Gender Equality Promotion Team in February 2021 (such as the creation of exhibition panels for the dissemination of information) have been addressed within the existing budget.

With regard to the promotion of diversity and inclusion including gender equality, each department worked together, but due to limited expertise and personnel, the Gender Equality Promotion Team appointed advisors and proceeded with the cooperation of the EB members of Tokyo

2020, Tokyo 2020's Working Group on Human Rights, Labour and Engagement.

Recommendation 16: NOC and IF initiatives

• *Recognising that some NOCs and IFs already allocate specific funding to women's programmes, the (IOC Gender Equality) Working Group strongly recommends that other organisations initiate this same practice.*

(Not stated due to actions by IFs and NOCs)

Recommendation 17: Equal Payments

• *NOCs and IFs to establish mechanisms to address inequalities between genders in prize money or other athlete payments.*

(Not stated due to actions by IFs and NOCs)

**<Governance>**

Recommendation 18: Governance Leadership Development

• *The IOC to establish strategic mechanisms to increase the pipeline of female candidates for governance roles in general as well as for executive board positions.*

This recommendation is stated as an action of the IOC, but the actions of Tokyo 2020 in line with the recommendation are described here. In February 2021, Tokyo 2020 appointed Ms. Seiko Hashimoto as a President, and increased the proportion of women on the EB members to approximately 42 per cent. The proportion of women on the Board of Trustees is approximately 17 per cent.

In May 2021, Tokyo 2020 held a session to share the Games partners' initiatives to promote gender equality and "Unity in Diversity". In August of the same year, 25 Games partners endorsed the "Tokyo 2020 D&I Actions", and together with Tokyo 2020, each company declared and published their actions towards a society where everyone is free to live as who they are.

Recommendation 19: IOC Membership Electoral Process

• *The IOC to ensure its electoral process reflects its commitment to a diverse and balanced membership.*

(Not stated due to actions by the IOC)

#### Recommendation 20: NOC and IF Electoral Processes

- *The Olympic Movement partners should review their electoral processes with a view to developing strategies for gender-balanced representation in their governance bodies.*

(Not stated due to actions by IFs and NOCs. It should be noted that of the 25 Japanese national sport-related organisations that have elected their board members in 2021, the average percentage of female board members was approximately 26 per cent. The Sasakawa Sports Foundation conducted a survey of 90 organisations prior to the elections and found that the average was 15.5 per cent<sup>9</sup>.)

#### Recommendation 21: Roles and Responsibilities

- *The IOC and Olympic Movement stakeholders should address the issue of marginalisation by women and men sharing responsibility for the implementation and sustainability of gender equality in their organisations and ensuring women have roles of influence and decision-making responsibilities in the organisation's administration and governance.*

As of 1 August 2021, the proportion of women in management positions in Tokyo 2020 was approximately 18 per cent of all special and managerial positions (executive directors, senior directors and directors).

Since Tokyo 2020 is unique in that many of its members are seconded from the national government, local governments and businesses, when requesting dispatch or secondment from various organisations, Tokyo 2020 appealed to them that it is a workplace where diverse human resources work and where they can develop an awareness of respect for diversity. At the same time, we presented examples of the successful activities of female staff in order to attract a diverse range of staff to the organisation. Similar approaches were also adopted in the recruitment of contract staff and temporary staff to secure a diverse workforce.

#### Recommendation 24: Gender Equality Leadership<sup>10</sup>

- *To ensure that a senior IOC executive coordinates all gender equality activity impacting the IOC administration and impacting Olympic Movement stakeholders.*

In Tokyo 2020, President HASHIMOTO Seiko took office in February 2021, and together with

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<sup>9</sup> Article in Nihon Keizai Shimbun (Japanese newspaper) 26 June 2021 (Japanese only)

<https://www.nikkei.com/article/DGKKZ073305630W1A620C2MM0000/?unlock=1>

<sup>10</sup> In the IOC Gender Equality Review Project, Recommendations 18, 19, 20, 21 and 24 (Governance) are followed by Recommendations 22, 23 and 25 (HR, Monitoring and Communication), which are also described in this report in that order.

the Government Minister in charge and the Governor of the host city, Tokyo, all three of the Tokyo 2020 Games organising bodies were headed by women.

In the same month, a Gender Equality Promotion Team was established within Tokyo 2020. The team took further action with a sense of speed, based on the concepts of "Engaging in visible initiatives", "Creating movement" and " Passing down our legacy" (see page 15 for specific actions).

#### <HR, Monitoring and Communication>

##### Recommendation 22: Inclusive Organisational Culture and Diversity Leadership

• *IOC Human Resources Committee to incorporate actions as appropriate into the Sustainability Action Plan and the People Development 2020 strategic plan for the 2017-2020 Olympiad.*

Tokyo 2020 has consistently implemented "Organisational Development" and "People Development" for the "Unity in Diversity" Games since its foundation.

- "The Tokyo 2020 Diversity and Inclusion Strategy" has been formulated and the action words "Know Differences, Show Differences" have been adopted to indicate the direction of the strategy
- Implemented "D&I Pledge", which demonstrates the organisation's commitment to diversity and inclusion
- Promoted understanding of diversity and inclusion through practical training from a variety of perspectives (hands-on training by people with impairments, get-togethers with LGBTQ people, etc.)
- Created a working environment where diverse human resources can be proactive (Awarded Gold in the PRIDE Index, which evaluates initiatives for sexual minorities in the workplace, etc.)
- Just prior to the Games in 2021, conducted a questionnaire survey of Tokyo 2020 staff, compiled examples of their experiences with diversity and inclusion, and created a communication manner book

**Know Differences,  
Show Differences.**

##### Recommendation 23: Monitoring and Tracking System

• *Implement a tangible reporting system to monitor, measure and evaluate gender equality activity and results on an ongoing basis. This monitoring and reporting mechanism needs to be straightforward, user-friendly and efficiently coordinated across function areas and organisations.*

With this report, Tokyo 2020 is providing an update on progress in line with the 25 recommendations of the IOC's Gender Equality Review Project and make it available for reference by national games organisers and sports bodies for future consideration and monitoring, as well as

sharing it with the IOC, IPC and other bodies outside Japan.

#### Recommendation 25: Communications Plan

• *The (IOC Gender Equality) Working Group underscores the need for a comprehensive communications plan to widely disseminate the Project outcomes on an ongoing basis. A communications plan, comprised of multiple activations, is required to create awareness of the Project's gender equality initiatives as well as to empower administrators, athletes, Games officials and decision-makers.*

Tokyo 2020's website has been widely used to promote the significance of diversity and inclusion and its initiatives. In addition, in February 2021, a dedicated page on gender equality, diversity and inclusion was launched to publish and disseminate initiatives under the leadership of the Tokyo 2020 President and the Head of the Gender Equality Promotion Team, as well as activities with the Games partners, experts and the media.

During the Games, panels were displayed at the venues to inform and raise awareness among staff and contractors of the Tokyo 2020 Games' commitment to diversity and inclusion, and a Sustainability Information Booth with this information as well, was located in the Main Press Centre for the benefit of domestic and international media.

### **3. Gender equality, diversity and inclusion in the Games preparation phase**

Progress on gender equality in Japan is still in the middle of the path, although laws and policies are being developed to address the issues (see note 4). In the sports field, female athletes are actively playing, and measures have started to be taken to deal with issues specific to female athletes, such as menstruation and pregnancy, and to prevent sexual harassment caused by snooping on athletes and the spread of such harassment on social media. Meanwhile, specific challenges have been pointed out, such as the promotion of gender equality and diversity among executives, the promotion of LGBTQ understanding, the guarantee of rights and the enhancement of the environment for LGBTQ athletes. It was hoped that the Tokyo 2020 Games would provide an opportunity to address these issues.

From the early stages of the preparations for the Games, Tokyo 2020 has developed a "Sustainability Plan" and "Diversity and Inclusion Strategy" and has been working to realise organisational management and the Games that value diversity in terms of language, cultural differences and the existence of any impairment.

Specifically, to raise awareness of human rights and diversity and inclusion, Tokyo 2020 implemented "D&I Pledge" by staff and the Games volunteers, provided training where staff with

impairment participated as instructors, and organised workshops attended by LGBTQ people. In this regard, we have consecutively promoted "organisational development" and "people development", which are essential to the Games of "Unity in Diversity".

Furthermore, Tokyo 2020 designed the Tokyo 2020 Accessibility Guidelines to ensure access to the Games for people regardless of impairments, ensured that information was available in multiple languages, and provided meals in the main dining hall of the Olympic/Paralympic Village that respected religious beliefs and diverse dietary habits.

On the other hand, the discriminatory comments and actions of the then-Tokyo 2020 president and of some associated individuals acting in their private capacity in the period just before the Games provided an opportunity for Tokyo 2020 to take a second look at "Unity in Diversity" as the Games' vision and to revisit the importance of gender equality and diversity. It also invigorated attention and discussions on gender equality in Japanese society and sport.

#### **4. Reinforcing initiatives with the establishment of a Gender Equality Promotion Team**

Since February 2021, Tokyo 2020, under the leadership of President HASHIMOTO, has increased the proportion of women on the EB members to approximately 42 per cent, and appointed Ms. ARAKIDA Yuko, Vice President of the EB and a volleyball Olympian, as the person in charge of gender equality. We also established a Gender Equality Promotion Team, which reports directly to the Director General. The team was headed by Ms. KOTANI Mikako, Director of Sport and an artistic swimming Olympian, and comprised of members from the relevant departments of Tokyo 2020. The team was advised by UNICEF staff member Ms. IMOTO Naoko, a swimming Olympian, and by Tokyo 2020 Athletes' Commission member Ms. TAGUCHI Aki, a shooting Paralympian.

The Gender Equality Promotion Team received advice from Tokyo 2020 Athletes' Commission and Tokyo 2020 Human Rights, Labour, Involvement and Collaboration Working Group, and regularly exchanged views with a EB member Dr. RAITA Kyoko, an expert in the field of "Sport and Gender", and other members who were newly appointed to the EB in March 2021.

With less than six months remaining before the Opening Ceremony, the team coordinated with various departments and related parties to speed up the process, based on the concepts of "Engaging in visible initiatives", "Creating movement" and "Passing down our legacy".

In particular, we received a wide range of voices from athletes, the EB members, experts, the Games partners, young people, LGBTQ people, and our staff, and disseminated our initiatives on "Unity in Diversity" both inside and outside Japan.

- President HASHIMOTO announced Tokyo 2020 Commitment towards gender equality at the Generation Equality Forum by UN Women and requested the initiatives be passed on as a legacy to the Paris 2024 Games.



- Had dialogues with the “Generation Z” (a generation which grew up with the internet, mobile phones and social media), experts, and athletes in relation to gender equality, in online forums organised by a newspaper
- Worked with Pride House Tokyo Legacy, Japan’s first permanent LGBTQ centre, to disseminate the dialogue with LGBTQ people
- Hosted a session to share the Games partners’ initiatives to promote gender equality, diversity and inclusion, and build on the legacy
- Created a communication manner book based on a questionnaire for all staff

During the transition period between Olympic and Paralympic Games, we announced the “Tokyo 2020 D&I Actions”. Besides Tokyo 2020, organisations and individuals in Japan and abroad expressed their commitment to take action on diversity and inclusion (D&I) in order to create a society where everyone is free to live as who they are. The Japanese Olympic Committee (JOC), the Japanese Para-Sports Association (JPSA) the Japanese Paralympic Committee (JPC), the Games partners, the Japan Sport Association (JSPD) and other Games officials and sports organisations, as well as athletes, the Games volunteers and a number of general public joined the movement through social media.



## Tokyo 2020 D&I Actions

More than 400 individuals and organisations declared their own actions

### 5. Gender equality leadership

Since President HASHIMOTO took office, all three representatives of the domestic organisers of the Games - the President of Tokyo 2020, the Government Minister in charge, and the Governor of the host city, Tokyo - have been women, which has had an impact both nationally and internationally.

There was also a change in the EB, which is now composed of approximately 42 per cent female members. Since newly members were appointed and until November 2021, a total of five EB meetings and one round table meeting were organised. At these meetings, many of the 12 new female EB members brought their own perspectives and experiences to comment on Tokyo 2020's

presentation. There was an open exchange of views on the various topics of discussion, with a range of perspectives.

The following observations were made by existing EB members about the changes that had taken place on the EB since the new members joined.

- “The 12 new EB members are truly diverse and powerful. Their confidence and pride, backed up by their experience and achievements in their respective fields of expertise, was nothing short of encouraging. At the EB meetings following the appointment of the new members, there was ample time for the exchange of ideas and the EB as a whole was able to speak more actively.” (Female EB member)
- “It was very encouraging to have such a diverse group of people from different backgrounds on the EB to provide us with so many objective, professional and perceptive points of view.” (Female EB member)
- “It was great to have more women on the EB, each a specialist in her own field, discussing Olympism. We now have specific measures of presenting Olympism to the Japanese people and the rest of the world from a variety of perspectives. One of them is the integration of the Olympic and Paralympic Games. The ratio of male and female EB members should always be half and half, and Olympism is only possible when there are both male and female EB members who have a say.” (Male EB member)
- “The new members have been very active and have brought a fresh perspective, which has led to a more active exchange of ideas, including with the existing members. They have contributed greatly to the overall vitality of the EB.” (Male EB member)

Another example of gender equality leadership is the creation of the “Tokyo 2020 D&I Actions” towards a society where everyone is free to live as who they are. In order to carry out the Actions, a voluntary group of 12 newly appointed female EB members, Tokyo 2020 Athletes’ Commission members and Gender Equality Team Advisors was formed, which exchanged views via social media and organised several online meetings. The feedback from this group was reflected and the next steps were followed through with further discussion. During the discussions, there was a lively exchange of views regarding the response to human rights cases, and Tokyo 2020 took the opportunity to provide detailed explanations and to reflect those views in its work.

Accordingly, a natural atmosphere was created where men and women, who are actively engaged in a variety of fields, could speak out proactively and exchange views. Tokyo 2020 is different from business or other sporting bodies, since it is a temporary organisation that is responsible for operating the Olympic and Paralympic Games. However, Tokyo 2020 has been able to serve as an

exemplar for Japanese society and the sporting world.

In addition, in June 2021, before the Tokyo 2020 Games, the JOC for the first time welcomed SUGIYAMA Fumino, the former Japanese women's national fencing team member who is openly transgender, as an EB member, and the percentage of female EB members exceeded 40 per cent. Tokyo 2020 believes that better actions and changes will come from respecting and understanding diverse opinions, and we anticipate a society where this is common practice. We also believe that it is essential that the promotion of more women and the development of women's human resources are actively and systematically promoted in order to close the gender gap.

## **6. Gender diversity celebrated at Tokyo 2020**

Tokyo 2020 sent a strong message for inclusion to the world with the highest number of athletes competing ever, openly LGBTQ.

According to Outsports, a web magazine for LGBTQ athletes, 186 Olympians and 36 Paralympians competed as openly LGBTQ athletes at the Tokyo 2020 Games. This is the highest number in the history of the Games, and a dramatic increase on the 23 Olympians in London 2012 and 56 in Rio de Janeiro 2016. The number of Paralympians tripled from 12 in Rio de Janeiro in 2016.

Outsports also reports that the top country of origin for Olympians who came out as LGBTQ is the USA with 36, followed by Brazil and Canada with 18, then the Netherlands, Great Britain, Australia and New Zealand. LGBTQ Paralympians by country of origin were led by the USA and Great Britain with 9 athletes, followed by Brazil and Canada. The interviews after the Games suggested that the athletes were actively seeking to be role models and that their increased visibility showed the LGBTQ community that LGBTQ athletes do belong in sport. There were no Japanese athletes who came out as LGBTQ.

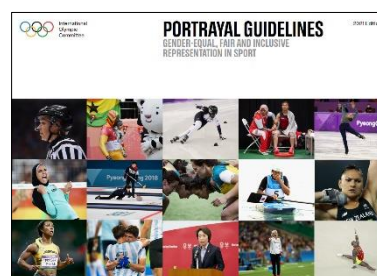
For the first time openly trans-athletes competed at an Olympic Games, and attracted much attention. It provided an opportunity to debate the criteria for inclusion and to consider the question of fairness and equality in sport in relation to physical gender and gender identity. The event was particularly significant because of the limited knowledge on and understanding for LGBTQ athletes in Japan.

## **7. Issues surrounding the media portrayal of athletes**

In June 2021, the IOC published the "Portrayal Guidelines – Gender-Equal, Fair and Inclusive Representation in Sport". These guidelines are designed to promote fair and gender-balanced portrayals in the reporting and coverage of sport.

Tokyo 2020 translated these guidelines into Japanese and distributed them to the media in

Japan and abroad prior to the Games. The translation was made possible with the support of Ms. IMOTO Naoko, an advisor to the Gender Equality Team, and Dr. RAITA Kyoko, a EB member. As a result, the Internet media and others reported the existence of these guidelines (see note 5), and they were regarded as a useful reference not only for sport, but also for society in general and for education in particular. On the other



IOC Portrayal Guidelines

hand, it remains to be examined whether there has actually been a decrease in the number of articles that focus on the appearance, personal life and other gender biased aspects of the athletes and not on the sport itself or on the athletic image. We therefore encourage further discussion of these guidelines among media professionals, sports organisations and athletes, and invite further action.

Around the same time as the Japanese translation was published, media reported that the German women's gymnastics team had worn ankle-covering "unitards" to oppose the sexualisation of athletes. In fact, the issue of women's uniforms was raised not only in gymnastics, but in other sports as well. The uniforms were reviewed in order to ensure a fair and gender-equal portrayal.

Even in Japan, before the Tokyo 2020 Games, the sexualised portrayal of athletes, in particular female athletes, began to become an issue. The JOC and seven other organisations have issued a statement saying that "voyeurism, misuse of photos and videos, and malicious posting on social media are despicable acts", and the JOC has established a reporting desk on its official website. Tokyo 2020 has also added to the list of prohibited actions during the Games shooting inappropriate photography and videography that is suspected to constitute sexual harassment towards athletes or anyone else. Since there were no spectators in many venues at the Tokyo 2020 Games, opportunities for practice were limited.

While measures have been taken to address this issue, such as restricting photography at some events to approved members of the press, it has been difficult to prohibit all photography, secondary use of images published in magazines, or posting on social media.

The Tokyo 2020 Games provided an opportunity to put a spotlight on this issue in a highly visible way - through the uniforms of women athletes.

A World Athletics findings in November 2021 showed that many of the slanderous remarks made against athletes during the Olympic Games were directed at female athletes and LGBTQ people (see note 6), demanding more improvements in the future.

## Conclusion

As the Olympic and Paralympic Games are a mega-international event, gender equality in society will differ greatly between participating countries and regions. Therefore, there are two distinct

strategies that should be implemented at the same time: one to work at the international level, and the other to work on national issues and leave a legacy in the host country. It is difficult to assess them all in this report.

To this end, this report has taken as its framework the 25 recommendations presented in the Report of the Gender Equality Review Project, published by the IOC in 2018. In other words, the most important feature of this report is that it tracks progress according to a clear framework. In collaboration with the IOC and IFs, the work of Tokyo 2020 has had an impact on making the Tokyo 2020 Games the most gender-balanced Games ever. Yet, at the same time, there were some areas where further improvements could be made both at the Olympic and Paralympic Games as well as in Society.

Both at a local and international level, achieving gender equality is a challenge that is not easy to address as well as its importance has been stressed. In the case of Japan, with regard to gender equality initiatives, legislation and policies are being developed to solve the issues, but there is still a long way to go.

Reflecting on the current situation, the outcome might have been different if we had taken the opportunity of the Olympic and Paralympic Games to systematically examine the domestic issues that could be progressed, present a clear framework, and work strategically, embedding gender equality across our operations from the start and monitor our progress. In other words, we could have had a greater impact on society, bringing together the efforts of the various departments and individuals of Tokyo 2020 from the moment we started to work on the Games.

Such a systematic and strategic approach could have become one of the models for approaching social issues. Hence, this could have made it possible to disseminate more widely and comprehensibly to society the Movement, as an aspect of the Olympic and Paralympic Games, that addresses social issues, and to transmit them across generations through the Olympic and Paralympic education that was developed in schools.

We hope that the tangible progress made during the Tokyo 2020 Games, and the issues highlighted in the process, will be reviewed by the national government, host cities and sports organisations, and used to promote systematic and strategic approaches and monitoring in the future. We therefore believe that gender equality and diversity and inclusion will be achieved both in Japan and overseas.

<Note>

1. The Brighton Declaration was adopted at the World Conference on Women and Sport, held in Brighton, UK, from 5 to 8 May 1994. The conference was attended by some 280 participants from 82 countries. The declaration called on all people and organisations involved in sport to recognise the value of women's participation in all areas of sport and to promote the transformation and development of sporting culture to this end.

2. The resolution of the conference set a target of at least 10 per cent of women in decision-making positions by 31 December 2000 and 20 per cent by 2005.
3. DSDs is an abbreviation for Differences of Sex Development. In medical terms, Disorders of Sex Development may be used. The Japan Sport Association's "Guidelines on Optimal Sexual Diversity in Physical Education and Sport - Deeping Understanding of Sexual Orientation and Gender Identity" explains 'it is called diverse development of physical sex. DSDs indicate women or men who are born with physical structures that are partially different from the stereotypical view such as "this is the structure of a woman's body" or "this is the structure of a man's body". Also referred to medically as "Disorders of sex development" and as "intersex" in some political movements in the West, some individuals with such traits feel uncomfortable with these comprehensive terms as identities.
4. In the World Economic Forum's Global Gender Gap Index 2021 rankings, Japan was ranked 120th out of 156 countries, and 121st out of 153 the previous year, the lowest level among developed countries.
5. For example, "The IOC's call to the world's media for 'gender equality'" (alterna, July 27, 2021, <https://www.alterna.co.jp/39567/>, Japanese only). There is also an article by IMOTO Naoko, an Tokyo 2020 Gender Equality Promotion Team Advisor who helped translate the IOC's "Portrayal Guidelines – Gender-Equal Fair and Inclusive Representation in Sport" into Japanese, "The Light and Shadow of 17 Days at the Olympic Games Tokyo 2020: Human Rights Abuses Against Innocent Athletes, Reality of the World Illuminated " (THE ANSWER, 8 August 2021, <https://the-ans.jp/column/181980/3/>, Japanese only).
6. On 25 November 2021, World Athletics published findings of a study conducted during the Olympic Games Tokyo 2020 to identify and address targeted, abusive messages sent to athletes via social media, and found that 115 of the 132 identified abusive posts were directed at female athletes, accounting for 87 per cent of all abuse. The two most common categories of abuse were of a sexist (29 per cent) and/or racist (26 per cent) nature. There were also homophobic and transphobic posts. (World Athletics, <https://worldathletics.org/news/press-releases/online-abuse-study-athletes-tokyo-olympic-games>)