Rainbow Cities in Action

Policy Guidelines for Municipalities

European Commission

RCN
Rainbow Cities Network

Contents

Foreword

In the Brussels bubble, advocacy is often thought about on the macro scale, the efforts of civil society to influence for positive change are focused on commissioners and MEP's, and on national governments. But at ILGA-Europe, as we work with and on behalf of over with 700 member organisations across Europe and Central Asia, big and small, we inherently understand that our efforts ultimately boil down to the day-to-day lives of LGBTI people, their safety and freedom to be who they are in the villages, towns and cities they live in.

With this understanding, we know too that municipalities, often an overlooked level of government, is the level that is closest to people's daily lives. It is the place where all the significant legal recognitions are implemented, where change is filtered down and becomes real. Whether it is changing your gender marker on your documents, whether it is where you are educated or want to have your children educated, whether it is the health services you access, or how your communities are shaped, city level is where so much of it comes together.

So, the importance of engaging municipalities on LGBTI rights and equality is enormous. It's particularly important in the localities of countries where many of the positive legal developments have happened. How does a local government translate the full ambitions of a law that sets out to give LGBTI people rights so that they actually change lived realities?

Recently at the second edition of the European Capitals of Inclusion and Diversity Awards, the city of Gdańsk in Poland won a special recognition for fostering LGBTIQ equality with its numerous initiatives involving inclusive public services and support for victims of discrimination. This also shows us that even in difficult national contexts for LGBTI people, there is positive leadership that can be taken at a municipal level that enhances instead of limiting lives. It shows us how important these kinds of tools are for local governments who wish to foster inclusion.

With this question in mind, ILGA-Europe, as we work for tangible change in LGBTI lives across the region, welcome these guidelines, which will give guidance and shared learning to different actors at the municipal level. The fact that they were developed by municipalities themselves is so important because they deliver with an inherent understanding of how local authorities work, the obstacles that are often encountered when implementing legislation and how they can be overcome. These guidelines also provide a basis for more learning, across the network of municipalities involved, and spreading to other municipalities, so that LGBTI people, who use public services and are part of communities just like everyone else, can be treated as full citizens.

The municipal level is not only about politics and legislation though; it is where community happens as well. At a time when democracy and human rights come under challenge in so many parts of our region, cities have a crucial role to play in ensuring that LGBTI people can be protected and cared for in their daily lives. ILGA-Europe are therefore very happy to support this initiative and the work of Rainbow Cities in contributing to positive and concrete change for LGBTI people in towns and cities across Europe.

Evelyne Paradis

Executive Director, ILGA-Europe

The Rainbow Cities Network

The Rainbow Cities Network (RCN) is an international network of municipalities who have adopted a dedicated LGBTIQ policy, actively working against discrimination and for equal rights of lesbian, gay, bisexual, trans, intersex and other queer people (LGBTIQ) in their cities.

Founded in 2013, its goal is to bring together cities engaged in implementing municipal LGBTIQ policies and to strengthen local LGBTIQ work through the exchange of experience, expertise and good practices.

Background

While sharing many similarities with municipal equal opportunities or inclusion work – especially within the framework of an integrated, strategic diversity management – developing and implementing LGBTIQ policies still constitutes a relatively new field of responsibility for cities. It is also one usually only a very small teams or even individuals are charged with. Hence, exchanging expertise with other municipalities has always proven to be an invaluable means to strengthen local action.

In the last 15 years, national networks have formed in several countries to facilitate this exchange. The Rainbow Cities Network has taken this idea a step further. Building upon the paradiplomatic value of city partnership, the RCN was created as a multilateral network to promote international collaboration between different municipal governments working on LGBTIQ issues.

By signing a memorandum of understanding, the members – the Rainbow Cities – affirm their commitment to their shared cause of striving to improve the lives of LGBTIQ residents, both in their own cities as well as through their participation in the network.

Initially an informal European network, being the first and only of its kind the RCN soon gained the attention of municipalities outside of Europe seeking to become members. Opening up to foster the work of local governments on a global scale, the RCN has become a continuously growing professional network. Ten years after its official foundation, the Rainbow Cities Network is proud to connect 46 cities from 22 countries, bridging 4 continents.

Over all of these years, the Rainbow Cities' objective remains the same; to fight discrimination and create equal opportunities for LGBTIQ people through municipal action, as does the aim of the network: to grow local expertise through international exchange.

Rainbow Cities in Action – The Project

Objective

Through its members, the Rainbow Cities Network concentrates the expertise of numerous leading municipalities in the development and implementation of local LGBTIQ policies. Over the years, the network has accumulated a wealth of experience, insight and good practice examples.

The desire to share this knowledge, not only among the members but also with other cities, and become a force for change, reaching beyond the bounds of the network, led to the conception of the project Rainbow Cities in Action.

The objective of the project is to systematically compile the Rainbow Cities' existing knowledge and fashion it into a set of guidelines, accessible to officials and policymakers of other municipalities.

Outline

Through the support of the European Union's Europe for Citizens program, the RCN was able to devise and carry out the work program, designed in two phases.

The productive collaboration of local governments with non-governmental self-advocacy organizations is elemental for the successful development and implementation of LGBTIQ policies. To meet this standard of listening to the established communities, acknowledging their expertise in their own cause and involving them in actively shaping their cities, the first phase of the project involved the active participation of LGBTIQ advocacy groups. Together with the municipal project partners, they identified issues that need to be addressed on a local level, measures that need to be taken by municipalities and challenges that they might face.

The second phase of the project constituted a more concentrated work of the participating cities. Based on the outcomes of the first phase and their experience with local LGBTIQ action, they developed a matrix of relevant policy fields, necessary measures and good practice examples.

Over the course of two years and several workshop sessions in Brussels, Berlin, Aarhus, Cork and Kotor, the partner cities were able to develop comprehensive policy guidelines as a set of tools, not only for existing Rainbow Cities but also for cities that do not yet have any LGBTIQ policy.

LGBTIQ Policy Guidelines for Municipalities

Implementing Change Globally and Locally

Creating inclusive and sustainable communities for everyone is a concern all of us share. Addressing this concern is both a global and a local responsibility. It comes as no surprise that the goals of local LGBTIQ policies align with the local implementation of the Sustainable Development Goals (SDGs) put forth by the United Nations.

The Sustainable Development Goals – a call to action to protect the planet and improve the lives and prospects of those on it – were adopted by the UN Member States in 2015. They are part of the Agenda 2030, which sets out a plan to achieve the SDGs by 2030, declaring itself as applicable to all and its goals and targets as universal, involving developed and developing countries alike.
In the agenda, the UN Assembly assesses that national governments alone cannot achieve the 17 SDGs and 169 targets and identifies local governments as vital stakeholders for their successful realization. The principle of thinking globally and acting locally has never been more central to effect change. Therefore, Agenda 2030 emphasizes the importance of an inclusive and localized approach to the implementation of the SDGs to reach the set aims by 2030, inviting all local governments to interpret the SDGs within their contexts and challenges to shape sustainable local policies, benefitting both the local and global communities.

The SDGs have become benchmarks for sustainable municipal development and can serve to guide local action. This is true not only for the ecological and economic development but also for the social development of municipalities. The local implementation of the SDGs concurs with the aims of local diversity, equity and inclusion policies. Thus, the SDGs can also direct the focus of LGBTIQ policies; the implementation of local LGBTIQ policies in turn contributes to the achievement of the SDGs.

„To reduce inequalities, policies should be universal in principle, paying attention to the needs of disadvantaged and marginalized populations.“

One of the most central SDGs quoted in regard to LGBTIQ equity and inclusion is Goal 10, which seeks to empower and promote the social, economic and political inclusion of all, irrespective of any differences, and to address discrimination to transform societies into more inclusive, equal and just systems anchored in human rights.

However, successfully addressing LGBTIQ issues on a local level also advances other goals. By ensuring good health and well-being of their LGBTIQ residents, addressing LGBTI inclusion in schools, by tackling unemployment and workplace related issues LGBTIQ people experience, by reducing

poverty and financial hardships of LGBTIQ citizens, and by promoting the equality of all genders, municipalities target Goals 1, 3, 5 and 8.

The aims of local LGBTIQ action are clearly in line with Goal 11 of making cities inclusive, safe and resilient and creating sustainable cities and communities, which provide opportunities as well as access to basic services for all. It is undeniable that the same aims further Goal 16, promoting peaceful and inclusive societies, providing access to justice for all and building effective, accountable and inclusive institutions at all levels.

„*People everywhere should be free of fear from all forms of violence and feel safe as they go about their lives whatever their ethnicity, faith or sexual orientation.*“

The collaboration of municipalities through networks such as the Rainbow Cities Network or established city partnerships to promote the reduction of discrimination and the creation of equal opportunities for LGBTIQ people is a prime example of developing global partnerships and lending support to achieve shared objectives, as relating to Goal 17.

To illustrate the connection between the local implementation of the global sustainability goals and LGBTIQ action, the SDGs correlating to the issues and measures presented in this brochure will be indicated in the description of each policy field.

The Specific Role of Municipalities and Local Action

Entrusted with undertaking public services on behalf and in the interest of their citizens, municipalities occupy a special role within the democratic system. They are arguably the governmental organization closest to the people, directly providing services pertaining to the specific needs of their communities as a whole and its individual members.

The provision of public services closely relates to the basic needs, health, safety and education of citizens and the livability of cities. This means that the policies and services of municipalities have an immediate impact on these factors for the collective and individual members of their jurisdiction. It is also municipalities that most directly register the consequences of inadequacies and inequalities in their design and supply.

„*The relationship of municipalities with their residents is characterized by immediacy and inclusiveness.*"

The democratic mandate to provide public services is associated with the social consensus that those services should be available to everyone, regardless of any differences. This means that municipalities are not only obliged to provide certain services but also to provide them to all of their citizens – including residents who are LGBTIQ.

These characteristics of local governance assign municipalities a crucial responsibility in combating discrimination against LGBTIQ citizens on a local level; at the same time they afford them abundant means to create equal opportunities through their actions.

Who is this Brochure for?

This brochure is intended for any municipality striving to provide services to all of their citizens, including those who are LGBTIQ, and shaping their cities into more inclusive and livable communities for all.

These policy guidelines serve to give cities an idea of what local LGBTIQ policies can look like. They recommend areas to focus on as well as issues to address and actions to implement. They also present a selection of good practice examples that can serve as templates for the development of customized measures.

The recommendations in this brochure are equally addressed to cities of varying sizes, resources and ranges of functions. They are designed for cities just starting out with implementing LGBTIQ measures in their municipalities and, as a set of tools, we hope they can also provide inspiration to cities further along the way.

The guidelines can be utilized by policy makers, council members and alderpeople to draft new policies, by mayors or municipal executives to set new goals for their organization as well as by administrative staff trying to effect change through a bottom-up approach or to simply implement measures in their own areas of responsibility.

How to Use This Brochure

It is vital to note that every municipality is different.

Even within the EU and each of its member states, municipalities vary considerably not only in their size and resources but also in their organizational structure and scope of responsibilities. They also operate in very distinct political situations and face different political constraints. Addressees of this brochure also differ greatly in how far along the way they already are in reducing discrimination and creating equal opportunities for LGBTIQ people.

Although all of the issues and measures described in these guidelines are crucial, the Rainbow Cities Network is aware, through its own experience, that policymaking is not a matter of "one size fits all". Not every city will be able to tackle all of the policy fields and address all of the presented issues or do so in the same manner. However, that does not mean they cannot take any action.

Taking into account those different conditions, this brochure is designed as a tool-kit, applicable in different ways. It can be used as a basis for a systematic approach like the implementation of a comprehensive municipal LGBTIQ policy or the development of a local action plan. It can serve as a stock of knowledge enabling municipalities to implement individual measures in line with their resources, restraints and responsibilities. It also allows for departments in charge of a specific policy field to tackle the issues and implement measures in that policy field.

While a systematic approach of laying a solid foundation for municipal LGBTIQ work is preferable and might yield a more sustainable outcome, these policy guidelines also enable cities that cannot or cannot yet implement extensive measures to still identify issues they can focus on and actions they can take.

Objectives & Measures for Local LGBTIQ Action

Reducing discrimination and creating equal opportunities for LGBTIQ people is not only a matter of positively influencing civil society. It starts with acknowledging the needs and also the structural discrimination LGBTIQ people are often subjected to through the unequal consideration embedded in policies and procedures of public authorities. Therefore, municipalities wanting to effect positive change for LGBTIQ individuals in their community have to critically analyze and adapt their policies, procedures and provided services.

The success of this endeavor depends on the effective realization of a number of key objectives that can be summarized into 4 categories or **Policy Strands**:

A. Responsibility & Accountability

B. Awareness & Education

C. Access & Participation

D. Visibility & Representation

They are interwoven into any successful LGBTIQ policy and run like strands through every policy field.

Both gender identity and sexual identity are a fundamental part of every human being's identity. As such, just like any other facet of a person's identity, they play an important role in many aspects of that person's life; or they become an important factor through the discrimination attached to them. This is true for almost all stages, areas or circumstances of life that municipalities provide specialized services for. As a result, local LGBTIQ action has to tackle issues in nearly every sector of local governments.

These guidelines offer insights into the central issues local LGBTIQ policies need to address, arranged into 13 policy fields, correlating with various phases, areas and circumstances of human life and the respective municipal departments usually responsible for them.

The 13 **Policy Fields** are:

1. **Municipal LGBTIQ Action**
2. **Health**
3. **Families**
4. **Youth**
5. **Senior Citizens**
6. **Disability & Inclusion**
7. **Cultural Diversity & Migration**
8. **Social Hardships & Disadvantages**
9. **Employment**
10. **Safety**
11. **Infrastructure & Public Spaces**
12. **Sports & Recreation**
13. **Culture & History**

The following sections will describe each of the Policy Strands and the Policy Fields in more depth.

Policy Strands

There are 4 strands that every LGBTIQ policy has to follow, representing central concepts and key objectives that should be woven into local LGBTIQ strategies.

A. Responsibility & Accountability

Municipal LGBTIQ action begins with assuming responsibility for all citizens – including LGBTIQ – and accepting the fight against discrimination and action towards the inclusion of LGBTIQ people as a municipal duty.

Local governments have to identify the issues LGBTIQ inhabitants in their communities face, where their own policies and services take into account, overlook or even actively discriminate against LGBTIQ citizens and which other problem areas outside of their administration they might be able to indirectly impact. They have to develop and implement strategies to revise their policies and adapt their services, win over other stakeholders and positively influence civil society. At the same time, local governments need to be accountable for areas where this has not yet been achieved. It includes acknowledging and openly addressing where LGBTIQ citizens still experience exclusion, discrimination or even violence. It means taking a stand for and actively supporting LGBTIQ people in their cities. Ultimately, this involves providing the resources to do so.

B. Awareness & Education

One of the first steps to reduce discrimination and guarantee equal opportunities for LGBTIQ people is awareness. Both conscious and unconscious forms of discrimination often originate from ignorance. This lack of knowledge contributes to direct acts of individual discrimination and perpetuates more indirect mechanisms of discrimination such as social and institutional discrimination. Therefore, it is indispensable that municipalities educate themselves – policymakers and staff alike – about LGBTIQ people, their challenges and needs, to reduce discrimination.

Local governments need to raise awareness within both their own organization as well as local institutions, businesses and service providers and the wider civil society in order to ensure that LGBTIQ citizens in their communities can live without discrimination and with the same opportunities as others to enjoy and contribute to the richness of their cities.

C. Access & Participation

LGBTIQ citizens have the same right to the fulfilment of their basic needs and to all the services and support provided by their local governments. Municipalities are obliged to make sure that LGBTIQ individuals can access and benefit from public services. This requires them to consider LGBTIQ people and their potential – if unintentional – exclusion in the creation, adaption and provision of services.

Making public services LGBTIQ inclusive involves analyzing where and why some of them are not and finding measures to remedy this. Sometimes this means adapting existing public services to make them accessible to LGBTIQ communities; sometimes it means implementing specific measures and offering specific services, targeting the specific circumstances and needs of LGBTIQ residents.

LGBTIQ citizens not only have to be able to access and benefit from the services of their municipality but also to contribute to and participate in actively shaping their community along with other members of society.

D. Visibility & Representation

This policy strand is closely intertwined with the preceding one, in that they address different aspects of LGBTIQ inclusion. LGBTIQ people are part of the diverse communities that make up urban societies and should be represented as such.

Any form of verbal and visual communication of municipalities, i.e. the language and pictures used to target or represent their populace, should always aspire to reflect their entire society. This is not limited to administrative communication. Any public service that involves the representation or expression of the members of its society – be it the picture books in kindergartens, the collections of museums or the support of local artists, the naming of streets, dedication of memorials or the observance of days of remembrance – has to include the lives, experiences, contributions and achievements of LGBTIQ people.

Like any other group, LGBTIQ people should be a visible part of their society. Rather than LGBTIQ individuals having to hide or suffer from stigmatization, local governments should portrait LGBTIQ people as valuable members of their community.

The questions those policy strands raise can serve as guiding principles for municipal LGBTIQ action: Have we accepted full responsibility for all our citizens and do we act accountably and provide the means to make our city and services LGBTIQ inclusive? Have we educated ourselves and our municipality about LGBTIQ lives and are aware of potential ways our actions might discriminate them and ways to fix this? Are our services accessible to LGBTIQ citizens and allow them to participate in everything our city has to offer and to actively shape our community? Are LGBTIQ people a visible part of our society and their experiences, lives and achievements represented in our city?

Assessing any policy field according to these policy strands and the questions they pose can draw attention to different issues and help identify measures to address them.

To exemplify this, the issues and measures this brochure presents within each policy field as well as the good practice examples are highlighted with the color of the policy strand they correspond with.

Policy Fields

This brochure includes recommendations for 13 policy fields that have been identified as the most pressing areas in need of municipal action. Each description of a policy field includes an introduction into the general issues and challenges in that policy field as well as a section on issues to be addressed by municipalities and measures that need to be taken. They are complemented by a section of good practice examples provided by the Rainbow Cities.

1. Municipal LGBTIQ Action

Local action for LGBTIQ communities itself constitutes a field of local governance, comparable to other policy fields in the context of diversity – such as municipal action for equal opportunities of men and women, for children and senior citizens, for citizens with disabilities, ethnic and religious minorities or citizens affected by social hardships. Combating LGBTIQ inequality requires local authorities to actively address this policy field.[1]

Local governments willing to take up the responsibility for local LGBTIQ action in a systematic and comprehensive way will want to develop and implement their own local LGBTIQ policy and/or LGBTIQ action plans. Doing this requires the commitment of both financial and human resources as well as the acquisition of strategic partners and the necessary expertise.

The creation of dedicated LGBTIQ offices or addition of LGBTIQ officers to municipal diversity management structures is the most fundamental way of securing the relevant expertise and resources within the municipality. Joining professional national or international networks will provide municipalities with additional expertise and create synergetic effects valuable for local LGBTIQ work. Working groups, inter-agency groups or round tables on LGBTIQ issues and equality are a great way to aggregate and tap into existing knowledge within the administration of other local stakeholders, established LGBTIQ communities and NGOs. Involving the LGBTIQ community allows municipalities to gain valuable insights, secure important partners and encourage civic participation.

Local governments will have to work both internally, to critically analyze and adapt their provided services, and externally, to shape their municipalities into more inclusive communities. This involves promoting antidiscrimination and equal opportunities in their cities as well as supporting and empowering LGBTIQ citizens and communities to contribute to and actively participate in shaping rich, livable cities for everyone.

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[1] European Commission (2020) *Union of Equality: LGBTIQ Equality Strategy 2020-2025.*
https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52020DC0698

Issues to Address & Measures to Implement

1.1. Recognizing sexual and gender identity as central diversity dimensions within a strategic municipal diversity management if such exists

1.2. Recognizing the equal importance of addressing all diversity dimensions: gender, gender identity, sexual identity, age, disability & chronic illness, economic background, ethnic background, worldview and religion

1.3. Including LGBTIQ inclusiveness in core company values

1.4. Providing the backing of the mayor and the top administrative management for measures promoting LGBTIQ inclusiveness of the municipality both as an employer and a public service provider

1.5. Appointing LGBTIQ policy advisors or officers with the necessary expertise and establishing a LGBTIQ office responsible for analyzing the situation of LGBTIQ people in the municipality, evaluating the LGBTIQ inclusiveness of the municipalities' public service, overseeing their adaption towards greater LGBTIQ inclusiveness and advising the municipality about its LGBTIQ policy

1.6. Establishing structures such as networks, working groups, inter-agency groups or task forces with representatives from different departments within the administration dedicated to further the LGBTIQ inclusiveness of municipal services

1.7. Developing an explicit LGBTIQ policy

1.8. Joining professional networks for municipalities working on LGBTIQ inclusiveness and learning from other cities

1.9. Devising specific LGBTIQ action plans

1.10. Evaluating municipal services according to their LGBTIQ inclusiveness and adapting them if necessary

1.11. Training managers and staff from all departments about LGBTIQ citizens and involuntary institutional discrimination of LGBTIQ citizens to enable them to evaluate and adapt their services to be LGBTIQ inclusive and appropriately deal with LGBTIQ clients

1.12. Providing support for all departments in evaluating and adapting their services, e.g. through the municipal LGBTIQ policy advisors

1.13. Providing the financial resources to promote LGBTIQ inclusiveness as an employer and a public service provider, e.g. for the municipal LGBTIQ policy advisors, the training of staff, the evaluation and adaption of services or the implementation of measures

1.14. Addressing public services to all citizens including LGBTIQ, i.e. by using an oral, written and pictorial language and designing official forms that represents all genders as well as LGBTIQ individuals, relationships and families

1.15. Developing special logos and campaigns to demonstrate LGBTIQ inclusiveness and support

1.16. Establishing structures such as round tables, networks, task forces or focus groups including representatives from the local government, the municipal council, other local stakeholders and the LGBTIQ community to work on LGBTIQ issues in the municipality

1.17. Ensuring the political participation of LGBTIQ citizens through regular participation formats such as regular round tables and participation formats for the development of action plans or the creation of specific measures

1.18. Recognizing the local LGBTIQ community and NGOs as valuable partners and resourcing the expertise of the local LGBTIQ community for the creation and implementation of municipal measures

1.19. Supporting and funding local LGBTIQ communities, LGBTIQ centers, LGBTIQ youth centers, LGBTIQ counseling centers, self-help and peer support groups, NGOs etc.

1.20. Forming cooperations and implementing joint measures together with stakeholders from the LGBTIQ community

1.21. Appointing a contact person or liaison officer, which could be the municipal LGBTIQ policy advisors, for LGBTIQ NGOs and citizens to input ideas, report issues etc.

1.22. Operating or supporting and funding a hotline for LGBTIQ citizens to ask questions or report instances of discrimination based on sexual and gender identity or expression

1.23. Employing an intersectional approach and taking LGBTIQ NGOs into account and inviting them to participate in other municipal processes, e.g. round tables, working groups, the development of action plans for other topics such as families, youth, senior citizens, cultural diversity etc.

1.24. Honoring the contribution of local LGBTIQ organizations and individuals, e.g. by inviting them to a reception in the city hall and/or by the mayor to thank them for their contributions

1.25. Considering LGBTIQ organizations and individuals for the presentation of awards for organizations or individuals who have made a great contribution to the municipality

1.26. Demonstrating support for LGBTIQ citizens and issues through official declarations, regular press releases, the raising of flags at important dates for the LGBTIQ community, the participation in LGBTIQ events such as the local Pride parade

1.27. Taking a stand and showing solidarity for LGBTIQ citizens in cases of incidents concerning the LGBTIQ community, e.g. by press releases, raising flags at half-mast, participating in wakes

1.28. Including LGBTIQ centers, youth centers, counseling centers, arts centers etc. in the respective list of local institutions, e.g. on the website of the municipality or information materials about respective topics

1.29. Including LGBTIQ events in municipal event calendars, e.g. on the website of the municipality

1.30. Using established international relations such as city partnerships or international networks of municipalities to encourage municipal LGBTIQ inclusion in other cities and support other cities in their endeavors

1.31. Addressing and implementing measures to actively improve the situation of LGBTIQ citizens in the municipality outside of the municipality's area of direct influence, i.e. municipal services, by setting an example, raising awareness, providing information and support to other local institutions, companies and service providers

1.32. Addressing and implementing measures to raise awareness, provide information and positively influence the municipal civil society

→ For issues and measures to implement in various areas to promote LGBTIQ inclusion in municipal services and the municipal society, consult the measures in the following 12 policy fields.

→ For measures relating to becoming a LGBTIQ inclusive employer, see measures in the policy field *Employment*.

Good Practice Examples

Setting up a Hotline for LGBTIQ Citizens

The City of Esch-sur-Alzette has created a hotline where the public can anonymously report LGBTIQ issues or ask questions. A recorded message asks the caller for a contact number or e-mail address and a convenient time to be contacted in case the caller wants or needs to be updated about the reported issue or question. A dedicated employee of the city listens to the messages and dispatches them to the partner NGO most adapted to answer. In the case of hate speech or LGBTIQ-phobic situations, employees encourage the caller to fill out an anonymous declaration sheet on the website of the Centre for Equal Treatment in order to contribute to the collection of data. The phone line is set up by the city and is currently run by city staff. Handing over the monitoring of the calls to a national NGO with dedicated personnel is planned for the future.

Esch-sur-Alzette | **Correlating Measure: 1.22**

Declaration as a LGBTIQ Freedom Zone – Signing Declarations in Support of LGBTIQ people Worldwide

In July 2021, the City of Mannheim became one of the first cities in Europe to declare itself a LGBTIQ Freedom Zone. By doing so, the city of Mannheim followed a corresponding resolution of the European Parliament on March 11, 2021, which was prompted by increasingly queer-hostile policies, especially by the governments in Poland and Hungary. By proclaiming the city a LGBTIQ Freedom Zone, a visible sign for openness and respectful coexistence in diversity shall be set and group-related discrimination shall be shown the red card. With the proclamation, the city of Mannheim also commits to public measures to promote and protect the rights of LGBTIQ persons.

Mannheim | **Correlating Measure: 1.26**

SISTER CITIES STAND TOGETHER – Exchange Program for Activists and Local Governments

The City of Cologne offers an international exchange program for LGBTIQ activists from its sister cities. Each year during Cologne Pride, a group of international guests visit Cologne. So far, activists have come from: Katowice, Poland; Cluj-Napoca, Romania; Volgograd, Russia; Tunis, Tunisia; Istanbul, Turkey; Barcelona, Spain; Liverpool, UK; Lille, France; Turku, Finland; Tel Aviv, Israel; and Rio, Brazil. In exchange, delegates from Cologne have visited Cluj Pride and Katowice Pride several times to show international solidarity and establish sustainable relationships. The program also serves for the exchange of knowledge. The visits of representatives of the City of Katowice started a dialogue about diversity and minority issues and projects like Cologne's queer youth and LGBTIQ counselling centers. Representatives from the City and police of Cluj-Napoca have come to Cologne to learn about the organization of Cologne Pride, at the same time strengthening relations between their activists and the local government.

Cologne | **Correlating Measure: 1.30**

2. Health

The discrimination experienced by LGBTIQ people can have a significant impact on their physical, mental and sexual health. At the same time, barriers based on the same discrimination keep LGBTIQ patients from getting the health care they need.

The European Union has assessed that health inequalities are avoidable unfair differences in health, strongly influenced by social, economic and environmental variables, which can and have to be addressed by public policy.[1] Reducing health inequalities is a key objective of both the EU Health Strategy as well as the UN's SDGs and it is the responsibility of every level of government to actively work against the structural inequalities in the population's health. Municipalities first have to understand existing barriers to opportunities for health and then reduce potential barriers faced both by health professionals when providing care for LGBTIQ people as well as by LGBTIQ people when using or trying to access healthcare. This will improve their citizens' chances of living longer, healthier and ultimately more livable lives.

Harmful medical practices like non-vital surgery or medical intervention on intersex infants and adolescents without their personal and fully informed consent (intersex genital mutilation), forced medical interventions on trans people and conversion practices targeting LGBTIQ people further complicate the issues in the policy field of LGBTIQ health and need to be addressed by local governments in their jurisdiction.[2]

Many other policy fields factor into the field of health. Unequal access to reproductive health negatively impacts LGBTIQ families and thus the policy field *Families*. Studies demonstrate that LGBTIQ people, who are also part of other marginalized groups, are particularly vulnerable to health inequality.[3] Therefore, addressing issues in the policy fields *Youth, Senior Citizens*, *Cultural Diversity & Migration*, *Disability & Inclusion* as well as *Social Hardships & Disadvantages* will also help the overall health of a municipality's society.

Issues to Address & Measures to Implement

2.1.　Making municipal healthcare services accessible to LGBTIQ people through staff training etc.

2.2.　Providing information and training to local healthcare providers to provide LGBTIQ sensitive services

2.3.　Supporting and funding specific LGBTIQ healthcare centers

2.4.　Making psychological healthcare services accessible to LGBTIQ people through staff training etc.

2.5.　Providing mandatory training to counseling services and centers commissioned by the municipality

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[1] European Commission (2009) *Solidarity in Health. Reducing Health Inequalities in the EU*.
https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52009DC0567

[2] European Commission (2020) *Union of Equality. LGBTIQ Equality Strategy 2020-2025*.
https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52020DC0698

[3] European Commission (2017) *Health4LGBTI. Reducing Health Inequalities Experienced by LGBTI People. State-of-the-Art Synthesis Report*.
https://health.ec.europa.eu/system/files/2020-02/stateofart_report_en_0.pdf

2.6.   Providing information and training to local psychological health providers, counseling centers and helplines to provide LGBTIQ sensitive care

2.7.   Supporting and funding specific LGBTIQ counseling centers

2.8.   Providing counseling for LGBTIQ citizens dealing with minority stress or mental health issues relating to their sexual or gender identity

2.9.   Awarding certificates or labels for healthcare providers or counseling centers, who have undergone training and are sensitive to LGBTIQ clients

2.10. Providing information for LGBTIQ citizens – through brochures or websites – on LGBTIQ sensitive healthcare providers and counseling centers

2.11. Creating platforms for local physical and mental healthcare providers to exchange expertise on LGBTIQ healthcare such as networks, round tables and quality circles

2.12. Inviting LGBTIQ sensitive local physical and mental healthcare providers to participate in LGBTIQ specific round tables, task forces, focus groups etc.

2.13. Organizing or supporting professional lectures or conferences on LGBTIQ issues in the context of healthcare for specific groups within the healthcare system, e.g. general practitioners, nurses, gynecologists, midwives, psychiatrists, psychologists

2.14. Collaborating with official vocational training providers and advanced training providers for physical and mental health professionals to offer training about LGBTIQ clients and LGBTIQ specific medical needs

2.15. Providing comprehensive sexual education about diverse forms of sexuality, positive sexuality, safer sex, consent, prevention of sexually transmitted infections and risks associated with some forms of sexual activity, especially but not exclusively for young people

2.16. Organizing or supporting campaigns about sexual health and prevention

2.17. Raising awareness and providing information about sexually transmitted infections (STIs)

2.18. Providing low-threshold access to free means of safer sex practices such as barrier devices, vaccinations, pre-exposure prophylaxis (PrEP) or treatment as prevention (TasP)

2.19. Providing or funding sexual health services and anonymous testing for sexually transmitted infections

2.20. Providing or funding counseling for people with STIs or HIV

2.21. Implementing measures against the stigmatization of people with HIV

2.22. Signing declarations publicly committing to fight the HIV epidemic and work against the stigmatization such as Fast-Track Cities or #workingpositively

2.23. Initiating or supporting networks, round tables, task forces or focus groups with relevant local stakeholders – health departments, medical practitioners, pharmacies, community etc. – to work on HIV and STIs

2.24. Raising awareness and providing information about high-risk sexual activities such as chemsex

2.25. Providing or funding counseling for those engaged in or wanting to quit high-risk sexual activities such as chemsex

2.26. Providing or funding counseling for victims of conversion therapy

2.27. Providing access to transition related healthcare and therapy for trans citizens such as hormonal or surgical treatment or speech therapy

2.28. Providing counseling and support for trans citizens during their transition

2.29. Raising awareness and providing training and information about diversity of sex characteristics and non-vital surgery or medical intervention on intersex infants and adolescents (intersex genital mutilation)

2.30. Exploring ways to prevent non-vital surgery or medical intervention on intersex babies, children and adolescents in local hospitals (intersex genital mutilation)

2.31. Providing information and support structures for parents with intersex children

2.32. Providing counseling to intersex citizens and their families

→ For measures relating to reproductive health, see measures in the policy field *Families*.

Good Practice Examples

LGBTIQ Awareness Trainings for Medical Professionals

LGBTIQ people often report lower mental health, lower quality of life, and overall reduced well-being in comparison with the wider population. There are several health problems for which they do not receive sufficient help. The general practitioner is an important location and low-threshold contact place for LGBTIQ people. General practitioners are crucial partners in bridging the health gap for this group. Thus, the City of Ostend created a webinar on LGBTIQ issues and gender sensitive health care for general practitioners and other medical professionals such as pharmacists, physiotherapists and occupational therapists. The webinar focuses on communication between care worker and patient and guides care workers in navigating the taboos and challenges faced by LGBTIQ patients. It helps medical professionals to pay more attention to their care, concerns and specific needs. In this way, barriers to seeking help from general practitioners can be removed and health problems can be reduced.

Ostend | Correlating Measure: 2.2

Health Support for Young LGBTIQ People

The City of Bergen has established an expert group for young people who have health related questions or concerns in connection to their gender identity, sexual identity or sexuality. This group is based at the youth health center in Bergen and consists of a doctor and two nurses with relevant further education in gender and sexuality. The team offers both exploratory conversations and easily accessible treatment.

Bergen | Correlating Measure: 2.3

LEGEBITRA – Funding Prevention, Testing and Support Measures for HIV and STIs

The City of Ljubljana co-finances the NGO-implemented program Legebitra that realizes prevention, testing and support measures for HIV and other STIs. The program was developed in 2005 to provide prevention activities for men who have sex with men (MSM). It has since expanded to offer HIV, syphilis, gonorrhea, hepatitis B and C testing for MSM, in partnership with the Clinic for Infectious Diseases of University Medical Centre Ljubljana and Institute for Immunology and Microbiology at the Faculty of Medicine of the University of Ljubljana. Testing is available at several different locations in Ljubljana and in ten other towns in Slovenia. Around 20% of yearly discovered cases of HIV are discovered through the Legebitra testing program. Legebitra also provides comprehensive legal and psychosocial support to people living with HIV.

Ljubljana

Correlating Measure: 2.19
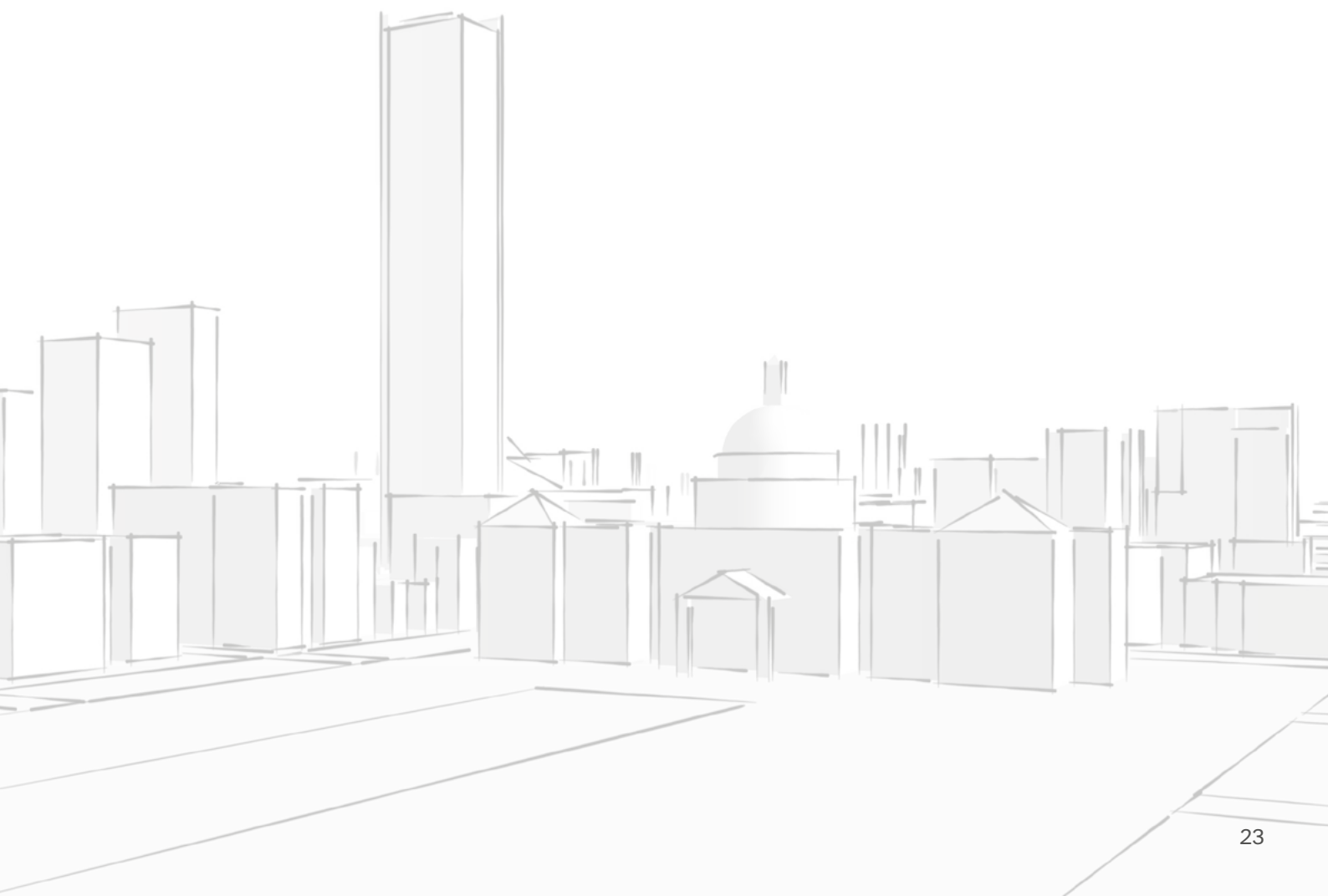
3. Families

The legal recognition of same-sex marriage, civil unions and the rights attached to them – such as right of residence, custody and adoption, tax law, inheritance law, contract law, legal representation and insurance – vary greatly between different countries, as do the social acceptance and treatment of LGBTIQ couples.

LGBTIQ families and LGBTIQ individuals wanting to start a family are often met with numerous forms of structural discrimination and everyday challenges.[1] LGBTIQ individuals do not enjoy the same access to reproductive healthcare as many others or their means of reproduction are criminalized, such as surrogacy for gay men. Non-recognition of one of the parents can lead to real problems from being eligible to take parental leave, being able to pick up your child from kindergarten or making important medical decisions. The long process of adopting their own children subjects LGBTIQ people to undue scrutiny and invasive procedures, causing stress for both parents and children. Trans, non-binary and intersex individuals face even more constraints to their reproductive rights and the recognition of their parenthood as well as every-day discrimination directed towards them and their families.

Many parameters for the recognition and rights of couples and families are determined by national law, but it is local governments who are the ones to execute that legislation on a local level and in the lives of their citizens. While there can be no question that municipalities have to implement federal law, they usually have liberties in how they translate it to their local practice. They can sensitize themselves to the consequences that legislation and administrative procedures have for LGBTIQ couples and families, as well as the prejudice and discrimination faced by them. These municipalities can then create more respectful processes, raise awareness among their staff and civil society and ready their services like registry offices, adoption and foster services, family support services, child welfare services and kindergartens to adequately and respectfully deal with diverse families.

Issues to Address & Measures to Implement

3.1. Recognizing and working towards the equal treatment of different forms of families such as unmarried couples, couples living in a civil union, married couples, polyamorous relationships with or without children, single parents, patchwork families, families consisting of more than two parents

3.2. Offering equal opportunities for LGBTIQ people registering a civil union or getting married

3.3. Training registrars and other civil officials officiating or dealing with the registration of same-sex civil unions or marriages or those of people with diverse genders to be LGBTIQ sensitive

3.4. Using LGBTIQ inclusive language in official communications, forms and documents such as using the terms partner, spouse and parent instead of husband, wife, mother or father

3.5. Making municipal family services and offers for families such as family cards, family discounts, recreational activities for families etc. LGBTIQ inclusive

3.6. Raising awareness and providing training for staff of municipal family services, child supportive services, adoption services, kindergartens

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[1] European Union (2020) *Final Report 2015-2019 on the List of Actions to Advance LGBTI Equality*. https://commission.europa.eu/system/files/2020-05/report_list_of_actions_2015-19.pdf

3.7. Raising awareness and providing training for staff of service providers such as private kindergartens commissioned by the municipality

3.8. Providing counseling – including legal, medical and psychological aspects – for rainbow families and LGBTIQ people wanting to start a family

3.9. Providing access to reproductive health for LGBTIQ families

3.10. Raising awareness and providing information about diverse genders and family constellations as well as offering training for health professionals in the fields of pregnancy, pre-natal care, birth and post-natal care to adequately deal with LGBTIQ families and pregnancies

3.11. Providing information about trans and intersex reproductive rights and pregnancies

3.12. Opening adoption and fostering to LGBTIQ families

3.13. Supporting and funding rainbow family centers, NGOs working with or for rainbow families

3.14. Strengthening peer and community support of and for rainbow families

3.15. Integrating LGBTIQ family organizations into citywide family advisory committees etc.

3.16. Ensuring the representation of diverse forms of families and rainbow families in official municipal communication, family museums, books in libraries or kindergartens etc.

3.17. Creating visibility for rainbow families through campaigns, public events etc.

3.18. Showing support of diverse forms of families and rainbow families e.g. on special occasions such as Family Equality Day

→ For recommended measures for families with intersex children, see measures in the policy field *Health*.

Good Practice Examples

Training Registrars to Officiate Same-Sex Partnerships

Since the law on life-partnerships for same-sex couples was adopted in Montenegro in 2021, the City of Kotor has often been chosen as a place to get married. To ensure the awareness of registrars officiating the weddings, and ensure their readiness to respectfully and appropriately deal with same sex couples, Kotor's registrars undergo additional training in order to advise interested parties as best as possible about marriage.

Kotor

Correlating Measure: 3.3

Consultation & Counseling for Rainbow Families

LGBTIQ people wishing to raise a family are faced with a wide array of structural discrimination and challenges, both while trying to start a family as well as when navigating life as a family. Dealing with hospitals, public authorities, daycare centers, kindergartens, schools and many other situations often become daunting and emotionally demanding affairs. To help couples and families, the City of Hanover offers a consultation and counseling service, advising them in legal, bureaucratic and practical questions, acknowledging the added psychological stress placed upon them and pointing them toward groups of other rainbow families with shared experiences as a source for mutual support.

Hanover   **Correlating Measure: 3.8**

## Organizing Events for Rainbow Families for the International Family Equality Day (IFED)

The International Family Equality Day (IFED) takes place annually on the first Sunday in May and aims to draw attention to the needs of rainbow families as well as to create visibility for the diversity of family constellations. On IFED, a successful cooperation between a local group supporting rainbow families and the city of Mannheim has been taking place for several years. Rainbow families are invited to exchange their experiences at a barbecue in the city park.
Organized childcare guarantees that the children also have a great time and get to know other children who are growing up in rainbow families.

Mannheim   **Correlating Measure: 3.18**
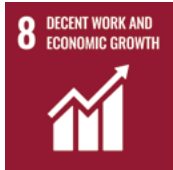
4. Youth

LGBTIQ youth face many challenges relating to their sexual or gender identity while navigating the essential and already demanding phases of childhood and adolescence. They experience a lack of role models, heteronormative expectations in their romantic interests, rigid and limiting binary notions of gender and gender roles, prejudice and rejection from peers or families as well as hostile environments in schools. Even though studies suggest that the situation has improved somewhat, many LGBTIQ youth are more likely than their peers to experience bullying or other forms of aggression in school.[1]

LGBTIQ youth perform badly or drop out of school more often than their peers, they are more likely to suffer from mental health issues, including self-harming behavior and suicidal ideation, or drug abuse and they are more vulnerable to be affected by homelessness.

Based on its most recent survey, the Fundamental Rights Agency calls on the EU and its Member States to put in place measures to create a safe and supportive environment for young LGBTIQ people at school, help schools and teachers to share experiences, counter bullying of LGBTIQ students and ensure that educational materials present LGBTIQ lives in a positive way.[2] But there are many more measures municipalities can take. They can provide safe spaces for LGBTIQ youth outside of school, make municipal facilities such as kindergartens or youth centers LGBTIQ inclusive, raise awareness about LGBTIQ youth and their challenges among social workers dealing with youths or families, address issues like youth drug abuse or homelessness and support LGBTIQ youth through mentoring programs etc.

Issues to Address & Measures to Implement

4.1. Raising awareness and providing information about queer youth for daycare centers, kindergartens, preschools, schools, youth centers etc.

4.2. Making municipal early childcare services like daycare centers and kindergartens LGBTIQ inclusive by training staff, providing educational materials etc.

4.3. Making schools LGBTIQ inclusive spaces by training teachers and school staff, providing educational materials, curricula teaching about LGBTIQ people and lives etc.

4.4. Supporting and funding NGOs training teachers and educational professionals about LGBTIQ issues

4.5. Supporting and funding NGOs providing peer education to students in schools

4.6. Ensuring that educational materials and curricula represent the diversity of biological sex, gender, gender roles and expressions, sexual education about LGBTIQ sexualities, positive images of LGBTIQ people as well as historically significant LGBTIQ events and contributions of LGBTIQ individuals to science, politics, literature, arts, music etc.

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[1] ILGA (2022) *Intersections. Diving into the FRA LGBTI II Survey Data. Youth.*
https://www.ilga-europe.org/report/intersections-youth-diving-into-the-fra-lgbti-ii-survey-data/
[2] European Union Agency for Fundamental Rights (2020) *A Long Way to Go for LGBTI Equality. EU-LGBTI II.*
https://fra.europa.eu/sites/default/files/fra_uploads/fra-2020-lgbti-equality-1_en.pdf

4.7. Training school counselors about challenges and struggles of LGBTIQ youth, enabling them to recognize problems and help struggling LGBTIQ youth

4.8. Making municipal youth centers LGBTIQ inclusive spaces by training staff, providing educational material and contact information to LGBTIQ NGOs and support structures etc.

4.9. Ensuring the physical infrastructure used by children and adolescents in schools, youth centers, sports facilities etc. such as restrooms, changing rooms or shower rooms is gender inclusive, i.e. accessible and safe to use for youths of all genders

4.10. Encouraging schools, youth centers etc. to express LGBTIQ inclusiveness through their communication, flag raisings, murals, special events etc.

4.11. Awarding certificates or labels for kindergartens, schools, youth centers etc., who have undergone training and are LGBTIQ inclusive spaces

4.12. Offering information, contact persons, counselors, health professionals, support groups etc. for LGBTIQ youth with questions about their sexual or gender identity or related questions about their health or sexuality

4.13. Creating safe spaces for LGBTIQ youth by operating or supporting and funding queer youth centers

4.14. Providing safe spaces and supporting queer youth groups and coming out groups

4.15. Integrating queer youth groups into citywide youth committees, projects etc.

4.16. Supporting and funding NGOs working with or for queer youth

4.17. Raising awareness and providing information about raising LGBTIQ children to parents

4.18. Providing support structures and strengthening peer support structures for parents of LGBTIQ children

4.19. Raising awareness, providing information and training social workers working with youth or families about challenges and struggles of LGBTIQ youth, enabling them to recognize problems and help struggling LGBTIQ youth

4.20. Providing support structures to LGBTIQ children and adolescents experiencing bullying, discrimination, rejection or violence at school or at home

4.21. Fighting bullying, discrimination or rejection of and violence against LGBTIQ youth through projects and campaigns

4.22. Empowering LGBTIQ youth through workshops, classes, mentoring programs, festivals etc.

4.23. Ensuring representation and positive self-identification of LGBTIQ people and lives in media provided in municipal kindergartens, schools, youth centers, libraries etc. through curated recommendation lists of books, movies etc. or the provision of said media

4.24. Providing offers of LGBTIQ culture or culture containing LGBTIQ characters or individuals specifically targeted towards youth such as theater plays, author's readings, exhibitions etc.

4.25. Creating visibility for LGBTIQ youth through public campaigns; or campaigns, activities or events specifically targeted towards local schools and youth centers

Good Practice Examples

Creating LGBTIQ-friendly Schools through Workshops for Teachers and Students

The city of Leuven aims to create an LGBTIQ-friendly educational environment by working with specialized partners that offer measures, tools and advice to increase gender and LGBTIQ awareness both among teachers and education professionals as well as among students. One measure is a workshop for teachers and educational professionals. Under the guidance of experts, participants are able to voice their questions and concerns and reflect on how to strengthen an inclusive culture in their school or educational institution. Another measure is a campaign called PAARS or Purple. Initiated and executed by an expert partner organization and funded by the City of Leuven, the project offers educational tools to high schools to reflect on the LGBTIQ theme in class. High schools are encouraged to order the packages and use them in class on May 17th, IDAHOT day. The campaign is to be expanded to primary schools, youth clubs and sports clubs.

Leuven | **Correlating Measure: 4.3**

Discussion Groups for Young LGBTIQ People

The City of Bergen regularly offers discussion groups for young LGBTIQ individuals about gender and sexuality. The groups are managed by a psychologist and experienced consultant. The conversation groups provide a low-threshold opportunity for young people in Bergen to ask questions and talk about gender and sexual identity with their peers and with the support of trained professionals. The goal of this measure is for young people to explore and find their own identity, find like-minded people and get professional support, if needed.

Bergen | **Correlating Measure: 4.12**

SOORUM – Educational Project on Sexual and Gender Diversity for School Classes

Since 2019, the Senate of Hamburg has funded the project "Soorum", carried out by the NGO Magnus-Hirschfeld-Centrum. The project raises awareness in Hamburg's schools. It is often embedded in the school's existing modules on diversity or democracy and is available to classes from the ninth grade upwards. In the classes, young, qualified team leaders work with small groups of students on topics such as sexual and gender diversity, gender roles, prejudices and discrimination, encouraging them in particular to reflect on their own attitudes. The classes show students how hostility towards LGBTIQ people negatively affects everyone, not only the intended targets, by perpetuating outdated expectations about gender role behavior and stereotypes. Being one of many existing forms of discrimination, it also provides an opportunity to discuss tolerance and acceptance in general. The aim of this project is to reduce prejudice and discrimination and to create respect and mutual appreciation.

Hamburg | **Correlating Measure: 4.4**

Masterclass Gender and Culture – Empowerment of LGBTIQ Youth through Culture

Masterclass Gender and Culture is a course of 4-5 afternoons for young people who are already in connection with the social department in the community and who are curious, experimenting or already have opinions on gender and sexuality. The participants work with gender and culture through mediums such as film, ceramics, and museum visits. The aim for the participants is to acquire knowledge and share experiences under the Gender and Culture team. In addition, it is hoped that the participants will get to know the organizations, activities and communities that are offered in the City of Aarhu.

Aarhus

Correlating Measure: 4.22

5. Senior Citizens

As our societies are getting older, more and more people depend on municipal services provided for senior citizens. The same holds true for the LGBTIQ population. However, they face significant challenges accessing services that are not ready to deal with their situation and needs.

Many of those who are now LGBTIQ elders have experienced a time when they were labeled as criminals, sinners, and mentally ill. While these legal, medical and social perceptions have mostly changed, for many older LGBTIQ adults, fear, prejudice and social stigma have disrupted their lives, their connections with their families and their lifetime earnings. The effects of decades of discrimination result in LGBTIQ seniors being at a greater risk of physical and mental illnesses, poor health, poverty, social isolation and premature mortality. Research suggests that while LGBTIQ individuals over the age of 50 might be in greater need of services provided for senior citizens, they are less likely to use provided healthcare, social care and housing services or, if they do, hide their identity out of fear of rejection or discrimination by staff or other clients.[1]

Municipal service providers and providers commissioned by the local governments need to be aware of the complex biographies, fears and needs of LGBTIQ seniors. They need to include their lives and experiences in offered services, create welcoming, safe LGBTIQ affirmative spaces and programs and be equipped to deal with possible conflicts and discrimination within their structures.

There are many connections to the policy fields of *Health, Disability & Inclusion* and *Social Hardships & Disadvantages*. Consulting issues and measures in these policy fields or collaborating with the respective departments responsible for them will yield greater outcomes for all concerned areas.

Issues to Address & Measures to Implement

5.1. Raising awareness and providing information about LGBTIQ individuals and their specific needs and struggles within the municipal department responsible for senior citizens and mainstreaming the consideration and care of LGBTIQ senior citizens into the established structures

5.2. Including the lives and experiences of LGBTIQ people into services offered for senior citizens

5.3. Offering specific events, courses etc. for LGBTIQ senior citizens within the services offered for senior citizens

5.4. Creating LGBTIQ inclusive elderly or intergenerational housing

5.5. Supporting and funding LGBTIQ elderly or intergenerational housing projects

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[1] ILGA (2023) *Intersections. Diving into the FRA LGBTI II Survey Data. Older people*. https://www.ilga-europe.org/report/intersections-older-people-diving-into-the-fra-lgbti-ii-survey-data/ FREDERIKSEN-GOLDSEN, K. I.; H.-J. KIM; C. A. EMLET; A. MURACO; E. A. EROSHEVA; , C. P. HOY-ELLIS; J. GOLDSEN and H. PETRY (2011) *The Aging and Health Report. Disparities and Resilience among Lesbian, Gay, Bisexual, and Transgender Older Adults*. Seattle: Institute for Multigenerational Health. https://www.lgbtagingcenter.org/resources/pdfs/LGBT%20Aging%20and%20Health%20Report_final.pdf ADDIS, S.; M. DAVIES; G. GREENE; S. MACBRIDE-STEWART and M. SHEPHERD (2009) *The Health, Social Care and Housing Needs of Lesbian, Gay, Bisexual and Transgender Older People. A Review of the Literature*. Health Social Care Community. 17(6): 647-58. DOI: 10.1111/j.1365-2524.2009.00866.x

5.6. Setting quality standards for LGBTIQ inclusive elderly care

5.7. Training staff of municipal elderly care homes and services

5.8. Raising awareness and providing training for staff of elderly care providers commissioned by the municipality and private service providers

5.9. Awarding certificates or labels for care providers, who have undergone training and are LGBTIQ inclusive

5.10. Organizing or supporting conferences and advanced training for professionals in the field of elderly care and healthcare on issues relating to the care of LGBTIQ senior citizens

5.11. Initiating or supporting networks, round tables, task forces or focus groups with relevant local stakeholders about issues faced by LGBTIQ senior citizens

5.12. Including LGBTIQ senior citizens topics in issues discussed in municipal networks, round tables, task forces or focus groups dedicated to senior citizens

5.13. Devising measures to address loneliness of older LGBTIQ citizens

5.14. Devising measures to address LGBTIQ old-age poverty and homelessness

5.15. Supporting NGOs working with and for LGBTIQ senior citizens

5.16. Offering services and formats to empower and build resilience of LGBTIQ senior citizens

5.17. Supporting LGBTIQ senior citizens' groups and strengthening peer support

5.18. Integrating LGBTIQ senior citizens' groups in citywide senior citizens' advisory committees

5.19. Raising awareness about the barriers for and exclusion of LGBTIQ senior citizens inside LGBTIQ communities

5.20. Encouraging and supporting events and activities for senior citizens inside of established LGBTIQ centers and structures

5.21. Encouraging and supporting projects and events for the intergenerational exchange between younger and older LGBTIQ citizens

5.22. Raising public awareness about LGBTIQ senior citizens – including both positive representation and struggles faced by LGBTIQ seniors – through campaigns etc.

5.23. Providing formats for LGBTIQ senior citizens to share their knowledge, stories and experiences, e.g. through storytelling events, interactive art projects etc.

Good Practice Examples

Including a Queer Perspective in Municipal Services for Senior Citizens

Nuremberg has added responsibility for queer senior citizens into the regular work of the senior citizens' office. Initially, there was an exchange between the queer community, the municipal LGBTIQ office, the senior citizens' office and welfare organizations in which wishes and needs were expressed. In a second step, the LGBTIQ office and the senior citizens' office considered what could be implemented. The senior citizens' office provides many services for senior citizens, such as open meetings in various parts of the city. In addition to the regular senior citizens' afternoons, a queer senior citizens' meeting place has been set up. The "Bunte Runde" (Colorful Round) takes place twice a month. In addition, there is a queer disco for the elderly. The senior citizens' office also coordinates the voluntary visiting service for people without relatives or friendships. This offer has been supplemented by a queer visiting service for older queer people.

Nuremberg

Correlating Measure: 5.3

## Training for Staff of Elderly Care Services & Facilities

LGBTIQ seniors reliant on elderly care services or centers are regularly subjected to unintentional or deliberate discrimination by staff or other residents or feel forced to hide their identity to escape discrimination. Providers are often not prepared to adequately deal with this situation. Together with local care providers and LGBTIQ NGOs, the City of Hanover has developed a training module to raise awareness among management and staff and teach them how to adequately deal with LGBTIQ seniors. The module was utilized to train staff in municipal care centers as well as published for other providers to use in training their own staff.

Hanover

Correlating Measure: 5.7

Correlating Measure: 5.8
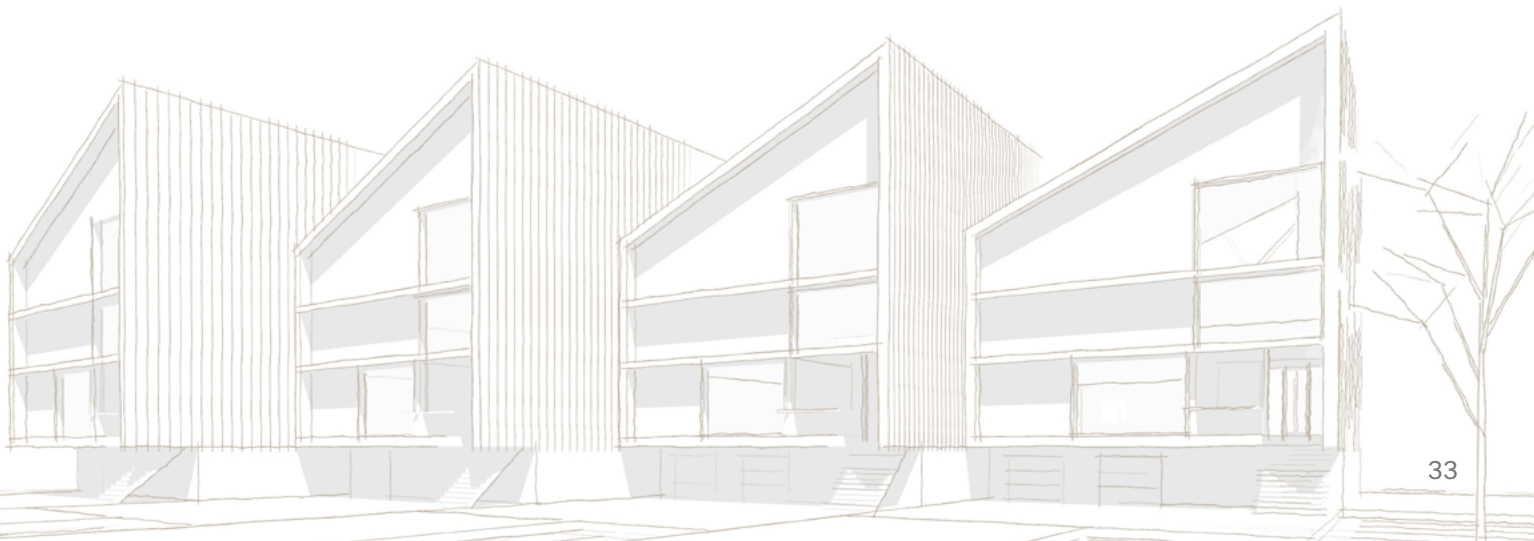
6. Disability & Inclusion

People with disabilities and chronic illnesses belong to the most marginalized parts of society. Their concerns are still often treated only with secondary importance within the framework of diversity management. In the eyes of others, being disabled often becomes the only identity marker of disabled people and they are regularly seen as not having a sexual or even gender identity. This, of course, is not only far from the truth but also detrimental to the affected people and their ability to live fulfilling lives. This perception is no different within the LGBTIQ communities, often unintentionally excluding disabled persons from spaces, events, information and services for LGBTIQ people.[1]

LGBTIQ people with disabilities or chronic illnesses are subjected to multiple forms of discrimination that often interact in ways to exacerbate the consequences of both. Local governments have to ensure that their services for people with disabilities acknowledge the complete identity of people living, working or being supported within municipal or privately contracted institutions, including their gender and sexual identity. At the same time, they have to promote the inclusion of people with disabilities in services for LGBTIQ citizens and make them accessible to LGBTIQ people with disabilities.

Issues to Address & Measures to Implement

6.1. Making municipal services, space, events and information for LGBTIQ citizens barrier-free and accessible to LGBTIQ individuals with disabilities

6.2. Setting quality standards and checklists for services, spaces, events etc. to be inclusive for people with different disabilities, illnesses or physical, mental and emotional abilities

6.3. Setting quality standards for LGBTIQ inclusive care

6.4. Providing or supporting LGBTIQ inclusive housing for citizens with disabilities

6.5. Raising awareness and providing training for staff of care providers for people with disabilities

6.6. Raising awareness and providing information to management and staff of employment providers for people with disabilities

6.7. Awarding certificates or labels for housing, care and employment providers for people with disabilities, who have undergone training and are LGBTIQ inclusive

6.8. Supporting and funding intersectional care providers offering care for LGBTIQ with disabilities

6.9. Organizing or supporting conferences and advanced training for professionals working with people with disabilities on intersectionality and issues relating to LGBTIQ citizens with disabilities

6.10. Initiating or supporting networks, round tables, task forces or focus groups with relevant local stakeholders about issues faced by LGBTIQ citizens with disabilities

6.11. Supporting NGOs working with and for LGBTIQ people with disabilities

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[1] European Commission (2020) *Union of Equality: LGBTIQ Equality Strategy 2020-2025*.
https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52020DC0698

6.12. Integrating organizations representing LGBTIQ citizens with disabilities into citywide advisory committees for people with disabilities

6.13. Including issues of LGBTIQ people with disabilities in issues discussed in municipal networks, round tables, task forces or focus groups dedicated to senior citizens

6.14. Raising public awareness about LGBTIQ people with disabilities, their lives, experiences, diverse sexual and gender identities and sexuality as well as the intersectional discrimination they face

6.15. Raising awareness about the barriers for and exclusion of LGBTIQ people with disabilities inside LGBTIQ communities

6.16. Encouraging and providing the means for LGBTIQ centers to make their offered spaces and services inclusive of LGBTIQ people with disabilities

6.17. Encouraging and supporting events and activities for LGBTIQ people with disabilities inside established LGBTIQ centers and structures

6.18. Encouraging and supporting projects and events for the exchange between LGBTIQ citizens with and without disabilities

6.19. Supporting groups of LGBTIQ citizens with disabilities

6.20. Offering services and formats to empower LGBTIQ citizens with disabilities

6.21. Ensuring positive representation of LGBTIQ people with disabilities

Good Practice Example

Hosting an Intersectional Conference on LGBTIQ and Disabilities in the City Hall

Society usually pictures LGBTIQ as white, healthy, middleclass and able-bodied, but queer people also have different physical abilities, ages, ethnic or socio-economic backgrounds. Although all these aspects contribute to the development of personal identity and can cause problems, they are often neglected even by the LGBTIQ community. In 2017 the Antidiscrimination Unit for LGBTIQ Issues of the City of Vienna (WASt – Wiener Antidiskriminierungsstelle für LGBTIQ) organized its annual International Conference in the Vienna City Hall on the topic of "Intersectionality: LGBTIQ and Disabilities". This conference focused on LGBTIQs living with disabilities. The conference included participants and lecturers with disabilities, was fully accessible, simultaneously translated into Austrian Sign Language and offered communication support and graphic recording for people with learning difficulties.

Vienna   **Correlating Measure: 6.9**

7. Cultural Diversity & Migration

The cultural diversity of urban societies is an enrichment to their community. However, different cultural and religious ideas can also cause conflicts for citizens. LGBTIQ people who are members of ethnic minorities or have an immigrant background often face intersectional discrimination.[1] Finding themselves rejected in LGBTIQ communities by racist or xenophobic attitudes and in ethnic communities for being LGBTIQ, they have to deal with exclusion and isolation. Beliefs held in extreme denominations of some religions such as Christianity or Islam subject them to expulsion from their families and communities, homelessness, forced marriage, conversion therapy or honor killings.

Local governments have to address these issues in their municipalities, raise awareness both in different LGBTIQ as well as cultural and religious communities to create a society of inclusion and provide intervention and support structures.

In over 70 countries around the world, LGBTIQ people are still persecuted, punished or killed, forcing many to flee and seek asylum in countries that do not criminalize their sexual or gender identity. The discrimination, persecution and violence these individuals have experienced often leaves them highly traumatized. Accommodation for asylum seekers, where LGBTIQ refugees often live with other homo- or transphobic refugees, regularly exposes them to more violence. The situation is even more severe for trans, intersex and non-binary refugees, placed in group accommodations that do not match their own gender. The need to hide their identity out of fear for their own safety and the undergone trauma often make it difficult for LGBTIQ refugees to disclose their identity and experiences in the asylum application process – even though these are highly relevant factors for them to be granted asylum. Also, the staff working on their applications might subject them to further discrimination or reject their application out of a lack of knowledge of the realities and complex situation LGBTIQ people experience in their countries of origin.

Local governments have to provide safe accommodation for these vulnerable groups, train staff working with refugees to be attentive to LGBTIQ individuals and offer appropriate psychological and legal counseling. Local LGBTIQ organizations are often willing to create support structures for LGBTIQ refugees. Municipalities can strengthen this civic engagement and use their LGBTIQ citizens' resources by supporting those structures.

Issues to Address & Measures to Implement

7.1.   Creating visibility and acceptance for LGBTIQ people from ethnic, cultural or religious minorities. e.g. through public campaigns

7.2.   Organizing or supporting campaigns or projects promoting and celebrating the cultural diversity of LGBTIQ individuals or the diversity of sexual and gender identities within different religious, cultural or ethnic communities or the overall diversity of the municipal society

7.3.   Supporting LGBTIQ BIPoC groups and projects such as peer support groups, empowerment projects etc.

7.4.   Supporting groups and projects for LGBTIQ people with migratory backgrounds such as peer support groups, empowerment projects etc.

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[1] European Union Agency for Fundamental Rights (2020) *A Long Way to Go for LGBTI Equality. EU-LGBTI II.*
https://fra.europa.eu/sites/default/files/fra_uploads/fra-2020-lgbti-equality-1_en.pdf

7.5. Raising awareness about xenophobia, racism, discrimination and exclusion of LGBTIQ people from different ethnic, cultural or religious backgrounds inside LGBTIQ communities

7.6. Encouraging and supporting established LGBTIQ structures to be more inclusive of LGBTIQ people from different ethnic, cultural or religious backgrounds

7.7. Encouraging and supporting events and activities for BIPoC LGBTIQ people, LGBTIQ people with migratory backgrounds or LGBTIQ refugees inside established LGBTIQ centers and structures

7.8. Encouraging and supporting projects and events that promote exchange between LGBTIQ citizens with different ethnic, cultural or religious backgrounds

7.9. Working with different religious groups and institutions or migrant organizations to promote the acceptance of LGBTIQ individuals in their communities

7.10. Raising awareness and devise measures to ensure an intersectional approach of municipal funding and an intersectional consciousness of municipality funded institutions and projects

7.11. Creating standards or checklists for groups and institutions funded by the municipality to ensure mutual openness and respect, e.g. of religious or migrant organizations towards LGBTIQ people or of LGBTIQ organizations towards people of diverse ethnic, cultural or religious backgrounds

7.12. Providing safety structures, such as counseling, safe housing etc. for LGBTIQ citizens endangered by conversion therapy, forced marriage, honor killing, violence or expulsion based on religious or cultural beliefs

7.13. Developing and providing a safety infrastructure for LGBTIQ refugees

7.14. Training municipal staff working with refugees about specific challenges faced by LGBTIQ refugees in their home countries and accommodations to enable them to adequately deal with and support LGBTIQ refugees if needed

7.15. Training staff of refugee accommodations and shelters including security staff to adequately deal with and support LGBTIQ refugees if needed

7.16. Raising awareness, providing information and offering training to other stakeholders and individuals working with refugees such as judges, interpreters, social worker and health professionals

7.17. Implementing measures to prevent violence against LGBTIQ refugees in accommodations and shelters

7.18. Providing safe accommodation for LGBTIQ refugees

7.19. Developing processes that let LGBTIQ couples stay together, even if they have no legal documentation of their partnership, as well as LGBTIQ individuals to receive accommodation matching their gender identity, even if they have no legal documentation of that gender identity

7.20. Providing support structures as well as legal and practical counseling for LGBTIQ refugees

7.21. Providing access to specific healthcare such as hormone replacement therapy or antiretroviral therapy for LGBTIQ refugees

7.22. Providing psychological support and counseling for LGBTIQ refugees

7.23. Supporting and funding NGOs working with and for LGBTIQ refugees

7.24. Supporting groups and projects for LGBTIQ refugees such as peer support groups, empowerment projects etc.

Good Practice Examples

#RICHTIGHIER – Billboard Campaign to Increase Acceptance of LGBTI Migrants

The City of Cologne has implemented a public billboard campaign portraying three different LGBTI people from Cologne with a migrant background. Each billboard includes their portrait, their first name and a tagline. These billboards cover four aspects: their sexual identity; their place of birth outside of Germany (i.e. Beirut, Luanda, Lahore) but how they feel at home in Cologne now; three things they enjoy that are typical of their homeland (i.e. hummus, Punjabi beats); and three things typical of Cologne (i.e. Cologne Carnival, BBQing by the Rhine river). They also include the slogan "My City" in 15 different languages and the hashtag #richtighier ("right here"). The goal of this campaign is to increase visibility and acceptance of LGBTI migrants in the population of Cologne, including the city's other migrant communities. The municipality provides the funding, takes final responsibility for the content and arranges for the hanging of the billboards.

Cologne — **Correlating Measure: 7.1**

Berlin Model for the Support of LGBTIQ Refugees

Berlin recognizes that LGBTIQ refugees belong to a particularly vulnerable group and have a special need for protection. Therefore, Berlin has developed the "Berlin Model for the Support of LGBTIQ Refugees" to offer comprehensive support to LGBTIQ refugees. This support infrastructure consists inter alia of a dedicated shelter for LGBTIQ refugees as well as specific measures implemented by civil society partners of the LGBTIQ community and funded by Berlin. These include counseling services, empowerment structures, setting up of self-help groups, and training for managers and staff members of refugee shelters as well as other actions to promote safety and protection.

Berlin — **Correlating Measure: 7.13**

Providing Safe Housing for Young LGBTIQ Migrants

The City of Paris has funded a 3-year research project by the association BASILIADE to study the needs of the vulnerable group of young migrant LGBTIQ people. BASILIADE identified and directed 43 young people to participate in this program. The participants expressed their primary need for safe accommodation to get back on their feet and then take care of their health, find a job, etc. Based on these results BASILIADE proposed a model of shared, single-sex apartments connected to a network of socio-sanitary professionals. The municipality uses its relations with social landlords to help BASILIADE acquire this accommodation – so far 50 units for young LGBTIQ migrants exist – and funds BASILIADE for the support of these young migrants. This enables the municipality to offer more equality and protection for LGBTIQ people. The objective is to increase the amount of accommodation for young LGBTIQ migrants to 100 places by the year 2026.

Paris — **Correlating Measure: 7.18**
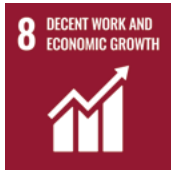
8. Social Hardships & Disadvantages

Charged with the public welfare of their citizens, municipalities usually offer a host of services and support structures for citizens facing social hardships or disadvantages such as social services and social work. These include preventive action, financial support, counseling, shelters and housing for people at risk or dealing with poverty or debt, unemployment, addiction, domestic abuse or violence, homelessness etc.

LGBTIQ people disproportionately suffer from such social hardships. According to the European Fundamental Rights Agency most recent survey, 1 in 3 LGBTIQ people – and even 1 in 2 among trans and intersex respondents – in the EU have difficulty making ends meet.[1] The contributive factors for this are manifold and the challenges they face while trying to access social services high. Social service workers are often not prepared to deal with LGBTIQ clients and know little about their reality of life or LGBTIQ specific determinants contributive to social hardships. General social support services and facilities frequently cannot provide for LGBTIQ people while those specifically addressing LGBTIQ risk groups and situations simply do not exist.

Municipalities endeavoring to improve the lives of all of their citizens by implementing preventive measures for risk groups and providing support to those in need have to consider the specific causes that make LGBTIQ individuals a more vulnerable group, identify the gaps for LGBTIQ people within their social services and enable their structures and staff to help LGBTIQ citizens.

The issues that need to be addressed by municipalities in this policy field heavily overlap with other policy fields such as *Health* and *Employment*, due to their possible reciprocal interaction, as well as *Youth* and *Senior Citizens*, as those groups are at a higher risk for youth homelessness and old-age poverty respectively.

Issues to Address & Measures to Implement

8.1.   Training municipal staff and social workers as well as the staff and social workers of institutions contracted by the municipality about LGBTIQ people, the heightened risks for LGBTIQ people to encounter social hardships and the challenges faced by LGBTIQ people trying to access support structures

8.2.   Raising awareness, providing information and offering training for other organizations and institutions supporting individuals encountering social hardships

8.3.   Raising awareness, providing information and offering training to staff of local helplines

8.4.   Providing or funding specific LGBTIQ helplines

8.5.   Supporting and funding NGOs working for LGBTIQ people dealing with social hardships and disadvantages

8.6.   Providing training for staff of specific counseling services or centers, e.g. for sex workers, people experiencing domestic violence, or struggling with addiction to be LGBTIQ inclusive

8.7.   Providing or supporting organizations providing curricula and training in the vocational training of social workers, psychologists etc.

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[1] European Union Agency for Fundamental Rights (2020) *A Long Way to Go for LGBTI Equality. EU-LGBTI II*.
https://fra.europa.eu/sites/default/files/fra_uploads/fra-2020-lgbti-equality-1_en.pdf

8.8.   Developing and providing support structures for LGBTIQ individuals in acute emergency situations

8.9.   Raising awareness, providing information and offering training to management and staff of women's shelters about opening their services to trans women, non-binary individuals or other LGBTIQ people whose gender expression might be perceived as gender non-conforming

8.10. Providing safe accommodation for LGBTIQ individuals in acute emergency situations where established structures cannot accommodate them, e.g. non-binary people who cannot access women's shelters, or where no structures exist, e.g. young men who can neither access youth shelters nor shelters for women

8.11. Providing safe accommodation and emergency shelters for homeless LGBTIQ individuals

8.12. Providing LGBTIQ inclusive support structures and counseling for homeless LGBTIQ individuals

8.13. Supporting and funding special programs or support centers for homeless LGBTIQ people

8.14. Providing LGBTIQ inclusive support structures and counseling for LGBTIQ people dealing with financial hardships, poverty or debt

8.15. Providing financial support for LGBTIQ individuals dealing with financial hardships trying to access LGBTIQ support services, counseling centers, peer support groups, LGBTIQ centers, LGBTIQ youth centers, medical appointments, therapy sessions etc., e.g. by covering costs for public transport

8.16. Providing financial support for medical treatment of LGBTIQ people dealing with financial hardships, e.g. for hormone replacement therapy, antiretroviral therapy

8.17. Providing free access to personal hygiene products for everyone in public restrooms or for citizens dealing with social hardships, regardless of assumed sex or gender, i.e. in public restrooms for all genders or without questioning the recipient's sex or gender

8.18. Providing free access to means of sexual health and prevention such as barrier devices, pre-exposure prophylaxis etc. for LGBTIQ people dealing with financial hardships

8.19. Providing LGBTIQ inclusive support structures and counseling for LGBTIQ individuals struggling with addiction

8.20. Raising awareness, providing information and offering training to addiction support centers, hospitals etc. about the adequate treatment of LGBTIQ people and the specific LGBTIQ related risk factors for addiction

8.21. Providing support or supporting and funding organizations providing support for LGBTIQ sex workers offering sex work under duress

8.22. Addressing the underlying causes of the social hardships LGBTIQ people encounter – e.g. unemployment, poverty (especially old-age poverty), debt, homelessness (especially youth homelessness), addiction, involuntary sex work, domestic violence –, the higher likelihood with which they encounter them as well as the lower likelihood of them seeking or receiving adequate help

8.23. Creating platforms like networks, round tables and quality circles to address those issues locally

8.24. Creating awareness about these issues through public campaigns etc.

Good Practice Example

Readying Support Structures for Homeless People for Individuals with Diverse Gender Identities

Several cases of existing support structures not being prepared to help homeless trans people alerted the City of Hanover to the necessity for LGBTIQ inclusive structures. A working group has identified necessary measures in the two service areas of social work and accommodation. Social workers will receive training to be aware of the specific challenges faced by homeless LGBTIQ people and acquire the skills to better help them. Within its support structure, the municipality offers accommodation for up to one year. To provide this to trans and non-binary people, who are often subjected to conflicts or violence in group accommodations, a contingent of single apartments was allocated for this specific group. To also ensure the safety of trans and non-binary people in emergency group shelters, available over night or the weekend until citizens can enter the proper support system, the city is adding a modular solution with en suite facility.
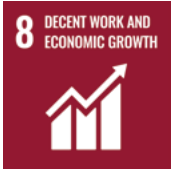
Hanover

Correlating Measure: 8.1

Correlating Measure: 8.11
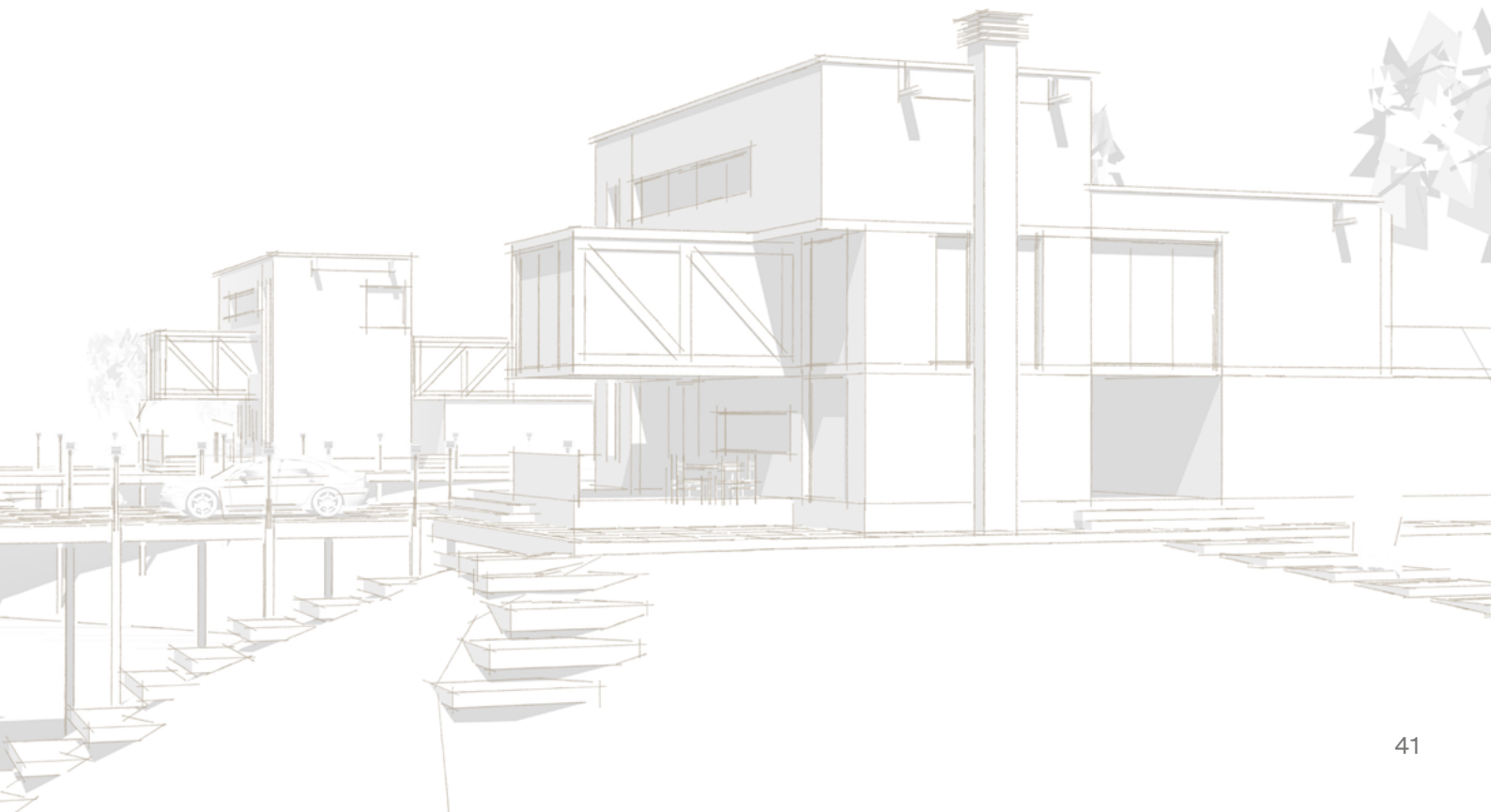
9. Employment

LGBTIQ people encounter high levels of discrimination in both the job market and workplace. Statistics show that the LGBTIQ demographic experiences higher numbers of unemployment in relation to the entirety of the population. A significant amount of the LGBTIQ workforce still hide their identity at their workplace – and thus important parts of their lives that are usually shared in a work setting – out of fear of discrimination or rejection.[1]

Trans people are especially affected by this. The time they need to take outside of work for their transition produces gaps in their CVs and puts them at a disadvantage. Employers often do not employ individuals they perceive as gender non-conforming or terminate their existing contracts. If not outright hostile, employers are often unable to adequately deal with a changing or non-binary gender of their employees, subjecting them to stigmatization and discrimination by their manager, coworkers or customers.

As employers, local administrations have to actively work against discrimination among their employees and establish a corporate culture characterized by respect and appreciation of diversity. They can positively affect other employers by setting an example or through incorporating standards into any contract they sign as a contracting authority. There are many actions municipalities can take – from raising awareness about the issue by launching public campaigns to supporting specific mentoring programs – to improve the employment situation of LGBTIQ people within their jurisdiction.

The policy field of *Employment* is connected to the policy field of *Youth* and the question of a LGBTIQ friendly educational environment, as many LGBTIQ youth facing discrimination or a hostile environment in school perform badly or drop out of school entirely and thus do not pursue the necessary education to secure decent jobs. Employment and unemployment also evidently have an impact on and are impacted in turn by *Social Hardships & Disadvantages* as well as *Health*.

Issues to Address & Measures to Implement

9.1. Addressing LGBTIQ unemployment and its underlying causes, LGBTIQ discrimination in the labor market and at the workplace

9.2. Creating platforms like networks, round tables, quality circles with relevant stakeholders to address those issues locally

9.3. Creating awareness about these issues through public campaigns etc.

9.4. Raising awareness, providing information and offering training to local employment agencies

9.5. Becoming an LGBTIQ inclusive employer and setting an example for other local employers

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[1] SCHRAEPEN, Tom. BRUEGEL (2022) *Do LGBTQIA+ People Face EU Labour Market Discrimination?* https://www.bruegel.org/blog-post/do-lgbtqia-people-face-eu-labour-market-discrimination
SEARS, Brad; C. MALLORY; A. R. FLORES and K. J. CONRON. UCLA (2021) *LGBT People's Experiences of Workplace Discrimination and Harassment*. https://williamsinstitute.law.ucla.edu/publications/lgbt-workplace-discrimination/
McKinsey (2020) *LGBTQ+ Voices. Learning from Lived Experiences*. https://www.mckinsey.com/capabilities/people-and-organizational-performance/our-insights/lgbtq-plus-voices-learning-from-lived-experiences#/

9.6. Communicating company values and a company culture for the local administration that explicitly values the diversity of its staff including LGBTIQ staff

9.7. Joining professional networks for LGBTIQ inclusive employers and learning from other employers

9.8. Signing pledges or mission statements for LGBTIQ inclusive employers

9.9. Representing the company values of LGBTIQ diversity and inclusion in company communication, i.e. using a language including all genders, LGBTIQ individuals, relationships and families in oral, written and pictorial language

9.10. Adopting a zero-tolerance culture for discrimination of staff based on their sexual or gender identity or expression

9.11. Including discrimination against LGBTIQ staff into the administration's anti-discrimination and compliance regulations

9.12. Providing structures to easily and anonymously report incidences of LGBTIQ staff discrimination

9.13. Providing procedures to investigate reported cases and implement any appropriate sanctions or actions

9.14. Providing counseling, coaching or mediation to LGBTIQ employees affected by discrimination

9.15. Providing full legal assistance to LGBTIQ employees affected by discrimination

9.16. Raising awareness and training municipal managers, staff and trainees about company values, challenges faced by LGBTIQ employees, possible forms of discrimination at the workplace and how to adequately and respectfully deal with LGBTIQ employees

9.17. Providing guidelines and a contact person within the administration to help managers and employees deal with specific needs or possible conflicts in relation to employees' sexual or gender identity or expression

9.18. Establishing regulations and providing guidelines for specific situations encountered by LGBTIQ at the workplace, where regulations do not yet exist by law, such as: parental leave for LGBTIQ parents; leave for gender affirming surgeries for trans employees; free choice of gendered work attire; change of name, form of address, e-mail-address etc. for employees reporting a change of their gender identity (transition guidelines)

9.19. Establishing a company culture that embraces LGBTIQ diversity, e.g. by establishing a LGBTIQ employee network or taking part in the local Pride parade as a company and inviting all employees to join

9.20. Training the human resources department about LGBTIQ discrimination in recruitment processes

9.21. Advertising job offers on platforms and participating at job fairs targeted towards LGBTIQ people

9.22. Creating special recruitment or trainee programs for groups that are especially affected by unemployment such as trans and non-binary people

9.23. Taking part in audits for LGBTIQ inclusive employers

9.24. Applying for awards for LGBTIQ inclusive employers

9.25. Setting standards or anti-discrimination clauses for LGBTIQ inclusive employers and including them in all contracts with partners and service providers for the municipality

9.26. Raising awareness, providing information and offering training to local employers about challenges faced by LGBTIQ employees, LGBTIQ discrimination in recruitment processes and at the workplace as well as possible preventive measures and how to adequately and respectfully deal with LGBTIQ employees

9.27. Encouraging local employers to become LGBTIQ inclusive employers

9.28. Working with trade unions to encourage employers to become LGBTIQ inclusive employers

9.29. Giving incentives to companies wanting to become LGBTIQ employers & hiring LGBTIQ people

9.30. Awarding certificates or labels for LGBTIQ inclusive employers

9.31. Creating or supporting networks fostering exchange and education for LGBTIQ inclusive employers, employment agencies and other stakeholders

9.32. Organizing or supporting events or conferences on LGBTIQ inclusive workplaces and recruitment policies for local employers

9.33. Raising awareness about groups among LGBTIQ people that are especially affected by unemployment and workplace discrimination such as trans and non-binary people and normalizing trans and non-binary people at the workplace, e.g. though public awareness campaigns, traveling exhibitions

9.34. Creating special citywide recruitment or trainee programs for groups that are especially affected by unemployment such as trans and non-binary people and supporting companies hiring trans or non-binary people, e.g. funding one year of salary

9.35. Conducting and publishing periodical monitoring reviews on local employer LGBTIQ inclusiveness

Good Practice Examples

Measures to Support Trans Employees

As one of the measures of its LGBTIQ action plan, the City of Paris aims to facilitate the living conditions of trans people. Based on a survey conducted by the NGO Acceptess-T about the "Reception of Trans People in Public Services in Paris" and internal training, the city has developed several measures to adequately deal with trans people as an employer. Since 2022, the human resources department recognizes the correct name and form of address for a trans employee as soon as they request it, without having to wait for the new civil status certificate. A specialized leaflet helps administrative managers support their employees during their transition. Awareness workshops for teams with a trans coworker are also available. The municipality has also funded the development of an e-learning seminar to raise awareness of trans people. Launched on Trans Visibility Day 2023, the training is accessible to all free of charge.

Paris

Correlating Measure: 9.18

Adding a Non-Discrimination Clause to Cooperation Contracts

The City of Bruges sees differences between people as a strength and an enrichment of society. Even though discrimination, harassment, hate messages and hate crimes are punishable by law, the municipality acknowledges that unfortunately these do still happen, even in Bruges. The municipality wants to use its influence to tackle these problems in the wider society and help establish discrimination free workplaces throughout the city. Therefore, it has added a non-discrimination clause to all of the contracts, regulations and agreements the city government signs with associations, organizations, projects etc. This is a mandatory addition approved by the City Council. All organizations, associations and service providers subsidized by the municipality are asked to spread awareness about the non-discrimination clause within their own organizations and to comply with it. Non-compliance leads to the termination of the cooperation. The measure is accompanied with a campaign about the topic including posters and social media materials.

Bruges

Correlating Measure: 9.25

CERTIFICATE LGBT-FRIENDLY – Training and Certification for Employers and Businesses

In an attempt to raise public awareness of LGBTIQ rights the City of Ljubljana set up the certificate LGBT-friendly (Certifikat LGBT prijazno). The aim is to create a climate that is favorable for all within a working environment including customers. Based on research about the needs of LGBTIQ employees and LGBTIQ customers, conducted by a local NGO, an education module for organizations and businesses has been developed. Management staff of organizations and businesses attend the 4-hour seminar, carried out by different NGOs, and commit to share that knowledge among their co-workers. At the annual reception the mayor of the City of Ljubljana awards the organizations who have successfully completed the education module with the certificate LGBT-friendly in the form of a charter. The new certificate-holders also receive LGBT-friendly stickers and posters to display.

Ljubljana

Correlating Measure: 9.30
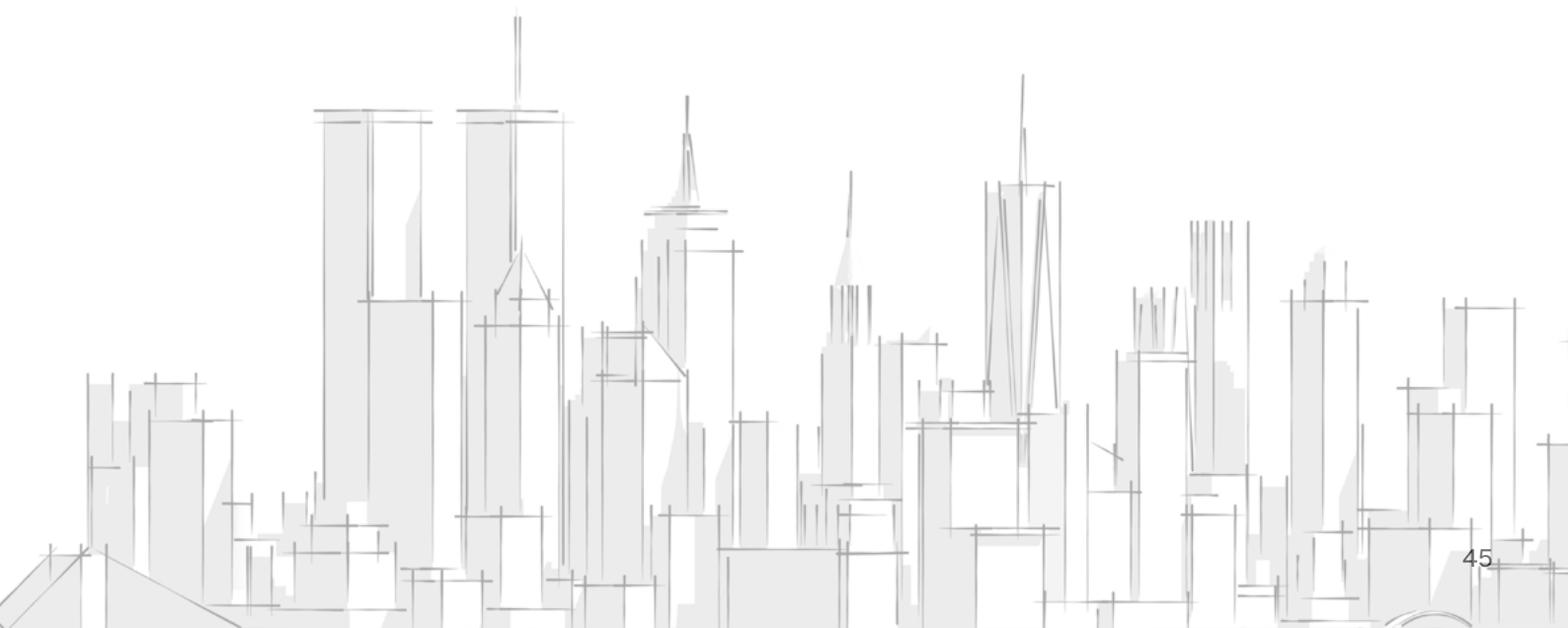
10. Safety

LGBTIQ citizens are at a high risk of harassment and violence because of their sexual and gender identity or expression. In their most recent LGBTIQ survey, the European Union's Fundamental Rights Agency found that the majority of 58 % of respondents say that they experienced harassment, offensive or threatening situations – including incidents of a sexual nature – at work, on the street, on public transport, in shops, on the internet etc. While many LGBTIQ people still become victims of hate crime, only few of them report these cases to the police: only 10 % reported harassment and only 14 % reported cases of physical or sexual attacks.[1] Many LGBTIQ people – especially those belonging to more vulnerable groups within the LGBTIQ community such as LGBTIQ individuals from ethnic minorities, with undetermined residency status, sex workers etc. – fear that their cases will not be taken seriously or that they will be subjected to more discrimination or even harassment from the police. LGBTIQ individuals also encounter other unsafe situations and acts of violence such as domestic violence but many support structures and counseling services do not recognize their experiences.

The European Commission has identified this policy field as one of the main areas for the European Union and its Member States to address in order to advance LGBTIQ equality.[2] But there are many measures that can also be taken at a local level. Local governments and police have to create a zero tolerance culture towards hate crimes of any sort. They have to recognize hate crimes on the grounds of sexual orientation, gender identity, gender expression and sex characteristics (SOGIESC), train police to adequately deal with LGBTIQ citizens, provide hate crime reporting structures that LGBTIQ victims can access without fear and ensure the collection and processing of data. Municipalities should also offer support and counseling structures sensitive to LGBTIQ victims of hate crime or domestic violence.

Issues to Address & Measures to Implement

10.1. Creating platforms like networks, round tables, focus groups or task forces with the police and other relevant local stakeholders to address issues of violence and hate crimes against LGBTIQ people

10.2. Recognizing and officially registering hate crimes on the basis of sexual or gender identity or expression as hate crimes

10.3. Providing structures to easily report incidences of hate crimes against LGBTIQ people

10.4. Prosecuting reported cases of hate crimes against LGBTIQ people

10.5. Documenting and monitoring incidences of hate crimes against LGBTIQ people

10.6. Publishing periodical monitoring reports about violence and hate crimes against LGBTIQ people

10.7. Including questions and numbers about violence and hate crimes against LGBTIQ people in periodical security surveys of the municipality

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[1] European Union Agency for Fundamental Rights (2020) *A Long Way to Go for LGBTI Equality. EU-LGBTI II*.
https://fra.europa.eu/sites/default/files/fra_uploads/fra-2020-lgbti-equality-1_en.pdf

[2] European Commission (2020) *Union of Equality: LGBTIQ Equality Strategy 2020-2025*.
https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52020DC0698
European Commission (2017) *List of Actions to Advance LGBTI Equality*.
https://commission.europa.eu/system/files/2017-06/lgbti-actionlist-dg-just_en.pdf

10.8. Conducting or supporting and funding research into the local experiences of violence against LGBTIQ people

10.9. Analyzing collected data to identify high-risk locations, situation, groups etc. and develop targeted measures

10.10. Appointing a LGBTIQ police liaison or contact person inside the police for LGBTIQ citizens

10.11. Raising awareness, providing information and training police staff both about LGBTIQ people and hate crimes against them to enable the police to treat LGBTIQ people respectfully , recognize hate crimes and support them

10.12. Incorporating awareness raising and training on LGBTIQ people and hate crimes against LGBTIQ people into the curricula for police academies

10.13. Creating or supporting safety alliances or networks within the police force to work against hate crimes against LGBTIQ people

10.14. Creating and supporting networks for LGBTIQ police staff

10.15. Appointing a LGBTIQ contact person at the department of the public prosecutor

10.16. Developing and implementing trust building measures to build the trust of LGBTIQ people and especially particularly vulnerable LGBTIQ people like sex workers, LGBTIQ people of color, LGBTIQ people without legal documents to seek help from or report to the police

10.17. Raising awareness of hate crimes against LGBTIQ people in the general public, e.g. through public campaigns

10.18. Encouraging bystander intervention and providing training for bystander intervention

10.19. Developing or supporting and funding anti-violence projects

10.20. Creating or supporting projects bringing together relevant stakeholders like the police, private security agencies, public transportation, bars, clubs etc. to develop measures for a safe nightlife

10.21. Providing safety islands in public spaces, where LGBTIQ citizens can go, stay for a while or ask for help if they feel unsafe

10.22. Working with the police to ensure the safety of LGBTIQ events such as local Pride parades or festivals

10.23. Creating or supporting campaigns and providing information for LGBTIQ people about hate crimes, their rights, where they can report incidences or get help, e.g. through posters, ads in public transportation, flyers, brochures

10.24. Providing a hotline for LGBTIQ people who have experienced or want to report incidences of violence, abuse or hate crimes

10.25. Providing or supporting and funding organizations providing a support structure and counseling for LGBTIQ people who have experienced violence or hates crimes

10.26. Supporting peer support groups or NGOs offering peer support

10.27. Offering empowerment and self-defense courses for LGBTIQ people

10.28. Taking an explicit stand against far-right and other radical anti-LGBTIQ groups or movements

10.29. Observing and supporting organizations monitoring the activities of far-right or other radical anti-LGBTIQ groups or movements

Good Practice Examples

NATUURLIJK SAMEN – Rotterdam Safety Alliance for LGBTIQ People

The City of Rotterdam is an active partner in the Rotterdam Safety Alliance "Natuurlijk Samen". The Alliance is committed to the safety of LGBTIQ people, aiming to ensure a safe living environment whether out in public, going out at night or using public transport. The Safety Alliance is a partnership between the police, its "Pink in Blue" police network, the local antidiscrimination office RADAR, LGBTIQ organizations and other NGOs. It focuses on three main areas: increasing a sense of security for LGBTIQ people and encouraging the reporting of incidents of discrimination; sharing knowledge and creating insight about the safety situation as well as highlighting unsafe situations; and advising and putting solutions on the agenda. The partners meet several times a year to discuss current events, trends and developments. Together they decide on the priorities to work on within their respective networks or form cooperations to achieve set goals.

Rotterdam   **Correlating Measure: 10.1**

Providing an Infrastructure to Support Victims of Homo- and Transphobia

To help and support LGBTIQ people facing homophobic and transphobic violence and discrimination, Berlin has put in place different actions that mesh with each other. An example of this is the setting up of a specialized counselling infrastructure in civil society where a homophobic or transphobic motivated crime or discriminatory acts can be reported and victims are offered advice, accompaniment and support. Furthermore, special LGBTIQ contact persons in the Berlin Police Department and at the State Prosecutor's Office offer support and assistance when it comes to official reporting. Particular attention is paid to trust-building measures implemented by the Police Department and the State Prosecutor´s Office such as participating in community events and visiting counselling centers; as well as increasing the willingness of victims and witnesses to report homo- and transphobic incidences thereby reducing the high number of unreported cases.

Berlin   **Correlating Measure: 10.3**

Correlating Measure: 10.10

Correlating Measure: 10.15

Correlating Measure: 10.25

Countering Underreporting of LGBTIQ Hate Crimes through Alternative Community Reporting

Based on the several complaints about bad experiences with the police by victims of LGBTIQ hate crimes, the Brussels Capital Region launched a survey with the aim to understand the motives behind underreporting of hate crimes. It became clear that besides actions to be taken with the police to lower the threshold for reporting, like regular meetings and awareness trainings for the police, the most vulnerable LGBTIQ individuals like sex-workers and those without papers, would still likely never go to the police. Thus, Brussels implemented a project of alternative community reporting together with the NGO RainbowHouse. Victims of LGBTIQ hate crimes can go to RainbowHouse to tell their story in a safe setting to someone from their own communities and get further help, such as assistance to go the police and aid services. The Brussels Capital Region ensures the analysis of the reported cases and funds the entire project.

Brussels

Correlating Measure: 10.3

Publication of Data and Analyses about LGBTIQ Hate Crimes

The Brussels Capital Region publishes reports, aimed at the administrative authorities and the general public, where the data about LGBTIQ hate-crimes collected by the Brussels' community reporting project, are set into perspective with other sources of data, such as surveys, police statistics, equality bodies, etc., and scientific literature. Recommendations contained in these publications aim to reduce the under reporting of hate crimes, improve data collection and ultimately benefit the adequate care of victims. A first analysis was published in 2022.

Brussels

Correlating Measure: 10.6

LGBTIQ Police Liaisons – Support Officers within the Police

Hamburg has permanently appointed two LGBTIQ police liaisons, who serve as support officers for LGBTIQ issues within the police. Among other things, they regularly provide gender and sexual diversity training at police stations and in specialist departments. This ensures that these topics are now an integral part of the training and further education of the police in Hamburg. The LGBTIQ police liaisons also advise LGBTIQ institutions, assist those affected by hate crime and, if necessary, follow up criminal charges.

Hamburg

Correlating Measure: 10.10

11. Infrastructure & Public Spaces

Providing the necessary infrastructure, the set of facilities and systems that serve their city and allow urban societies to function, is one of the central duties of a local government. This includes not only the hard infrastructure of transportation, communication, energy, water and waste management but also the provision of the facilities for soft infrastructure, such as public spaces and buildings, enabling, sustaining or enhancing societal living conditions. This involves construction and maintenance of facilities that support the social infrastructure, like schools, parks and playgrounds, sports areas, hospitals and structures for public safety.

Many LGBTIQ people do not feel like they can access the public infrastructure as freely and safely as others. Over 1 in 3 LGBTIQ respondents in the European Union report that feel discriminated against when going out in public for leisure activities.[1] Given the mandate of local governments to provide the basic and social infrastructure for all of their citizens, municipalities have to ensure that every aspect of this infrastructure is equally and safely accessible to LGBTIQ people among them.

Since this policy field describes the municipal provision of the most basic infrastructure for all of their other services, this policy field naturally overlaps with all of the other policy fields, most notably, *Sports & Recreation*, *Culture & History* and *Safety*. But it also provides the facilities necessary for public services for *Families*, *Youth* and *Senior Citizens* or in the fields of *Health*, *Disability & Inclusion*, *Cultural Diversity & Migration* as well as *Social Hardships & Disadvantages* and *Employment*. Thus, looking into those policy fields can give more insight into providing an LGBTIQ inclusive infrastructure.

Issues to Address & Measures to Implement

11.1. Making public buildings and building infrastructure provided by the municipality such as the city hall, libraries, museums, sports facilities, parks and playgrounds etc. accessible and welcoming to LGBTIQ citizens, e.g. by publicly displaying diversity and non-discrimination declarations, stickers or symbols

11.2. Providing public restrooms, changing rooms and shower rooms for all genders

11.3. Ensuring that public transportation is safely accessible to LGBTIQ citizens

11.4. Implementing affordable alternative means of transportation to ensure safe public transport for LGBTIQ citizens when and where safe public transportation does not exist, e.g. at night or in more remote or dangerous areas of the city like specific LGBTIQ night taxis and passes

11.5. Raising awareness or training municipal or municipally contracted staff working in public infrastructure such as working in public transportation, public buildings, security staff etc. to adequately interact with LGBTIQ citizens and support them if needed

11.6. Raising awareness and offering training about LGBTIQ and diverse gender identities and expressions to help private infrastructure providers such as taxi drivers to adequately interact with LGBTIQ citizens and support them if needed

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[1] European Union Agency for Fundamental Rights (2020) *A Long Way to Go for LGBTI Equality. EU-LGBTI II*. https://fra.europa.eu/sites/default/files/fra_uploads/fra-2020-lgbti-equality-1_en.pdf

11.7.   Training management and staff of prisons, young offender institutions etc. to adequately deal with diverse sexual and gender identities of inmates and visitors and be able to handle possible conflict situations

11.8.   Providing or supporting LGBTIQ communities in finding appropriate housing for LGBTIQ centers, LGBTIQ youth centers, LGBTIQ counseling centers etc.

11.9.   Implementing a tool to report non LGBTIQ inclusive infrastructure to the municipality

11.10.   Supporting public LGBTIQ events, demonstrations or commemorations such as the local Pride parade by providing the public spaces, temporarily closing roads, redirecting traffic, informing the public, providing necessary safety measures etc.

11.11.   Creating visibility for LGBTIQ citizens and specific parts of the LGBTIQ community on special occasions such as during the local Pride parade, Pride month, International Day against Homophobia, Biphobia, Interphobia and Transphobia, International Coming Out Day, Lesbian Visibility Day, Transgender Day of Visibility, Transgender Awareness Week, Intersex Awareness Day etc., e.g. by raisings flags in front of the city hall or other public buildings or by illuminating public buildings or sights in rainbow colors etc.

11.12.   Commemorating LGBTIQ days of remembrance such as the International Transgender Day of Remembrance, Intersex Day of Remembrance in public spaces and by raising the respective flags with mourning colors or flying them at half-mast

11.13.   Creating permanent visibility for LGBTIQ citizens in public space, e.g. through rainbow crossings, rainbow benches, gay or lesbian pedestrian traffic lights, murals, installations of public LGBTIQ art

11.14.   Making local LGBTIQ history visible in public places, e.g. through memorials or information plaques

11.15.   Acknowledging historical LGBTIQ figures of the municipality by including them in the naming of streets, squares, schools etc.

11.16.   Diversifying urban planning by taking different identities, living situations, work models, leisure behavior, needs etc. into account

Good Practice Examples

Providing Public Toilets Accessible to All Genders

The City of Heidelberg has developed a sustainable concept for the provision of public all gender toilets. The concept was approved by the City Council in February 2022 and includes guidelines on how to realistically implement gender-neutral toilets as a municipality. With this approach, the City of Heidelberg is one of the first German cities to firmly integrate the topic into the planning of new construction measures. From now on, Heidelberg's Building Department and the city's LGBTIQ+ Coordination Office will jointly decide on the need and options for installing gender-neutral toilets in new municipal buildings and renovations.

Heidelberg

Correlating Measure: 11.2

Raising Awareness and Visibility of LGBTIQ Issues in the Public Realm

Cork City Council has worked with many stakeholders to ensure that the cityscape includes representation of LGBTIQ communities in the public realm. The City of Cork regularly raises Pride flags on significant occasions – e.g. IDAHOBIT, Cork Pride, World Aids Day. These ceremonies are used to increase visibility in local news outlets and social media.
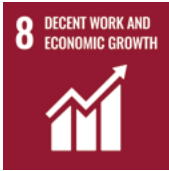
Flag raisings are important and symbolic gestures of solidarity by a city to its LGBTIQ citizens. However, flags are also lowered again within a short period. Therefore, the city commissioned and supported permanent installations that indicate to the LGBTIQ community that they are seen and valued in the city. On IDAHOBIT 2022, Cork City Council installed a rainbow glass balustrade outside the main entrance to the civic offices. This acts as a powerful and visible signal that the City is welcoming and inclusive of all. Additionally, two rainbow pedestrian crossings were installed in the city center.

Cork

Correlating Measure: 11.11

Correlating Measure: 11.13

8 DECENT WORK AND ECONOMIC GROWTH

10 REDUCED INEQUALITIES

16 PEACE, JUSTICE AND STRONG INSTITUTIONS

11. Sports & Recreation

Providing the infrastructure, means and access to sports facilities and recreational activities is a service local governments are charged with to enhance their citizens' quality of life and create livable communities. Municipalities typically offer diverse services to their communities. These range from operating public pools, gymnasiums, sports fields, parks, libraries, educational and cultural centers to subsidizing private facilities, providers or sports clubs. They also offer courses and spaces in which to practice recreational activities. These supports not only increase the livability of cities but also foster education and lifelong learning, create a sense of community and positively affect the wellbeing and health of residents.

Unfortunately, LGBTIQ people are often excluded from recreational activities. This may be because they are not represented or acknowledged as a target group, or because they face hostility, verbal or physical violence or perhaps structural discrimination forecloses them from enjoying the same services.[1] Municipalities have to evaluate their recreational options and take measures to ensure that all of their citizens can access and benefit from the services provided.

This policy field naturally overlaps with the policy fields of *Culture & History* as well as *Infrastructure & Public Spaces*. Recreational activities include participation in cultural events and courses on culture and history, together with the use of public parks and squares, sports and playgrounds, commercial and gastronomical areas as well as cultural centers. Consulting those policy fields will provide more insights into issues and possible measures in the policy field of *Sports & Recreation*.

Issues to Address & Measures to Implement

12.1. Making existing public sports facilities and services accessible to LGBTIQ people by training staff

12.2. Expanding public sports services to meet LGBTIQ specific needs

12.3. Raising awareness about LGBTIQ people and discrimination of LGBTIQ people in sports among patrons and participants

12.4. Training and supporting private sports clubs to be LGBTIQ inclusive

12.5. Supporting LGBTIQ sports clubs

12.6. Raising public awareness for LGBTIQ discrimination in sports

12.7. Raising public awareness and giving visibility to LGBTIQ achievements in sports through campaigns, publication of information, hosting of conferences or events etc.

12.8. Ensuring LGBTIQ representation and the inclusion of LGBTIQ works in the collection of public libraries and museums

12.9. Promoting LGBTIQ works, authors, artists and cultural contributions through showcases and exhibitions, lecture series, cultural events, campaigns, events to mark LGBTIQ occasions etc.

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[1] European Commission (2020) *Union of Equality: LGBTIQ Equality Strategy 2020-2025*.
https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52020DC0698

12.10. Including classes on LGBTIQ specific topics in community colleges and evening classes

12.11. Including LGBTIQ history and points of interest in general tourist services such as information materials, city tours, guided and audio walks, public information boards etc.

12.12. Providing or promoting tourist services specifically targeted towards LGBTIQ people through targeted information materials, the promotion of local LGBTIQ events, walking tours on local LGBTIQ history etc.

12.13. Contributing to a LGBTIQ friendly hospitality sector by offering or supporting training for owners, managers and staff

12.14. Awarding certificates or labels for LGBTIQ friendly establishments etc.

Good Practice Examples

ALL BODIES SWIM – Exclusive Swimming Times for Trans, Intersex & Non-Binary People

When using public pools, trans, intersex and non-binary people are often forced to wear swimwear incongruous with their gender identity or similarly inappropriate changing and shower rooms. They can be subjected to stares, comments, verbal abuse or direct expulsion and are thus often precluded from using public pools. To remedy this and allow all citizens access to public pools and the benefits of swimming, the City of Hanover provides a safer space to swim for trans, intersex and non-binary people by offering exclusive swimming times. The swimming times take place once a month in one of the city's public pools. During these times, no other patrons are admitted to the pool. The participants are allowed to use any changing or shower room and wear whatever swimwear they feel comfortable with. The pool staff is trained accordingly.

Hanover | **Correlating Measure: 12.2**

ROTTERDAM SPORTSUPPORT – Awareness Raising, Training & Support for Sports Clubs

Everyone should be able to engage in sport in a safe and welcoming environment; no matter their age, ethnicity, sexual orientation or gender identity. That is why, in the implementation of its local sports policy, the City of Rotterdam works with the organization Rotterdam Sportsupport, funding and promoting their activities. Rotterdam Sportsupport provides leisure sports clubs with the tools necessary to encourage diversity and inclusion within their organizations. One of the ways they do this is through networking sessions and training for board members of the club, volunteers, trainers and others active in amateur sports. Rotterdam Sportssupport also offers assistance to clubs that have specific questions regarding inclusion, diversity, bullying and discrimination. Rotterdam Sportsupport follows a comprehensive diversity approach to create a safe and welcoming environment for all minority groups with the LGBTIQ community being one of them.

**Rotterdam** | **Correlating Measure: 12.4**

Promoting LGBTIQ History and Culture in Tourism

As a recognized city of tourism and culture, the Municipality of Kotor aims to spread the topic of LGBTIQ rights in these areas. Therefore, on the occasion of the International Human Rights Day, the municipality has organized and supported the promotion of the thematic collection of papers titled "Discovering the Hidden: Montenegro, Queer and Related Topics" together with the Cultural Center "Nikola Djurkovic" to promote the often hidden history and culture of LGBTIQ people in Montenegro.

Kotor

Correlating Measure: 12.11
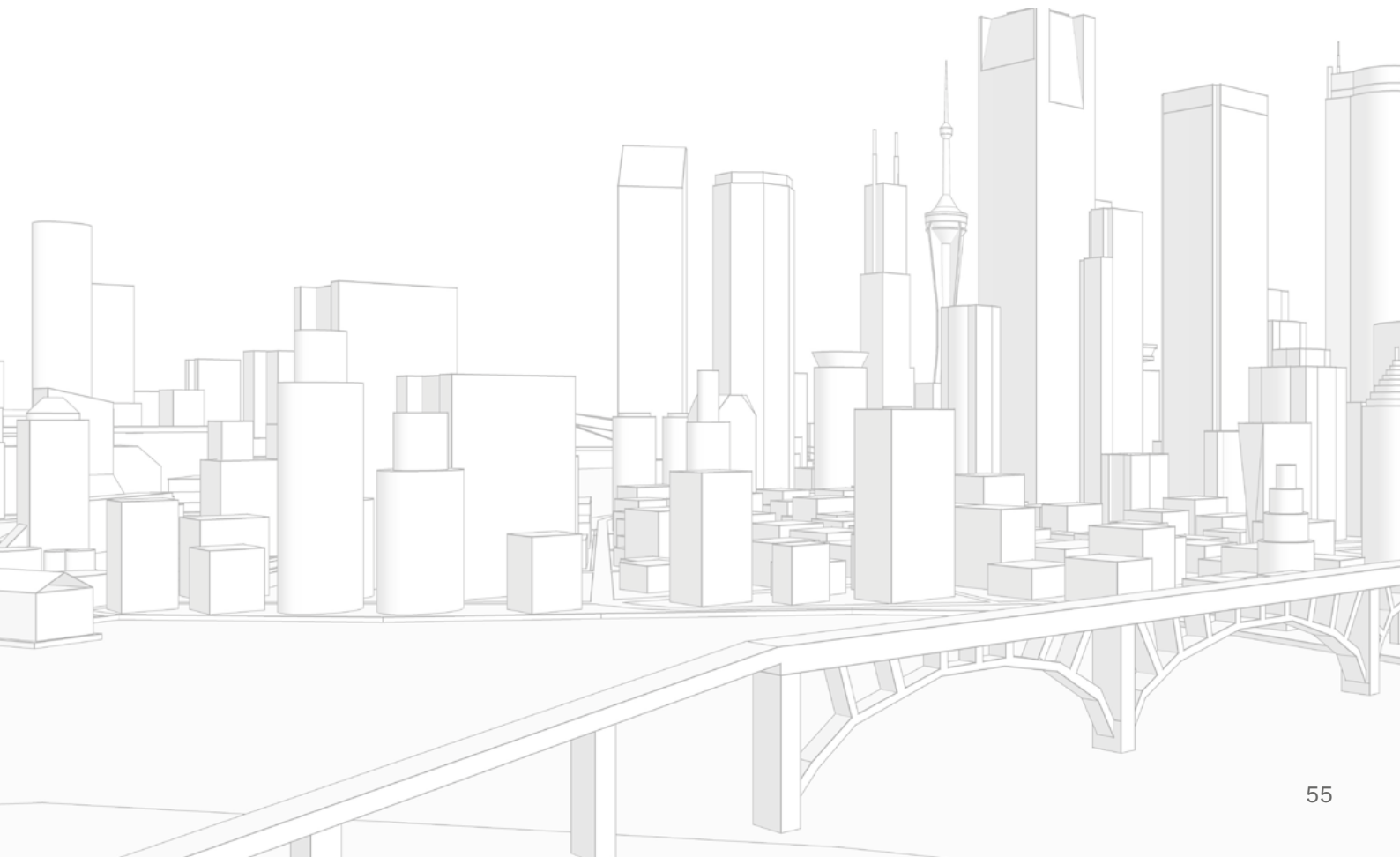
13. Culture & History

LGBTIQ people are important contributors to the area of arts and culture. Drawing from the artistic ability to express intimate personal experiences and address wider social conflicts, LGBTIQ art, with its layers of inspiration, has existed in many forms throughout history and has been and continues to be a catalyst for change. Queer art is a powerful way to share LGBTIQ experiences and celebrate LGBTIQ lives. It has produced many forms of artistic expression that have enriched and continue to enrich global arts and culture.

At the same time, queer artists are often underrepresented and underfunded. Municipal programs to support arts and culture need to include LGBTIQ people. Local governments should strive to actively support, connect and empower LGBTIQ artists in the preservation and advancement of queer artistic legacies, thereby enhancing the artistic and cultural landscape of their communities.

Historically, LGBTIQ individuals have played an important and productive role in science, technology and culture, but rarely ever are their contributions recognized as those of LGBTIQ people. It is important for cultural and educational institutions to acknowledge that LGBTIQ people did and do impact our society and culture through ideas, inventions and innovation. By showing this to the general public, they also provide positive self-images and role models for LGBTIQ citizens, affirming that being LGBTIQ does not have to equal a life of discrimination and suffering but can also mean a life of achievement and fulfilment.

It is also a fact that many LGBTIQ people have experienced injustice, persecution, and violence throughout history. Societies today should be accountable for the injustices and crimes committed on the grounds of sexual orientation, gender identity, gender expression and sex characteristics, make reparation to living victims or their families and learn from past mistakes.

Issues to Address & Measures to Implement

13.1. Supporting and funding LGBTIQ cultural institutions such as museums, galleries, bookstores, arts centers, theaters, concert venues etc.

13.2. Supporting and funding LGBTIQ cultural festivals, weeks or events such as queer arts, theater, film or music festivals

13.3. Supporting and funding local LGBTIQ artists and projects

13.4. Creating standards or checklists to ensure that LGBTIQ artists are supported and funded in established municipal support programs for local artists

13.5. Creating or supporting projects allowing young LGBTIQ individuals or marginalized LGBTIQ individuals such as those from ethnic minorities, LGBTIQ refugees, older or disabled LGBTQ individuals etc. to explore artistic expression

13.6. Creating local steering committees for LGBTIQ history with experts on LGBTIQ history as well as local stakeholders such as museums, achieves, universities

13.7. Funding research and documentation of local LGBTIQ history

13.8. Supporting and funding institutions researching and preserving LGBTIQ history such as archives or museums

13.9. Making local LGBTIQ history visible, e.g. through information plaques and boards at places of significance to local LGBTIQ history or former residences of significant local LGBTIQ personalities or memorials

13.10. Organizing awareness campaigns about the historical contributions of LGBTIQ people

13.11. Honoring the contributions and achievements of local LGBTIQ individuals, dead or living, by bestowing local achievement awards, medals, honorary citizenship etc.

13.12. Funding research and documentation of historical injustice to local LGBTIQ residents

13.13. Organizing or supporting campaigns about injustice done to LGBTIQ people in the past

13.14. Working towards expunging the records of unjustly criminalized LGBTIQ individuals and making reparations to LGBTIQ individuals who have suffered injustice or their surviving families

13.15. Collecting and documenting historical eyewitness reports of LGBTIQ residents

13.16. Organizing exhibitions about local LGBTIQ history

13.17. Including local LGBTIQ history in permanent exhibitions of local museums

13.18. Organizing queer history month projects e.g. for schools

→ For measures relating to the dedication of memorials, the commemorations of days of remembrance, public art and visibility in public spaces, also see measures in the policy field *Infrastructure & Public Spaces*.

Good Practice Examples

QUEER FEST – Empowering the Queer Community and Enriching the Cultural Landscape

The City of Leuven wants to increase the visibility of the queer community. In order to achieve that aim, a call was put out in 2021 to all Leuven residents, asking for their input and help in creating an ambitious rainbow policy. The response was overwhelming and out of all respondents an informal collective emerged that called itself Queer Leuven. This collective, consisting of approximately 5-10 engaged citizens, comes together regularly and helps Leuven's policymakers in creating an LGBTIQ friendly city. They are organizing Leuven's first queer arts festival in November 2023 with the support of the city, Rainbow House UniQue and cultural organizations in Leuven. The festival will cover multiple days in November and include exhibitions and performances by queer artists, featuring all art forms. This festival will empower the queer community in Leuven and diversify Leuven's cultural landscape.

Leuven

Correlating Measure: 13.2

QUEER FESTIVAL HEIDELBERG – Funding Queer Culture, Music, Theater, Film and Art

The City of Heidelberg strives to offer a year-round range of low-threshold cultural and educational events about LGBTIQ topics in order to open up spaces both for the majority society to experience diversity as a social enrichment and for LGBTIQ communities to connect to positive self-images of queer identity. For this purpose, the Office of Equal Opportunities of the City of Heidelberg organizes and sponsors a variety of activities throughout the year. A special highlight is the Queer Festival Heidelberg. The festival is the oldest and largest of its kind in Germany. It is city-funded since 2021 and provides Heidelberg with LGBTIQ music, theater, film and arts events throughout the month of May.

Heidelberg

Correlating Measure: 13.2

ARCUS – SHADOW OF A RAINBOW – A Monument to Commemorate Queer History

For many years, the topic of the persecution of homosexuals by the Nazi regime has been a focus for the City of Vienna. In a close cooperation between the Antidiscrimination Unit for LGBTIQ Issues (WASt – Wiener Antidiskriminierungsstelle für LGBTIQ) and the Department for Art in Public Space (KÖR – Kunst im Öffentlichen Raum) a study was commissioned to record the names of all homosexual Viennese Nazi victims. Four monuments were created temporarily, and a two-day international conference "Commemoration Rethought: Vienna Commemorates Forgotten Victims" was held in the Austrian Parliament and in the City Hall. In addition, a broad participation process was conducted with representatives from the queer, arts and memorial communities and an open artistic competition was announced. As a result of this process, in 2023 the monument "ARCUS – Shadow of a Rainbow" will be opened in Resselpark in the very center of the City.

Vienna

Correlating Measure: 13.9

Integrating the History of LGBTIQ Persecution into the Permanent Exhibition of the National Museum

Over the last 2 years, a massive renovation and extension project has taken place at the National Museum of Resistance and Human Rights, situated in Esch-sur-Alzette. Until 2022 the topic of LGBTIQ persecution had not been present in the museum. By the request of the City of Esch-sur-Alzette and in collaboration with the Museum it was deemed necessary to include the topic into the permanent exhibition. This was even more pertinent since the exterior of the Museum serves as a National Memorial, where every year since 2015 a national LGBTIQ ceremony is held in the presence of local and national government representatives and diplomatic corps. The topic of LGBTIQ persecution is now an integral part of the new permanent exhibition on the Nazi occupation of Luxembourg. The subject is developed further on the "Memory Trail" leading through the city, telling the case of a local man deported as a "Pink Triangle".

Esch-sur-Alzette

Correlating Measure: 13.17

Appendix

Glossary

Term	Definition
Ally	A person who does not belong to a certain minority or marginalized group themselves but actively supports its cause and needs (e.g. a heterosexual person supporting LGBTIQ people).
Antiretroviral therapy (ART)	Antiretroviral therapy (ART) is the treatment of people infected with human immunodeficiency virus (HIV) using anti-HIV drugs.
Aromantic	A person who experiences little or no romantic attraction to anyone.
Asexual	A person who experiences little or no sexual feeling, desire or attraction to anyone.
BIPoC	Acronym for black, indigenous and people of color.
Bisexual (Bi)	Traditionally, a person who is emotionally and/or sexually attracted to both men and women. In recent years, it has also come to mean a person who is emotionally and/or sexually attracted to persons of more than one gender. [See also *Pansexual*]
Cisgender (Cis)	A person who identifies with the gender they were assigned at birth. [Opposite see *Transgender*]
Discrimination	Discrimination describes the conscious or unconscious act of unfavorably treating individuals based on their actual or attributed membership to a specific marginalized group.
Diversity	The existence of variations of different characteristics in a group of people. For instance, people may differ with regard to their ethnicity and cultural background, class, gender, sexual orientation, age or religion.
Diversity Management	An organizational process designed to promote diversity and inclusion, for example in the workplace.
Diversity, Equity and Inclusion (DEI)	A term used to describe policies and measures that promote the representation and participation of different groups of people, for instance people of different ethnicities, ages, (dis)abilities, genders, sexual orientations and religions.
FtM	Abbreviation of "Female to Male": a person who was assigned female at birth, but has a male gender identity and now lives as a man.
Gay	A person who is emotionally and/or sexually attracted to people of the same gender. While it traditionally refers to men, other people who are attracted to the same gender or multiple genders may also define themselves as gay.
Gender	A social construct, which places cultural and social expectations on individuals based on their assigned sex/gender.
Gender Affirming Surgery (GAS)	Surgeries taking place in the frame of transition-related healthcare. In recent times, the transgender community prefers this term to the outdated medical term *Gender Reassignment Surgery (GRS)* because of its positive connotation.
Gender Expression	An individual's manifestation of their gender identity to others, for example in the way they speak, move or dress. A person's gender expression may differ from their gender identity/identities or the gender they were assigned at birth.

Term	Definition
Gender Identity	Each person´s deeply felt individual notion and experience of their own gender. The gender identity may match or differ from the gender assigned at birth. It includes the personal sense of one´s body, which may lead to body modifications by medical, surgical or other means to match one´s identity. Gender identity strongly influences gender expression. Some people have a gender identity that fits into the binary of male or female, others´ identity is non-binary in that it does not (solely) correspond with one of those categories.
Gender-Nonconforming	Denoting or relating to a person whose behavior or appearance does not conform to prevailing cultural and social expectations about what is appropriate to their gender.
Gender Reassignment Surgery (GRS)	Outdated medical term for surgeries taking place in the frame of transition-related healthcare. [Alternative see *Gender Affirming Surgery*]
Genderqueer	A person who challenges the traditional gender binary, i. e. who does not or not exclusively identify as male or female.
Hate Crime	Offences that are motivated by hate or bias against a specific group of people, for instance based on gender, gender identity, sexual orientation, ethnicity, religion, age or disability.
Heteronormativity	A perspective and set of practices based on the belief that gender is an unquestionable and unalterable binary, that there are only two necessarily complimentary genders, therefore depicting and reinforcing heterosexuality as the only way of "being normal".
Heterosexism	Discrimination or prejudice against LGBTIQ people based on the assumption that heterosexuality is the only conceivable "normal" sexuality. [See also *Heteronormativity*]
Heterosexual	A person identifying as a woman who is emotionally and/or sexually attracted to people who identify as men and vice versa.
Homophobia	Fear, anger and/or hatred directed towards homosexuality and homosexual individuals or individuals who are perceived as homosexual.
Homosexual	A person who is emotionally and/or sexually attracted to people of the same gender. [See also *Gay* and *Lesbian*]
Hormone Replacement Therapy	A hormone therapy applied as part of intersex healthcare or transition-related medical care to alter a person´s bodily appearance so that it matches their gender identity.
Individual Discrimination	A form of discrimination directly enacted by individuals.
Institutional Discrimination	Unfavorable and unjust treatment of an individual or group of individuals by society and its institutions through unequal consideration of members of minorities or marginalized groups.
Intersectionality	An approach that recognizes the interconnectedness of social categorizations such as race, class and gender in individuals and groups, as well as the fact that different systems of discrimination are overlapping and interdependent.

Term	Definition
Institutional Discrimination	Unfavorable and unjust treatment of an individual or group of individuals by society and its institutions through unequal consideration of members of minorities or marginalized groups.
Intersectionality	An approach that recognizes the interconnectedness of social categorizations such as race, class and gender in individuals and groups, as well as the fact that different systems of discrimination are overlapping and interdependent.
Intersex	An individual who is born with sex characteristics (sexual anatomy, reproductive organs, hormonal levels and/or chromosomal patterns) which cannot be classified as either male or female in the typical definition. The term intersex encompasses a wide range of variations of sex characteristics. As physically sex isn´t a strict opposition but a spectrum of sex characteristics, people with sex characteristics other than male or female naturally exist.
Lesbian	A woman who is emotionally and/or sexually attracted to women.
LGBTIQ	Acronym for *Lesbian*, *Gay*, *Bisexual*, *Transgender*, *Intersex* and *Queer*. Usage as adjective rather than noun is preferable, since those terms only describe aspects of a persons' complex identity rather than define who they are as a whole. Several variation of this acronym exist, sometimes followed by a plus sign or asterisk to reference other identities not spelled out. However, LGBTIQ is the currently most widely used acronym, also used by ILGA Europe and the European Union.
Mainstreaming	The act of bringing an underrepresented group, issue or concept into mainstream social awareness or institutional processes.
Microaggression	Subtle and often unintentional slights, insults or intrusive behavior that communicate derogatory, prejudiced or otherwise negative messages about a person´s ethnicity, class, gender, sexual orientation, religion, age or other characteristics.
Migratory Background	Migratory background describes the background of a person who has either migrated into their present country of residence and/or previously had a different nationality from their present country of residence and/or at least one of their parents previously entered their present country of residence as a migrant.
Minority Stress	High levels of stress members of minorities or marginalized groups are subjected to, caused by prejudice, discrimination and the resulting (micro)aggressions.
Misogyny	Hatred of, contempt for or strong prejudice against women, femininity and/or anything that is perceived as feminine.
MtF	Abbreviation of "Male to Female": a person who was assigned male at birth but has a female gender identity and now lives as a woman.
Multiple Discrimination	An approach that recognizes that an individual can face discrimination on the basis of more than one perceived characteristic (e.g. someone who is discriminated because of their ethnicity can also be subjected to discrimination because of their gender and/or sexual orientation). This often results in cumulative disadvantage.
Non-Binary	A gender identity that is not (exclusively) male or female.
Pansexual	A person who is emotionally and/or sexually attracted to any gender.
Queer	A term reclaimed by people who challenge traditional gender categories and heterosexual social norms. Originally, it was used as a derogatory term to refer to LGBTIQ individuals.

Term	Definition
Rainbow Family	A family in which at least one parent is LGBTIQ.
Sex	A category classifying a person according to their biological sex characteristics, i.e. the combination of different physical characteristics such as hormones, chromosomes, internal and external reproductive organs and secondary sex characteristics. [See *Sex Characteristics*] The belief that there are only two biological sexes – male and female – has been disproven by medical and biological research; instead, biological sex is a complex continuum rather than two distinct categories.
Sex Characteristics	A person´s anatomy, chromosomes, hormonal structure and reproductive organs.
Sexism	Discrimination and prejudice based on an individual´s gender.
Sexual Identity or Sexual Orientation	A person´s identity with regard to the gender(s) they are emotionally and/or sexually attracted to and want to have relationships with, e. g. heterosexuality, homosexuality, pansexuality etc.
SOGI	Acronym for *Sexual Orientation* and *Gender Identity*.
SOGIE	Acronym for *Sexual Orientation*, *Gender Identity* and *Gender Expression*.
SOGIESC	Acronym for *Sexual Orientation*, *Gender Identity*, *Gender Expression and Sex Characteristics*.
Structural Discrimination	Form of discrimination that occurs when the very structures and mechanisms of society function in a discriminatory way or contain elements that elusively, though clearly, disadvantage certain people or groups of people. [See also *Institutional Discrimination*]
Trans Man	A person who was assigned female at birth, but has a male gender identity and now lives as a man. [See *FtM*] This person may or may not choose to medically transition. [See *Transition*]
Trans Woman	A person who was assigned male at birth but has a female gender identity and now lives as a woman. [See *MtF*] This person may or may not choose to medically transition. [See *Transition*]
Transgender (Trans)	People whose gender identity differs from the sex/gender they were assigned at birth. [Opposite see *Cisgender*] These people may or may not choose to medically transition. [See *Transition*]
Transition	A series of social and/or medical steps people may take to live in the gender they identify with, for instance: presenting as one´s gender in dress, speech and mannerisms; changing one´s name and/or gender in legal documents; medical treatments such as hormone therapy and/or surgery.
Transmisogyny	Hatred of, contempt for or strong prejudice against trans women.
Transphobia	Negative societal and personal opinions, attitudes and behaviors rooted in prejudice, disgust, fear and/or hatred of trans people or variations of gender identity and gender expression.
Transsexual	Outdated term meaning *Transgender*. Widely recognized as pathologizing.
Xenophobia	Fear and/or hatred of, prejudice against persons or things that are perceived as "foreign".

Participants

Municipalities

Official Project Partners

Aarhus
Aarhus Kommune
Borgmesterens Afdeling

Barcelona
Ajuntament de Barcelona
Departament de Promoció dels Drets de les Dones i LGTBI | Direcció Feminismes i LGTBI

Berlin
Berlin
Senatsverwaltung für Arbeit, Soziales, Gleichstellung, Integration, Vielfalt und Antidiskriminierung

Bruges
Stad Brugge
Diversiteit Brugge

Brussels
Brussel / Bruxelles
equal.brussels | Gewestelijke Overheidsdienst Brussel / Service Public Régional de Bruxelles

Cologne
Stadt Köln
Fachstelle für Lesben, Schwule, Bisexuelle, Transgender und intergeschlechtliche Menschen

Cork
Comhairle Cathrach Chorcaí / Cork City Council
Cork City LGBTI+ Inter-Agency Steering Group | Irish Council for Civil Liberties

Esch-sur-Alzette
Ville d'Esch-sur-Alzette
Egalité des Chances: Service Culture

Hamburg
Freie und Hansestadt Hamburg
Behörde für Wissenschaft, Forschung, Gleichstellung und Bezirke

Hanover
Landeshauptstadt Hannover
Beauftragte für sexuelle und geschlechtliche Vielfalt

Kotor
Opština Kotor
Sekretarijat za kulturu, sport i društvene djelatnosti

Leuven
Stad Leuven
Afdeling diversiteit en gelijke kansen directie samenleving

Ljubljana
Mestna Občina Ljubljana
Oddelek za zdravje in socialno varstvo

Mannheim
Stadt Mannheim
LSBTI-Beauftragung

Nuremberg
Stadt Nürnberg
Stabsstelle Menschenrechtsbüro & Gleichstellungsstelle

Paris
Ville de Paris
Service Égalité, Intégration, Inclusion | Direction de la Démocratie, des Citoyen.ne.s et des Territoires

Rotterdam
Gemeente Rotterdam
Maatschappelijke Ontwikkeling, Inclusief Samenleven

Vienna
Stadt Wien
Wiener Antidiskriminierungsstelle für LGBTIQ-Angelegenheiten (WASt)

Contributing Cities

Bergen
Bergen Kommune
Seksjon for inkludering og mangfold | Byrådsavd for kultur, frivillighet og inkludering

Brunswick
Stadt Braunschweig
Koordinationsstelle LSBTI*

Geneva
Ville de Genève Service Agenda 21 – Ville durable

Göttingen
Stadt Göttingen
Koordination Diversität

Heidelberg
Stadt Heidelberg
Koordinationsstelle LSBTIQ+ | Amt für
Chancengleichheit der Stadt Heidelberg

Ostend
Stad Oostende
Directie Samenleven | Dienst Onderwijs en
Maatschappij

NGOs

AIDS-Hilfe and Dyke March Organization |
Nuremberg | Germany

Bisexuellen-Netzwerk e.V. | Hamburg | Germany

Cavaria | Leuven | Belgium

Cologne Pride (KLuST e.V.) | Cologne | Germany

**COURAGE – die Partner*innen-, Familien- &
Sexualberatungsstelle** | Vienna | Austria

**Deutsche Gesellschaft für Transidentität und
Intersexualität e. V. (dgti) – Regionalgruppe
Rhein-Neckar** | Mannheim | Germany

Dona Daria | Rotterdam | The Neetherlands

**Društvo kulturno, informacijsko in svetovalno
središče Legebitra** | Ljubljana | Slovenia

Društvo Parada ponosa | Ljubljana | Slovenia

Dyke* March Cologne | Cologne | Germany

Gay Project | Cork | Ireland

InterAgency Group | Cork | Ireland

**Lesben- und Schwulenverband Berlin-
Brandenburg** | Berlin | Germany

Lesbenverein Intervention e.V. | Hamburg |
Germany

LesLeFam e.V. | Berlin | Germany

LGBT+ Huset | Aarhus | Denmark

**LGBTI Intergroup of the City Council of
Mannheim** | Mannheim | Germany

**LINC – Advocating for Lesbian & Bisexual
Women** | Cork | Ireland

Magnus-Hirschfeld-Centrum Hamburg e.V. |
Hamburg | Germany

Migrationsrat Berlin e.V | Berlin | Germany

Queeres Netzwerk Niedersachen | Hanover |
Germany

Queeres Netzwerk Nordrhein-Westphalen |
Cologne | Germany

RainbowHouse Brussels | Brussels | Belgium

**RuT – Rad und Tat Offene Initiative Lesbischer
Frauen e.V.** | Berlin | Germany

Schwulenberatung Berlin gGmbH | Berlin |
Germany

TransInterQueer e.V | Berlin | Germany

Unicorn Refugees | Mannheim | Germany

UniQue Vlaams-Brabants Regenbooghui |
Leuven | Belgium

Wel Jong Niet Hetero | Ghent | Belgium

Zavod TransAkcija | Ljubljana | Slovenia

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