



REGERINGEN

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# Action plan to promote security, well-being and equal opportunities for LGBTI people

MINISTRY OF FOREIGN AFFAIRS OF DENMARK 2018-2021

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# Preface

The government want Denmark to be a society of freedom for the individual, and where everyone is treated equally, irrespective of gender, sexual orientation or gender identity. Homosexuality is still a crime in more than 70 countries. This is completely beyond our understanding.

As the government of Denmark, we not only have a duty, but also a very strong desire to state our unequivocal position on this matter. We will not accept any infringement whatsoever on the rights of lesbian, gay, bisexual, transgender and intersex (LGBTI) people. Neither abroad, nor at home.

The Danish government will always side with tolerance and freedom. And no, this is not about what “goes on in the bedroom”. Because of course, that remains a private matter.

Focussing on equal opportunities, security and well-being for LGBTI people, this action plan aims to ensure that minority groups in society are able to live their lives the way they want and feel safe with their partner, spouse and children and with the bodily expression or gender characteristics that they have or aspire to have. Without having to fear adverse reaction from the majority. Without having to fear condemnation, exclusion or abuse. But rather, they must feel safe in public spaces, in sports clubs and at work, talking openly with colleagues about how and with whom they like to spend their leisure time.

The government has therefore decided that our focus should not be restricted to other countries and whether they are performing well enough. We will also take a close look at ourselves to see whether we are living up to our own standards. Consequently, as the first Danish government ever, we have taken the initiative to set up a coordinating

function under the Minister for Equal Opportunities to ensure better coordination of efforts and better sharing of knowledge and experience. And not least to ensure full realisation of this action plan. An action plan aimed at constant progress.

Denmark has always been at the forefront; leading in the right direction. On 1 January 2017, Denmark moved WHO’s diagnosis codes for transgender individuals from the mental illnesses category to a neutral section. Denmark was the first country in the world to make this decision, and it was not a moment too soon.

We want to keep moving on, and the goal of this action plan is to prevent poor well-being for LGBTI people; to reduce their fears of holding hands in public, verbal harassment or physical abuse. We want to reduce suicide attempts, encourage openness at the workplace, and fight prejudice among young people at school, in education or in sports.

We are pleased that, together with the other parties to the rate adjustment pool, we were able to allocate DKK 25 million from the 2018 rate adjustment pool to finance the majority of the initiatives in this action plan. The initiatives are broad-based and target the LGBTI group as a whole, but they also focus specifically on some of the most vulnerable groups: transgender individuals and LGBTI people with ethnic minority backgrounds.

For the government, equal opportunities, irrespective of gender, sexual orientation or gender identity, is a premise that everyone must accept. A premise that is not subject to compromise for reasons of culture, tradition or religion, neither in Denmark, nor abroad. Freedom, equality and equal opportunities are – before anything else.

**Minister for Fisheries and Equal Opportunities** Eva Kjer Hansen  
**Minister for Foreign Affairs** Anders Samuelsen  
**Minister for Justice** Søren Pape Poulsen  
**Minister for Industry, Business and Financial Affairs** Brian Mikkelsen  
**Minister for Economic Affairs and the Interior** Simon Emil Ammitzbøll-Bille  
**Minister for Development Cooperation** Ulla Tørnæs  
**Minister for Employment** Troels Lund Poulsen  
**Minister for Immigration and Integration** Inger Støjberg  
**Minister for Health** Ellen Trane Nørby  
**Minister for Children and Social Affairs** Mai Mercado  
**Minister for Education** Merete Riisager  
**Minister for Culture** Mette Bock  
**Minister for Higher Education and Science** Tommy Ahlers

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A Danish  
rainbow family  
together for a  
family photo.

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# Framework and coordination

<sup>1</sup> When the acronym LGBT is used instead of LGBTI. This is because the studies referred to in the following text do not include intersex people. Consequently, the text refers to the LGBT group instead of the LGBTI group.

Historically, the rights of lesbian, gay, bisexual, transgender and intersex people in Denmark have been constantly developed and improved. From the hesitant start when homosexuality was decriminalised in 1933, to Denmark becoming the first country in the world to allow registered partnerships in 1989 and, in recent years, to same-sex couples being secured the right to marry and start a family, and the rights and opportunities of transgender people were reinforced. These rights have brought with them greater social and cultural acceptance of LGBTI people in the Danish society. Today, people's freedom to choose their partner and be open about their sexual orientation and gender identity are fundamental rights of the Danish society.

Many LGBTI people in Denmark are resourceful individuals who live a life of freedom, with children, jobs and an active leisure life. However, data and studies indicate that LGBTI people are at greater risk of marginalisation and poor well-being than the rest of the Danish population. Thus, LGBT people<sup>1</sup> more often experience uncomfortable pain or discomfort, they more often feel stressed, drink more alcohol and attempt suicide three times more often than the rest of the Danish population.

## What does LGBTI\* mean?

The word 'gay' is used to refer to a homosexual man, and the word 'lesbian' is used to refer to a homosexual woman. 'Bisexual' describes an individual who is physically, romantically and/or emotionally attracted to both women and men. 'Transgender' describes people whose gender identity or gender expression is more or less inconsistent with the gender they were assigned at birth. The term 'intersex' refers to a condition in which an individual is born with a sexual anatomy, reproductive organs and/or chromosome patterns that do not seem to fit typical biological notions of being male or female.

\* The acronym LGBTI stands for: Lesbian, Gay, Bisexual, Transgender and Intersex.

According to the ILGA Europe Rainbow Index, which has been monitoring and evaluating rights and political initiatives in relation to LGBTI people in all European countries since 2009, Denmark generally ranks high. Moreover, Denmark has always had a strong voice internationally, speaking in favour of rights and equal opportunities for all, irrespective of sexual orientation and gender identity, even when these rights are under pressure in the world around us. However, global challenges should not be a pretext for inaction with regard to ambitious national efforts.

The government's vision is that: "Everyone should have equal opportunities to participate in society and realise their potential and talent. Everyone has a part to play and no one should experience discrimination based on gender, sexual orientation and gender identity."

In this action plan, the government presents a large number of initiatives with a broad-based response to the challenges facing LGBTI people in Denmark and globally. The parties to the rate adjustment pool have decided on 12 initiatives, and funding amounting to DKK 25 million has been allocated from the 2018 rate adjustment pool. The action plan constitutes the framework of efforts aimed at promoting security and well-being and providing equal opportunities for LGBTI people in the period 2018-2021.

The focus of the initiatives is to enhance counselling, network opportunities and support for the LGBTI group in a broad sense, and more specifically to enhance the support for LGBTI people with ethnic minority background, promote openness and inclusion in the labour market and combat prejudice among young people in education, sports and leisure. Furthermore, there is focus on enhancing knowledge, counselling and support in health-care and elderly care, and finally on improving the conditions for LGBTI people globally.

The efforts will take a holistic approach and will cut across many different ministries. There is a need for more general knowledge in the area, and consequently, a number of cross-cutting efforts and initiatives will be launched to support the vision.

## Overall efforts and initiatives in the action plan

### Counselling, networks and support:

- Application pool for counselling, support and network opportunities\*
- Project funding for Sabaah\*
- LGBTI people at asylum centres
- Study of challenges and stigma in relation to coming out
- Efforts to combat violence in homosexual relationships\*
- Study of the living conditions of intersex people

### Promoting openness and inclusion in the labour market:

- Dialogue with businesses and organisations about openness and inclusion of LGBTI people at the workplace
- Campaign to promote openness and inclusion of LGBTI people in the labour market\*
- Study of barriers to openness at the workplace
- Integration of LGBTI perspectives in labour market research
- Inclusion of an LGBTI example in the Danish Working Environment Authority's guidelines on bullying and sexual harassment

### Combating prejudice among young people and promoting openness in education:

- Application pool to combat prejudice\*
- Evaluation of health and sex education as well as family education
- Preliminary study on monitoring the well-being of LGBTI pupils
- Inspiration and guidance materials for schools and upper secondary education institutions
- Discussion of the LGBTI area at higher education institutions
- Sex education in teacher training programmes

### Combating homophobia and transphobia in public spaces, sports and leisure:

- Study of barriers to LGBTI people in sports associations and the extent of homophobia and transphobia\*
- Establishment of a working group and development of a joint strategy for sports\*
- Launch of initiatives in selected sports\*
- WorldPride and EuroGames in 2021
- Expansion of the victim survey questionnaire

### Enhancing knowledge and counselling within healthcare and elderly care:

- Enhanced health initiatives in primary healthcare (GPs) targeting LGBTI people\*
- Information materials with regard to elderly LGBTI people for care staff and staff providing activities for the elderly\*
- Establishment of a knowledge centre for transgender issues\*
- Enhanced information efforts in relation to transgender people\*
- Pilot project on supplementary counselling for transgender people\*
- Information materials targeted at parents of children with variations of sex characteristics\*
- Conference on variations of sex characteristics
- Review of the procedure for selection of blood donors

### International responsibility and cooperation:

- Danish membership of the Equal Rights Coalition (ERC)
- Danish contribution to the Global Philanthropy Projects (GPP) Global Resources Report
- Continued active Danish efforts to promote membership of the UN LGBTI Core Group
- IDAHO Forum
- Collaboration in the Nordic Council of Ministers
- Incitement to fly rainbow flags on local representations

### Cross-cutting initiatives:

- Coordinating function
- Inter-ministerial working group
- Review of legislation across areas
- Enhanced dialogue with civil society and improved collaboration with different civil society actors
- Study of well-being and living conditions for LGBTI people\*
- Compilation of knowledge and experience

\* The initiatives will be financed by the 2018 rate adjustment pool. The agreement of the parties to the rate adjustment pool includes 12 initiatives, but these are included in the list as 15 initiatives.

## Cross-cutting initiatives:

**Coordinating function:** In 2017, the government decided to make the Minister for Equal Opportunities responsible for coordinating LGBTI policies across ministerial areas. This role includes responsibility for ensuring coordination of initiatives in the area. An annual amount of DKK 3 million has been allocated for the coordinating function in the period 2018-2021. As previously, relevant ministries will be in charge of all LGBTI tasks within their specific field of responsibility.

**Inter-ministerial working group to ensure coordination, knowledge sharing, etc.:** In order to support the Minister for Equal Opportunities in her coordination responsibility in the LGBTI area, an inter-ministerial working group has been set up. The overall objective of this working group is to ensure knowledge sharing, coordination and further enhancement of inter-ministerial efforts to promote equal opportunities and freedom for the individual irrespective of sexual orientation and gender identity, and to prevent discrimination and homophobia.

**Review of legislation:** In 2018, the inter-ministerial working group will launch a review of legislation across the ministries' fields of responsibility to assess whether there may be a need for adjusting existing legislation or introduce new, including a review of whether legal gender reassignment should be allowed for transgender children and young people under the age of 18.

**Enhanced dialogue and improved collaboration with civil society actors:** Steps will be taken to set up a forum that will meet approximately twice a year with a view to enhancing dialogue with civil society and collaboration with NGOs and organisations within the LGBTI area.

**Study of well-being and living conditions for LGBTI people:** In 2021, a study will be conducted of the well-being and living conditions of LGBTI people. The study will examine the well-being, health and living conditions of LGBTI people in Denmark, as well as harassment, prejudice and any restrictions they experience. Among other things, the study will help to ensure that developments in

living conditions are comparable with previous similar Danish studies. The initiative will be financed by the 2018 rate adjustment pool.

**Compilation of knowledge and experience:** Recipients of funds under the application pool as well as recipients of project funding are obligated to evaluate their efforts as part of the projects. These evaluations – consisting of knowledge and experience collection – will be compiled in a report focussing on the results achieved and the effects and new knowledge produced within the LGBTI area. The compilation of knowledge and experience will involve the inter-ministerial working group as well as other relevant stakeholders.

### The inter-ministerial working group in the LGBTI area

The government has set up an inter-ministerial working group whose objective is to coordinate and further enhance the efforts to promote equal opportunities and freedom for the individual, irrespective of sexual orientation and gender identity, and to prevent discrimination and homophobia.

As part of this effort, the working group is responsible for ensuring exchange of the most recent knowledge and experience from both national and international fora, for coordinating existing and new initiatives between ministries and for reviewing legislation within the area.

The working group consists of the Ministry of Foreign Affairs, the Ministry of Health, the Ministry of Culture, the Ministry of Employment, the Ministry of Education, the Ministry for Economic Affairs and the Interior, the Ministry of Immigration and Integration, the Ministry of Higher Education and Science, the Ministry of Justice, the Ministry for Children and Social Affairs and the Ministry of Industry, Business and Financial Affairs. The Ministry of Foreign Affairs is chairing the working group.

# Rights of LGBTI people in Denmark over the years

## 1866

Death penalty for homosexuality replaced by “imprisonment with hard labour”.

## 1933

Homosexuality decriminalised.

## 1968

The Minister for Justice maintains that police must intervene if two men dance together. The ban on men dancing together is removed in 1973.

## 1976

Age of consent of 15 years introduced for homosexual relationships in line with heterosexual relationships. Up to now, having a sexual relationship with a person of the same gender under the age of 18 years has been criminal offence.

## 1981

The Danish Health Authority removes homosexuality from the Danish list of mental illnesses.

## 1986

Danish Parliament adopts an Act that equate inheritance tax regulations for cohabitants of the same gender with regulations for heterosexual spouses.

## 1987

Differential treatment and discrimination on the grounds of sexual orientation is made illegal, see the Act on prohibiting discrimination on the grounds of race, etc. which bans discrimination with regard to entry and serving beverages on the grounds of race, colour, national or ethnic origin, religion and sexual orientation.

## 1989

The Danish Parliament adopts the Registered Partnership Act. The Act is the first of its kind in the world, and Danish registered partnerships become a model for work in other countries.

## 1996

The Danish Parliament adopts the Act prohibiting direct or indirect discrimination in the labour market on the grounds of sexual orientation (and on the grounds of race, colour, religion or belief, political views, age, disability or national, social or ethnic origin).

# 1999

Denmark becomes the first country in the world to recognise two same-sex parents as legal parents by giving registered partners the right to step-parent adoption.

# 2006

Lesbian women gain the right to artificial insemination at public hospitals in line with other women.

# 2009

The mother's registered partner gains the right to step-parent adoption at birth and no longer has to wait for three months.

# 2010

Homosexuals may apply to adopt – equal to heterosexuals.

# 2012

Homosexual couples can marry, also in a church, equal to heterosexual couples.

# 2013

Danish Parliament amends the Children Act so that step-parent adoption is no longer required in order to become a legal parent, and so that it becomes possible for a man, a woman and her female partner to agree whether the man or the partner should legally acknowledge parenthood of a child that the man and the woman have together.

The Refugee Appeals Board decides that LGBT people who are granted asylum in Denmark are considered as refugees under the Refugee Convention and thus be granted convention status rather than protection status.

# 2014

Denmark is the first country in Europe and the third country in the world to allow legal gender reassignment based solely on a person's statement of identifying with the other gender.

# 2016

The EU adopts the first Council conclusions concerning the equality and rights of LGBT people.

Denmark adds its support to the UNESCO Call for Action against violence and bullying on the grounds of sexual orientation or gender identity in the education system.

# 2017

On 1 January 2017, Denmark moves WHO diagnosis codes for being transgender from the mental illnesses category to a non-stigmatising section.



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Every Tuesday evening, young people can call the youth hotline at LGBT+Ungdom, the youth organisation of LGBT Denmark. Volunteers are ready to take their calls at the offices in Nygade in central Copenhagen.

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# Counselling, networks and support

<sup>2</sup> The studies referred to in the action plan do not cover intersex. Consequently, the text refers to LGBT people instead of LGBTI people.

*Many LGBTI people are resourceful people with a career and family life. Yet, studies show that LGBTI people are at greater risk of marginalisation within a number of areas than the rest of the population. Enhanced counselling, networks and support will help reduce marginalisation, isolation and poor well-being.*

Studies show that, within a number of areas, LGBT people<sup>2</sup> are at greater risk of marginalisation and have poorer well-being than the rest of the population. For example, LGBT people more often feel stressed, more often experience uncomfortable pain or discomfort, and they drink and smoke more than the rest of the population. Suicidal tendencies are more than twice as prevalent among LGBT people than among the rest of the Danish population, and actual suicide attempts are about three times more frequent among LGBT people.

Thoughts about or experimenting with one's sexual orientation or gender identity may lead to loneliness and uncertainty about other people's reactions. This applies to young people who, from an early age, are already thinking that their sexual orientation or gender identity may be different from their friends and classmates. But it also applies to adults who discover later in life that they have another sexual orientation or gender identity, or adults who have not yet lived out their sexuality. It can be hard to imagine what the future may look like, especially if there is no one to talk to or see as a role model.

LGBTI people with ethnic minority background constitute a group at special risk of poor wellbeing and discrimination. Studies in the area reveal particular challenges with regard to acceptance of LGBTI people's rights and opportunities in ethnic-minority communities. These challenges are further exacerbated when LGBTI people with ethnic minority background come from communities and families in which rumours are commonplace and which have strongly traditional family patterns and norms. A possible consequence is that

## Facts

- The LGBT group generally has poorer health behaviour than the rest of the population with regard to smoking, alcohol, cannabis and other illicit drugs.
- LGBT people more often feel stressed and more often have protracted illness than the rest of the population.
- Thoughts of suicide are more than twice as prevalent among LGBT people as among the rest of the Danish population.
- Actual suicide attempts occur approximately three times more often among LGBT people (8.3 per cent against for 2.6 for men and 11.8 per cent against 4.2 per cent for women).
- One in three LGBT people with ethnic minority background (33 per cent) have considered suicide within the past year, while this figure is 19 per cent for other LGBT people.
- 13 per cent of LGBT people with ethnic minority background have been exposed to violence, and 18 per cent have been threatened with violence by their family. 15 per cent of LGBT people with ethnic minority background have experienced pressure to marry against their own will.
- Bisexual women report having been exposed to physical intimate partner violence and sexual abuse more often than heterosexual women do.

## Sources:

LGBT-sundhed – Helbred og trivsel blandt lesbiske, bøsser, biseksuelle og transpersoner, National Institute of Public Health, 2015.

Self-reported sexual and psychosocial health among non-heterosexual Danes, Christian Graugaard et al, Scandinavian Journal of Public Health, 2015.

Lige og Ulige? Homoseksuelle, biseksuelle og transkønnedes levevilkår, CASA, 2009.

Nydanske LGBT-personers levevilkår, Als Research, 2015. National Institute of Public Health, 2018.



On 14 April 2018, the Sabaah association celebrated its 12th birthday. Sabaah works to improve conditions for LGBT+ people with non-Danish ethnic backgrounds.

LGBTI people with ethnic minority background are subject to severe social control, force, pressure, violence or threats of violence from the family or the surrounding community.

Figures for the prevalence of violence against gays, lesbians and bisexuals in relationships are now available for the first time in the most recent Health and Morbidity Survey (SUSY, 2017). Among other things, the survey indicates that bisexual

women are exposed to physical intimate partner violence and sexual abuse more often than heterosexual women.

In order to respond to the challenges and improve the well being of LGBTI people, counselling, networks and support must be enhanced, e.g. through the NGOs in the area who are already devoting great efforts to promoting security and well-being among LGBTI people.

## Cases

### Cafe Aura:

In the autumn of 2017, LGBT Denmark launched a nationwide initiative, "Cafe Aura", targeting young people who are defying the norms for gender and sexual orientation. The project will establish physical meeting places in different towns and cities in Denmark where LGBT youths can meet with like-minded people and expand their network with young people who have shared some of the same experiences as themselves. The aim is to reduce and prevent loneliness and poor mental well-being among young people by consolidating their own resources and life mastery through community and inclusion.

### Sabaah's cafés:

Sabaah organises network cafés for LGBTI people with ethnic minority background every Tuesday in Copenhagen and twice a month in Aarhus. Moreover, twice a month, Sabaah organises a café for LBT women with ethnic minority background at a secret address in Copenhagen. The café is for women who are unable to attend evening events, or who feel uncomfortable in a setting with a majority of males.

# Initiatives

**Application pool for counselling, support and network opportunities:** In 2018, an application pool will be made available, targeting voluntary associations, organisations and NGOs. Counselling, support and network opportunities for LGBTI people is one of the themes of the pool. This includes providing support, counselling and network opportunities to LGBTI people outside the big cities. One of the aims of the application pool is to contribute to better well-being, less loneliness and isolation and to reduce the number of LGBTI people with thoughts of suicide and attempting suicide. The initiative will be financed by the 2018 rate adjustment pool.

**Project funding for Sabaah:** In 2018-2021, the Ministry of Immigration and Integration will grant project funding for Sabaah, an association that works to improve conditions for lesbian, gay, bisexuals and transgender individuals with ethnic minority background. The funding facilitates the expansion and strengthening of the counselling and information offered by the association so that more LGBT people with ethnic minority background and their relatives have access to counselling. The initiative will be financed by the 2018 rate adjustment pool.

**LGBTI people at asylum centres:** The ongoing work focussing on LGBTI people in the asylum system will be further developed and systematised. A guideline will be prepared for all asylum centres on how to address the special needs of LGBTI asylum seekers, and how to prioritise the needs of this group in connection with accommodation at the centre. Furthermore, fixed cooperation agreements will be established with LGBT Asylum,

stipulating that when an asylum centre becomes aware that an asylum seeker identifies as LGBTI, LGBT Asylum will be informed of this, provided that the LGBTI asylum seeker consents to this information being passed on, in order to provide assistance and support to the asylum seeker.

**Study of challenges and stigma in relation to “coming out”:** A study is launched to explore the different challenges and stigma that may be associated with coming out and being open about sexual orientation or gender identity. The study will contribute with new knowledge and help confront the taboo of the area.

**Efforts to combat violence in homosexual relationships:** In the spring of 2018, for the first time, the SUSY survey included data on the incidence of violence against gays, lesbians and bisexuals in relationships. The survey will form the basis of dialogue with stakeholders in the area concerning the launch of relevant measures in 2020-2021, e.g. knowledge creation, information materials etc. The initiative will be financed by the 2018 rate adjustment pool.

**Study of the living conditions of intersex people:** A qualitative study will be carried out to generate knowledge about the living conditions, life situation, needs and challenges of intersex people. The study will serve as a supplement to medical knowledge and the support offered to intersex people, and will provide knowledge about the well-being of intersex people with regard to education and employment, access to information and support, challenges in interactions with the surrounding world, etc.



Kamilla works as a caretaker at Rudersdal Lilleskole, a small private school. School manager Vipper Maria Matthiesen is holding the ladder.

# Promoting openness and inclusion in the labour market

*Sexual orientation or gender identity should not constitute a barrier to a person's participation in the labour market or full utilizing of his or her potential. Everyone should feel safe talking openly about their private life and family life and about their gender identity to managers and colleagues.*

Many LGBTI people find it difficult to be open about their sexual orientation or gender identity - or simply to be "themselves" at their workplace. Not being able to take part in the conversation when colleagues chat about their family or private life may affect a person's well-being.

When employees are not satisfied, absenteeism is often higher, staff turnover goes up, and productivity falls. Diversity is a resource that can contribute to development and growth in businesses. Allowing employees to unfold their full potential, and capitalising on their diversity can bring benefits to the individual employee as well as to the business. Satisfied employees are more productive. An inclusive workplace culture based on respect for the individual employee, irrespective of sexual orientation or gender identity, ensures a good worklife for employees and increases productivity for the business.

Moreover, focussing on diversity may also strengthen a business' reputation as an attractive workplace. This may help attract and retain employees from Denmark and abroad. Reflecting, embracing and emphasising diversity may enhance a business' employer brand. Therefore, it is also in the business' interest that LGBTI people feel safe talking openly about their sexual orientation or gender identity at the workplace. By reducing barriers to openness, all talents are allowed to unfold in the labour market.

## Facts

- 40 per cent of LGBT people are not at all open about their sexuality or gender identity at the workplace, or only open to a low degree.
- Younger age groups are generally more open about their sexual orientation and gender identity at the workplace than older age groups. 65 per cent of 18-29-year-olds are open to a high or a moderate degree about their sexual orientation and gender identity at their workplace. Among LGBT people over the age of 50, only 37 per cent are open about their sexual orientation and gender identity at their workplace.
- 9 per cent have felt discriminated against due to their sexuality or gender identity at the workplace. Out of these, 60 per cent state that the discrimination took the form of hints or jokes that made them feel uncomfortable.
- More than one in three Danes have experienced derogatory remarks about LGBT people at their workplace.
- 11 per cent of Danish LGBT people have felt discriminated against at their workplace within the past year. The EU average is 19 per cent. Generally, transgender individuals are more exposed to discrimination than homosexuals and bisexuals.

Survey of LGBT people' experience of openness in the labour market, conducted by Epinion for the Danish Confederation of Trade Unions (LO), the Joint Council of Salaried Employees and Public Servants (FTF) and the Danish Confederation of Professional Associations (AC), 2016. Analyse Danmark for the journal Fagbladet 3F, 2017. EU LGBT survey, FRA – Fundamental Rights Agency, 2014.

There is a need to develop initiatives that promote social inclusion and reduce discrimination, and to create a working environment with equal opportunities for all, irrespective of sexual orientation or gender identity. The initiatives should

be implemented in cooperation with voluntary associations, businesses, employers' organisations and professional organisations in order to establish ownership of the initiatives and produce an effect at the workplaces.

## Cases

### Danish businesses strive for inclusion and non-discrimination of LGBTI employees

A number of Danish businesses devote targeted efforts to ensuring inclusion and non-discrimination of LGBTI employees. Companies such as IBM, IKEA and Microsoft have company policies for LGBT people and actively support network activities for LGBT employees. Along with 430 other businesses, public-sector institutions, private individuals and self-employed professionals from all over Denmark, these companies are part of the "Danish LGBT Business Network". Furthermore, a large number of businesses participate in the annual Copenhagen Pride event, and more than 50 businesses sponsor the event every year.

### Empathetic Labour Market

LGBT Denmark offers the "Empatisk Arbejdsmarked" (Empathetic Labour Market) programme to businesses, organisations and educational institutions. The aim of the programme is to combat social exclusion and discrimination of LGBTI employees and managers. The programme includes courses, counselling and teaching for businesses, educational institutions and trade unions to support inclusion of LGBT people in the labour market. The purpose is to break down myths and prevent discrimination and differential treatment, and to improve the well-being of all employees.



Industriens Hus, home of the Confederation of Danish Industries, illuminated during the Copenhagen Pride 2017 event. A total of 38 businesses participated in the parade in 2017, while 62 corporate sponsorships supported Copenhagen Pride financially or otherwise. (Source: Copenhagen Pride)

# Initiatives

**Dialogue with the business community about openness and inclusion of LGBTI people at the workplace:** Dialogue will be initiated with businesses, employers' organisations and professional organisations about openness and inclusion at the workplace. The dialogue is to contribute to knowledge sharing and experience exchange. Furthermore, the dialogue will form the basis of devising a campaign within the area.

**Campaign on openness and inclusion of LGBTI people in the labour market:** In 2020 and 2021, a campaign will be conducted in collaboration with voluntary associations, businesses, employers' organisations and professional organisations. Among other things, the campaign will focus on communicating facts, successful practices, role models and specific experience to businesses and organisations. In the campaign, businesses and organisations will join forces to break down taboos and to promote openness and inclusion in the labour market and in society at large. The initiative will be financed by the 2018 rate adjustment pool.

**Study of barriers to openness at the workplace:** In 2018, a more elaborate study will be launched to identify barriers to openness at the workplace etc. The study will contribute with new knowledge in the area and form the basis for dialogue with the business community and the campaign on openness and inclusion.

**Integration of LGBTI perspectives in labour market research:** The Ministry of Employment will initiate a dialogue with the National Research Centre for the Working Environment (NFA) on the possibility of the Danish Working Environment and Health study to include LGBTI identities as a relevant identity marker in 2020.

**Inclusion of LGBTI example in the Danish Working Environment Authority's guidelines on bullying and sexual harassment:** In its guideline on bullying and sexual harassment, the Danish Working Environment Authority will mention that offensive behaviour can also target sexual orientation and gender identity.



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Two participants in the Copenhagen Pride event, which is held every year in August. The first Copenhagen Pride event took place in June 1996.

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# Combating prejudice among young people and promoting openness in education

*Many LGBTI people have experienced poor well-being at school and have faced challenges with regard to being open about their sexual orientation or gender identity. Steps should be taken at an early stage to combat prejudice among young people and to support LGBTI people to feel comfortable about opening up to their classmates or fellow students.*

The school system and the educational system should support the well-being of all children and young people, irrespective of sexual orientation and gender identity. However, international studies of the well-being of LGBTI people during their school years show that many LGBTI people have experienced psychological violence, exclusion or bullying at school. The consequence of this may be that young LGBTI people are not open about their sexuality and gender identity, and moreover it may have a negative effect on their well-being and thus on their readiness to learn and their education opportunities later in life. Furthermore, a UNESCO study has found that school is where most LGBT people experience prejudice and discrimination compared with family, friends and local community.

One way to promote openness and combat prejudice among children and young people is to provide students with a better understanding of differences and variations with regard to gender, body and sexuality, thus creating a broader range of norms and ideals. These topics are currently part of the health and sex education curricula at schools.

School managers, teachers and other pedagogical staff should have the relevant knowledge and tools to prepare them for encountering and supporting LGBTI pupils and to help them provide other pupils with a better understanding of what it means to identify as LGBTI. This will help create

## Facts

- 64 per cent of Danish LGBT people have experienced negative comments or behaviour at school due to their sexual orientation or gender identity.
- 63 per cent of Danish LGBT people often or always hid their sexual orientation or gender identity when they went to school.
- 84 per cent of Danes have witnessed negative comments or similar reactions to a schoolmate who was perceived as LGBT.
- In the group of LGBT people, suicide attempts are seen among children of 12 years or even younger, whereas in the heterosexual control group, there were no attempted suicides at such an early age.
- A report drawn up by UNESCO in 2016 shows that LGBT pupils are more often exposed to physical or psychological violence than heterosexuals at school. Among the Norwegian male homosexuals participating in the study, 48 per cent felt they had been victims of bullying at school compared with 7 per cent of the heterosexual pupils.
- 24 per cent of Danes with ethnic minority background support prohibiting sex between two people of the same gender.
- 29 per cent of Danes with ethnic minority background are opposed to allowing gender reassignment surgery.

Sources: UNESCO (2016) – Out in the open. Education sector responses to violence based on sexual orientation and gender identity/expression.

EU LGBT survey, FRA – Fundamental Rights Agency, 2014 Lige og Ulige? Homoseksuelle, biseksuelle og trans-kønnedes levevilkår, CASA, 2009.

Als Research (2015) – Nydanske LGBT-personers levevilkår.

a culture in which LGBTI pupils feel comfortable about opening up about their sexual orientation or gender identity.

There is a need to prevent and reduce bullying, poor well-being and discrimination in relation to gender, body and sexuality among young people.



The board of the Sabaah association prepares the annual general meeting. Membership of the association is secret. Sabaah works to improve conditions for LGBT+ people with non-Danish ethnic backgrounds.

## Cases

### UNESCO call for action:

In 2016, Denmark added its support to the UNESCO Call for Action on teaching. Among other things, UNESCO calls for countries to monitor violence and bullying at school, to develop policies to prevent and manage violence and discrimination nationally, locally and at schools, and to design teaching environments focusing on inclusion and well-being for all. Further to this, and as part of the government's action plan to prevent and combat bullying, Denmark has launched initiatives to counter bullying and violence against young LGBTI people.

### Normstormerne:

The City of Aarhus and the City of Copenhagen are collaborating with LGBT+Ungdom (the youth organisation of LGBT Denmark), the Danish AIDS Foundation and the Danish Family Planning Association on the "Normstormerne" initiative offered to 7th-10th graders in Aarhus and Copenhagen. A visit from "Normstormerne" aims to reduce bullying and poor well-being related to gender and sexuality. The "Normstormerne" initiative gives pupils the opportunity to work on gaining a more sensitive and varied understanding of gender and sexuality and to contribute to designing specific tools to prevent bullying and discrimination, thus making the classroom a more secure place for everyone, irrespective of gender identity, gender expression and sexual orientation.

### "Destination Trivsel" (Destination Well-being):

In collaboration with the City of Aarhus, the City of Copenhagen, the municipalities of Aalborg and Holstebro, Skolelederforeningen (the Danish association of school managers), Danske Skoleelever (the Danish pupils' association) and Skole og Forældre (association for schools and parents), the Danish Family Planning Association has developed the "Destination Trivsel" (Destination Well-being) initiative which promotes well-being and prevents bullying, poor well-being and discrimination related to gender, body and sexuality. The project focuses on how individual schools can work on education initiatives and the development of a school culture that promotes well-being based on recognition and diversity. For example, "Destination Trivsel" offers specific learning programmes about norms, gender, body, relationships and sexuality for all age groups at school.

# Initiatives

**Application pool to combat prejudice:** In 2018, an application pool will be made available, targeting voluntary associations, organisations and NGOs. Combating prejudice is one of the themes of the pool. One of the objectives of the application pool is to reduce prejudice in the population in general with regard to LGBTI people. More specifically, efforts may be targeted at activities and information for clubs and associations, as well as at school and upper secondary education with a view to combating prejudice at an early stage. The initiative will be financed by the 2018 rate adjustment pool.

**Evaluation of health and sex education as well as family education:** The Ministry of Education will carry out an evaluation of the compulsory subject health, sex and family education at municipal and private primary and lower secondary schools. The subject aims at helping pupils understand norms and ideals for gender, body and sexuality and how this understanding is influenced by the society in which we live. The purpose of the evaluation is to follow up on whether teaching in the subject can be improved. The evaluation will be launched in the first half of 2018, and the results are expected to be available at the end of 2018.

**Preliminary study on monitoring the well-being of LGBTI pupils:** As follow-up on the support for the UNESCO Call for Action, the Ministry of Education will launch a preliminary study on how the well-being of LGBTI pupils in the education system can be monitored to secure long-term knowledge about the well-being of this target group, and where efforts should be made for pupils who are not thriving. Knowledge about the well-being of LGBTI pupils will also contribute to meeting the national target in the primary and lower secondary school reform to improve the well-being of all pupils.

**Inspiration and guidance materials for schools and upper secondary education institutions:** Inspiration and guidance materials will be prepared for schools and upper secondary education institutions concerning the potential challenges faced by for example homosexual or transgender children or children of homosexual parents, and concerning the options open to management, teachers and pedagogical staff to support children's and young people's well-being and promote openness and understanding among their classmates. The materials will focus particularly on supporting schools and institutions at which acceptance of LGBTI people may be low, e.g. because of a high percentage of students from non-Danish ethnic backgrounds. The materials will be prepared together with films and other materials produced on the basis of grants from distribution funds from the Ministry of Education in 2017.

**Discussion of the LGBTI area at higher education institutions:** The Ministry of Higher Education and Science will discuss LGBTI aspects with the managements of higher education institutions in Denmark in order to exchange experience and initiatives in the area. The discussions will aim to identify any challenges, including whether there is a basis for follow-up efforts.

**Sex education on teacher training programmes:** After completion of the ongoing evaluation of teacher training programmes at the end of 2018, it will be decided whether initiatives should be launched in relation to sex education on teacher training programmes. Among other things, the evaluation will shed light on how university colleges organise optional courses, including "Health, sex and family education".



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Pan Idræt's women's football team are trying their shoes before an away match at the Kløvermarken football pitches on Amager in Copenhagen. The members of the Pan Idræt sports club are primarily homosexuals. Pan Idræt is part of a global sports network for LGBT people.

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# Combating homophobia and transphobia in public spaces, sports and leisure

*LGBTI people should have the same opportunities as other people to move freely in public spaces and to be active in sports and leisure clubs and associations. Barriers preventing equal opportunities for participation must be broken down.*

Just like other people, LGBTI people should be able to move safely and freely in public spaces, without fear of threats, harassment or abuse. However, LGBTI people still experience discrimination and prejudice because of their sexual orientation or gender identity. As a result, some LGBTI people keep away from certain places or avoid holding hands with their same-sex partner.

Public spaces should provide a setting for social interaction between all human beings; a place where people relate to each other and meet other people who are not necessarily like themselves. This applies whether you play in your local football club, you are a scout or if you are engaged in a youth organisation.

For example, Danish sports clubs should be open to all. Yet, LGBTI people may experience barriers that effectively prevent them from having the same conditions and opportunities as other people to participate and thrive in sports environments.

Especially in sports environments with a predominantly male culture focusing on physical and masculine qualities as ideals to strive for and pursue, there may be a certain negative tone with regard to LGBTI people. This may cause LGBTI people to either not thrive in these sports environments or to avoid joining clubs altogether, despite a desire to engage in a particular sport.

## Facts

- 31 per cent of Danish LGBT people have felt discriminated against or harassed because of their sexual orientation.
- 49 per cent of Danish LGBT people avoid holding hands with a same-sex partner in public for fear of attack, threats or harassment.
- More than 50 per cent of Danish transgender people keep away from certain places for fear of attack, threats or harassment.
- The number of registered hate crimes increased by 38.4 per cent from 2015 to 2016. Hate crimes motivated by racism were the most common category in terms of motives in 2016 (140 cases), followed by hate crimes motivated by religion (88 cases) and hate crimes motivated by the victim's sexual orientation (45 cases).
- There is no Danish study of homophobia and transphobia in sports, but a study from 2015 covering the US, the UK, Australia, Canada, Ireland and New Zealand found that 73 per cent of the respondents did not believe that youth team sports is safe for homosexuals and bisexuals. Only 1 per cent believed that homosexuals and bisexuals are fully accepted in sports culture, while 46 per cent believed that there is no acceptance at all or only little acceptance.

LGBT survey, FRA – Fundamental Rights Agency, 2014  
 Danish National Police annual report on hate crimes, 2016  
 Out on the fields, Erik Denison and Alistair Kitchen, 2015  
 LGBT-sundhed – Helbred og trivsel blandt lesbiske, bøsser, biseksuelle og transpersoner, National Institute of Public Health 2015.



In 2021, the WorldPride and the EuroGames will be held in Copenhagen. This mega-event will go by the name of Happy Copenhagen.

There is a need to combat prejudice and ensure safe public spaces, in general and in the area of sports in particular, so that LGBTI people can move

freely, participate in clubs and associations equal to other people and be open about their sexual orientation and gender identity.

## Cases

### **WorldPride and EuroGames to be held in Denmark in 2021**

In 2017, the government issued statements of support for endeavours by Copenhagen Pride and Pan Idræt to make Copenhagen the venue of WorldPride as well as the EuroGames sports event in 2021 via the project organisation Happy Copenhagen. Consequently, Copenhagen will be hosting both the WorldPride and EuroGames under the heading Happy Copenhagen. It will be the first time that the two events are held at the same time in the same city, and the event is expected to attract more than half a million people.

**Campaign against homophobia in Danish football:** In 2017, the Danish Football Players' Association, DBU – the Danish Football Association, the Association of Elite Football Clubs in Denmark, and Amnesty International conducted a joint campaign against homophobia in Danish football. As part of the campaign, Danish football players spoke out against homophobia in sports by wearing rainbow-coloured captain's armbands and carrying rainbow flags when they entered the field for games in the Danish Alka Superliga.

**Efforts by Danish National Police to combat hate crimes:** In 2015, the Danish National Police intensified efforts to combat hate crimes, e.g. by setting up a monitoring scheme. In relation to this scheme, a report is prepared annually, describing the number and nature of reported hate crimes in Denmark. The category "Hate crimes motivated by sexual orientation" ("Seksuelt orienterede hadforbrydelser") is a permanent part of the report. The monitoring scheme helps to create stronger awareness about preventing and combating hate crimes. Furthermore, the Danish National Police has initiated a dialogue with a number of important stakeholders in the area, including the Danish Institute for Human Rights and LGBTI organisations, in order to establish closer and ongoing collaboration through which the police can receive input for future initiatives, e.g. with regard to combating hate crimes against LGBTI people. The dialogue also aims at building greater trust between the police and vulnerable minority groups so that a higher number of victims of hate crimes report these crimes to the police.

# Initiatives

**Study of barriers to LGBTI people in sports associations and the extent of homophobia and transphobia:** In 2019, the Ministry of Culture will conduct a study of the extent of barriers experienced by LGBTI people in Danish sports associations and the extent of homophobia and transphobia in these environments. The study aims to establish a knowledge base for developing a joint strategy for sports in the LGBTI area and subsequently to launch initiatives in the area. The initiative will be financed by the 2018 rate adjustment pool.

**Establishment of a working group and development of a joint strategy for sports:** A working group will be set up under the Ministry of Culture to develop a joint strategy for sports focussing on how to enhance well-being, security and equal opportunities for LGBTI people in sports clubs. The working group will consist of stakeholders in the area, e.g. from the Danish Institute for Sports Studies, DIF - Sports Confederation of Denmark, DGI - Danish Gymnastics and Sports Associations, DBU - the Danish Football Association, the Danish Football Players' Association, Dansk Fodboldommer Union (the association of Danish football referees), the association of Danish fan clubs, PAN Idræt, LGBT Denmark, Amnesty International and the Danish Family Planning Association. The initiative will be financed by the 2018 rate adjustment pool.

**Launch of initiatives in selected sports:** Based on the recommendations from the working group and the joint strategy for sports, in 2020 and 2021, the Ministry of Culture will launch a range of initiatives in the form of campaigns and activities within selected sports to enhance the well-being, security and equal opportunities of LGBTI people in Danish sports clubs, and to combat homophobia and transphobia. The initiative will be financed by the 2018 rate adjustment pool.

**WorldPride and EuroGames in 2021:** The 2021 WorldPride and EuroGames events will coincide with the Ministry of Culture launching its campaigns and activities to improve LGBTI people' well-being, security and equal opportunities in Danish sports clubs. Therefore, the Ministry of Culture will engage in a dialogue with Happy Copenhagen and the organisations behind it, including Copenhagen Pride and Pan Idræt, in order to coordinate the two events with the Ministry's initiative to the benefit of all LGBTI people.

**Expansion of the victim survey questionnaire:** The Ministry of Justice will expand the victim survey questionnaire by adding a question that sheds more light on the motives behind acts of violence committed against LGBTI people.

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Jørgen, at the back, lives at the nursing home "Slottet" with his partner Benny. "Slottet" in Nørrebro in Copenhagen is a "rainbow" nursing home with special focus on LGBT people.

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# Enhancing knowledge and counselling within healthcare and elderly care

<sup>3</sup> When the acronym LGBT is used instead of LGBTI, this is because the studies referred to in the following text do not include intersex people. Consequently, the text refers to LGBT people instead of LGBTI people.

*Equal access to healthcare and treatment are fundamental to the quality of life of any human being. Physical and mental well-being are prerequisites for thriving and participating in society, for completing an education and for performing a job.*

Compared with the rest of the population, LGBT people<sup>3</sup> generally have poorer health. This is partly due to their health behaviour in relation to smoking and drinking. Furthermore, the incidence of cancer, suicide and suicide attempts is higher.

Studies also indicate that LGBTI people may feel that they are met with prejudice and poor understanding in the healthcare sector. This may have a negative effect on life quality. Addressing this issue without proper knowledge can be a challenge for care and activity staff and for other healthcare professionals, both with regard to older and younger LGBTI people.

Generating knowledge and collecting experience are important elements of patient treatment in general, but particularly in relation to relatively rare conditions such as transgenderism. Furthermore, it is crucial that transgender and intersex people and their relatives receive the right information about diagnostic evaluation and treatment programmes in the healthcare sector.

Equal access to healthcare for everyone is fundamental in Danish society. Therefore, the healthcare sector should be aware of the special health risks and challenges facing LGBTI people to make sure that no individual feels that their sexual orientation, gender identity or gender characteristics constitute a barrier to a good and healthy life.

There is a need for wide variety of initiatives that support research and knowledge dissemination in order to bury any myths and ensure an unprejudiced meeting between the healthcare sector, elderly care and LGBTI people. This should

## Facts

- Around one in five LGBT people smoke daily, while this only applies to 16 per cent of the rest of the Danish population.
- LGBT people smoke more cannabis than the rest of the population. This applies particularly to bisexual women: 25 per cent of bisexual women smoke cannabis compared with 5 per cent of heterosexual women.
- 16 per cent of gay men exceed the high-risk limit for consumption of alcohol (21 units per week), compared with 9 per cent of heterosexual men. 17 per cent of transgender people drink more than 17.5 units of alcohol per week.
- A Danish study from 2013 shows that women who are married to women have higher mortality rate from suicide and cancer. For men married to men, higher mortality from AIDS-related diseases and suicide was observed.
- Self-reported health of transgender people is considerably poorer than for the other groups, and a large percentage also have poor mental health and suffer from stress. This applies in particular to young transgender individuals under the age of 35 years.

LGBT-sundhed – Helbred og trivsel blandt lesbiske, bøsser, biseksuelle og transpersoner, National Institute of Public Health, 2015.

Self-reported sexual and psychosocial health among non-heterosexual Danes, Christian Graugaard et al, Scandinavian Journal of Public Health, 2015.

Lige og Ulige? Homoseksuelle, biseksuelle og transkønnedes levevilkår, CASA, 2009.

be supported by enhanced knowledge, research, counselling and information materials about living as a transgender or intersex person.

## Cases

### Moving diagnosis codes for transgender individuals and improving options for treatment

Denmark was the first country in the world to move WHO's diagnosis codes for transgender individuals from the mental illnesses category to a non-stigmatising section. This happened on 1 January 2017. The new 2017 speciality plan from the Danish Health Authority makes it possible for transgender people to receive their initial diagnosis and start treatment in the North Denmark Region. This increases the number of services for transgender people, also from a geographical perspective.

### New guideline from the Danish Health Authority concerning support from healthcare professionals in relation to gender identity issues

In September 2017, the Danish Health Authority published a new guideline on support from healthcare professionals in relation to gender identity issues. The new guideline emphasises that healthcare professionals must show respect and understanding for individual transgender people. The guideline also states that a psychiatric evaluation is not a general condition for healthcare in connection with all gender identity issues and should only be carried out when this is relevant based on a specific and individual professional assessment. Relevant organisations in the area have been involved in preparing the guidelines on an ongoing basis.

### Specialist initiative aimed at children and young people with gender identity issues

This initiative allows children and young people to enter treatment with medicine that postpones puberty (also known as hormone blockers) when they reach Tanner Stage 2<sup>4</sup> or higher. Treatment with hormones of the gender with which a person identifies (so-called cross-gender hormones) can be started when the effect of the hormone blockers has been assessed. This presupposes a thorough and up-to-date professional and individual assessment that takes account of the individual's preferences and conditions. The treatment programmes are conducted by a team of specialists from the Department of Clinical Sexology, Rigshospitalet, Børne-Unge Psykiatrisk Klinik (psychiatric clinic for children and young people) and Bispebjerg Hospital.

### Proposal to amend castration legislation

On 1 January 2018 changes to the Danish Health Act entered into force. The changes will help ensure that transgender people are met with dignity and respect by the healthcare sector. The terminology in the Danish Health Act has been altered so that castration in connection with gender reassignment surgery no longer requires a transsexuality diagnosis, but instead must meet the transgender requirement. The requirement that the Danish Health Authority must grant permission for castration as part of gender reassignment surgery has also been removed, and the decision is instead now with the doctor in charge and the patient, as they are in the best position to determine whether the conditions for castration have been met.

<sup>4</sup> Tanner stages are used to assess puberty development. Early puberty is marked by breast development in girls (Tanner stage 2) and testicular enlargement in boys (Tanner stage 2).



Henriette Kristensen is giving a talk on gender reassignment for the TID (Transpersoner i Danmark) association.

# Initiatives

**Enhanced health initiatives in primary healthcare (GPs) targeting LGBTI people:** An initiative will be launched to ensure an enhanced preventive effort based on the primary healthcare sector. General practitioners (GPs) must be better equipped to meet LGBTI people with tolerance and an open mind, and they must increase their knowledge about health issues for LGBTI people, e.g. mental health, including increased risk of suicide, sexually transmitted infections, hepatitis, smoking, alcohol and cancer. Furthermore, an information campaign targeting LGBTI people will be launched, encouraging all LGBTI people to be unprejudiced and open towards their GPs with respect to their sexuality to ensure that the GP is able to provide the best and most relevant help and treatment to the individual patient. The initiative will be financed by the 2018 rate adjustment pool.

**Information materials with regard to elderly LGBTI people for care staff and staff providing activities for the elderly:** Information materials will be prepared to support care and activity staff in their meeting with elderly LGBTI people. The purpose of this is to promote the health of LGBTI people and ensure that they are cared for with dignity and respect for their sexual orientation and gender identity in their old age. The material will support an unprejudiced and tolerant dialogue between LGBTI people and care and activity staff for LGBTI people. The information materials will draw on previous experience and input from relevant players. The initiative will be financed by the 2018 rate adjustment pool.

**Establishment of a knowledge centre on transgender issues:** A knowledge centre will be established in the healthcare sector to generate knowledge and gather experience on transgenderism. The centre will be a non-physical unit with a board composed of the two centres in the field located in the Capital Region of Denmark and the North Denmark Region, respectively. A head of research and a secretariat will be in charge of day-to-day operations. Researchers and PhD scholars from the departments involved may be affiliated with the centre, and the centre may create databases, develop research protocols, organise courses and conferences, etc. The initiative will be financed by the 2018 rate adjustment pool.

**Enhanced information efforts in relation to transgender people:** Information efforts in the healthcare sector will be enhanced, including more user involvement and activities to promote dialogue and transparency about treatment programmes, information meetings for users and relatives, as well as efforts targeting relevant staff

groups such as teachers and healthcare professionals. Dialogue meetings between hospitals and user organisations etc. will be conducted, and similar initiatives will be taken to respond to requests from user organisations for more transparency and involvement in the area. The initiative will be financed by the 2018 rate adjustment pool.

**Pilot project on supplementary counselling for transgender people:** A pilot project will be launched to offer supplementary counselling to transgender individuals which is independent of the evaluation and treatment they otherwise receive. The counselling initiative will be launched in connection with the existing programme offered by the Capital Region of Denmark and the North Denmark Region. The counselling will be conducted by psychologists and social workers and aims to provide psychological and social support during the transitioning experienced by the transgender person or if the transgender person needs help to clarify gender identity issues, e.g. up to gender reassignment. The initiative will be financed by the 2018 rate adjustment pool.

**Information materials targeted at parents of children who are born with variations of sex characteristics:** Information materials will be prepared targeting parents of children who are born with variations of sex characteristics. The Danish Health Authority will issue the information materials, and focus will be on informing parents in the best possible way about the medical aspects as well as the dilemmas and challenges associated with variations of their child's sex characteristics. The material will be based on the overall professional guidelines currently being prepared by the Danish regions and the professional community. Relevant stakeholders will be involved in preparing the material. The initiative will be financed by the 2018 rate adjustment pool.

**Conference on variations of sex characteristics:** To promote openness, knowledge and dialogue about variations of sex characteristics, in the second half of 2018, the Danish Health Authority will organise a healthcare conference on this topic. To ensure participation by relevant experts and stakeholders, the invitation will be widely distributed.

**Review of the procedure for selection of blood donors:** There is a need to increase focus on blood donor selection to make selection less stereotyped and more focused on risk behaviour. Therefore, a review has been launched to examine blood banks' procedures for assessing the eligibility of donors, including questionnaires for potential blood donors and general practice.



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In many countries, holding the pride parade is a challenge. This picture is from Baltic Pride in Vilnius in 2013.

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# International responsibility and cooperation

<sup>5</sup> ILGA Europe (2017): State Sponsored Homophobia - A World Survey of Sexual Orientation Laws: Criminalisation, Protection and Recognition.

*The rights of LGBTI people are under pressure internationally. In large parts of the world, LGBTI people are being persecuted, and homosexuality and homosexual relationships are not recognised.*

Homosexuality is prohibited in more than 70 countries, eight of which impose the death penalty for homosexuality<sup>5</sup>. Increased discrimination, persecution, hate campaigns and actions targeting LGBTI people have been reported from several countries.

Homosexuality and gender identity continue to be controversial issues in many places around the world. Discrimination on the grounds of sexual orientation and gender identity is frequent in a number of countries, for example in the Middle East and Africa. This applies in several former British colonies in which the so-called sodomy law dating back to Victorian times still bans sexual relations between men, and in Sharia Law countries. However, discrimination is also prevalent in countries such as Russia and several eastern European countries which ban organisations working for LGBTI rights and in which the authorities take severe action against LGBTI activists.

Freedom and equality are crucial for the opportunities of each individual human being and for the affluence, development and economic growth of a country. Therefore, Denmark's strategy for development cooperation and humanitarian action, the World 2030, establishes that Denmark "will work for a society that does not discriminate – based neither on gender identity nor sexual orientation – and which complies with the internationally agreed rules". It is essential that Denmark continue

## Facts

- In the most recent 2015/2016 Global Resources Report, which maps out funding for the LGBTI area internationally, Denmark ranks in the top six among the donor countries and multilateral donors included in the report.
- According to the Global Resources Report, in 2015 and 2016 Denmark allocated more than USD 6 million to the LGBTI agenda through its foreign policy and development cooperation.
- Homosexuality is prohibited in 72 countries around the world. In 45 of these countries, legislation applies to both women and men.
- In eight countries, homosexuality can be punished with the death penalty.
- Homosexual marriages are only acknowledged and allowed in 22 countries.

Source: International Lesbian, Gay, Bisexual, Trans and Intersex Association: Carroll, A. and Mendos, L.R., State-Sponsored Homophobia 2017: A world survey of sexual orientation laws: criminalisation, protection and recognition (Geneva; ILGA, May 2017).

to lead the way to promote the right to freedom and equality, irrespective of sexual orientation, gender identity and gender.

There is a need for Denmark to continue to work actively to promote human rights for LGBTI people globally. Bilateral efforts will be made through Danish embassies and representations which will follow developments in the LGBTI area at country level, engage in dialogue with partner countries,

and support local and international civil society organisations working to promote LGBTI rights and conditions in these countries. Moreover, Denmark works actively to promote recognition and human rights for LGBTI people multilaterally through the UN, the EU, OSCE and the Council of Europe.

Denmark also supports several Danish civil society organisations which work on advocacy

for LGBTI human rights at international level and through efforts in specific countries. Examples of such organisations are the Danish Family Planning Association, the Danish AIDS Foundation and LGBT Denmark. Denmark also supports several international organisations and foundations working for LGBTI rights globally, including Amplify Change and the International Planned Parenthood Federation (IPPF).

**Presidency of the Council of Europe:** Under the Danish Presidency of the Council of Europe in 2017/2018, LGBTI rights were a focus area and a priority. In March 2018, in collaboration with the Danish Parliament and the Danish delegation to the Parliamentary Assembly of the Council of Europe, the Danish government held a conference at Christiansborg in Copenhagen on LGBTI people's private and family life. On this occasion, the government issued a publication on homosexual couples' rights to marriage and family life in Europe. The publication may serve as inspiration and be used to share knowledge between member states.

**LGBT Denmark project in Uganda:** Many LGBT+ people in Uganda live a marginalised life. They are discriminated against by their families, public institutions and society in general, and living out their sexuality and gender identity is illegal. This often leads to self-stigmatisation, low self-esteem and minority stress. A survey of the situation for LGBT+ people and organisations in Uganda carried out in 2015-16 concludes that LGBT+ people need support to cope with this discrimination and with the psychological problems it entails. Based on funding from the Ministry of Foreign Affairs, LGBT Denmark and Positive Vibes (PV) has held 12 workshops with around 200 participants aimed at combating the discrimination faced by LGBT+ people and bridging the gap between LGBT+ people and the surrounding community.

**Danish-Arab Partnership Programme (DAPP):** In the new phase of the Danish-Arab Partnership Programme (DAPP) 2017-2021, the Ministry of Foreign Affairs has chosen to focus on conditions for LGBTI people in the Middle East and North African. Consequently, LGBT Denmark has received funding from DAPP under the "Equality" area of action at DAPP. LGBT Denmark strives to enhance local LGBT organisations, for example through capacity building within project management, financial management and organisation. Furthermore, the project aims to strengthen the self-esteem of LGBT people by providing education on what it means to be an LGBT person. The project gives LGBT people the opportunity to meet like-minded people, thus helping them out of their isolation. The project has already shown its first positive results in Tunisia.

**Myanmar:** In 2015/2016, the Embassy in Myanmar funded a local LGBT film and photo festival, and the Embassy expects to support the festival again in 2018. The festival includes film screenings, a photo exhibition, debates and workshops and in 2016 it attracted more than 3,500 attendees. The purpose of the festival is to contribute to the growing movement for equal rights for LGBT people in Myanmar, and to find positive young role models, to debate about LGBT-specific challenges, and to increase awareness of HIV/AIDS in the local LGBT community. In the future, the plan is for the annual film festival to be held outside Yangon as well, e.g. at universities and other locations in Myanmar.

# Initiatives

**Danish membership of the Equal Rights Coalition (ERC):** The ERC was established in 2016 and is an association of states, private players and NGOs who work to promote equality for LGBTI people internationally, for example through knowledge-sharing, coordination and joint initiatives. In March 2018, Denmark was officially included as a member. Denmark will use its membership to promote rights of LGBTI people globally, including to promote the LGBTI agenda in relevant international fora, and to consolidate coordination between countries and organisations working to promote human rights for LGBTI people internationally.

**Danish contribution to the Global Resources Report from the Global Philanthropy Project (GPP):** Every other year, the GPP prepares a report, the purpose of which is to map out funding for the LGBTI area in an international context. In 2017, for the first time, the Ministry of Foreign Affairs contributed data on Danish funding for the LGBTI area for 2015 and 2016.

**Danish membership of the UN LGBT Core Group:** In recent years, major progress has been made through the UN with regard to the rights of LGBTI people, and Danish membership of the UN LGBT Core Group will strengthen Denmark's position in the LGBTI area. As the UN LGBT Core Group aims for an equal regional distribution of member states, in order to be included as a member, Denmark must join together with a non-Western country. Work is in progress to ensure Danish membership of the UN LGBT Core Group.

**IDAHO Forum:** Denmark participates actively in the annual IDAHO Forum, a European conference on the rights of LGBTI people. At the IDAHO Forum, ministers and government officials from a large number of European countries, EU institutions, human rights organisations, civil society, etc. come together to discuss central issues for LGBTI people in society and to promote cooperation between the countries themselves and cooperation in the context of the biannual Roundtable Meeting for European key players and officials in the LGBTI area.

**Collaboration in the Nordic Council of Ministers:** The Nordic countries constitute a community of values as they share a desire to promote security, well-being and equal opportunities for LGBTI people, but at present, the LGBTI area is not formally anchored in the Nordic Council of Ministers. Therefore, Denmark will work to promote and anchor the LGBTI area in Nordic collaboration, e.g. through specific projects.

**Incitement to fly rainbow flags on local representations:** The Ministry of Foreign Affairs encourages Danish representations to fly rainbow flags on special occasions and special days, e.g. at local pride events and on 17 May, the International Day Against Homophobia, Transphobia and Biphobia (IDAHOT), while still taking local conditions into account. Foreign LGBT organisations have emphasised the positive political impact and importance in relation to security when foreign representations participate in local pride events or otherwise support the LGBTI agenda in their country of residence, e.g. by flying rainbow flags.

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