



FRA

EUROPEAN UNION AGENCY
FOR FUNDAMENTAL RIGHTS

LGBTIQ EQUALITY AT A CROSSROADS

PROGRESS AND CHALLENGES

EU LGBTIQ SURVEY III



FRA

LGBTIQ equality at a crossroads

–

Progress and challenges

Vienna, 2024

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Luxembourg: Publications Office of the European Union, 2024

Print	ISBN 978-92-9489-296-6	doi:10.2811/569753	TK-02-24-171-EN-C
PDF	ISBN 978-92-9489-297-3	doi:10.2811/920578	TK-02-24-171-EN-N

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Foreword

We are at a critical moment for LGBTIQ equality. FRA's third LGBTIQ survey, one of the biggest of its kind globally, shows that LGBTIQ people continue to experience hate-motivated violence and discrimination. Although many are proudly defying hate, there is, at the same time, a backlash of violence and harassment. Trans and intersex people are the most harshly affected.

The survey findings present a paradox.

On the one hand, we see that years of efforts, policy and legislation combined with campaigning show some positive developments in the fight for equality. People are becoming more open about their sexual orientation, gender identity, gender expression and sex characteristics. They feel safer when holding hands with their partners in public. Schools deal with LGBTIQ issues more positively than before. But discrimination against LGBTIQ people is still far too high, although it has been gradually declining since FRA's first survey in 2012.

Signs of progress like these are positive and re-affirming. We have reached this point thanks to years of effort, sometimes against all odds, by the EU, Member States and civil society.

On the other hand, everyday harassment, bullying in schools, hate crime and alarmingly high rates of violence tell another story. Online campaigns inciting hate against LGBTIQ people are spreading disinformation. LGBTIQ students are bullied by other students and ridiculed by teachers in some classrooms across Europe. Hate speech targeted at young people cruelly isolates some of the most vulnerable members of our society. A steep increase in everyday harassment shows it is a reality for many. And it is not happening behind closed doors: much of this happens in public spaces where people are supposed to feel safe.

Bullying in schools is sharply increasing. Faced with an onslaught of humiliation and hate, LGBTIQ people need more places where they feel safe. Most alarmingly, more than one in three people had suicidal thoughts in the last year. This is much higher for trans women and trans men. Trans and intersex people, LGBTIQ people with disabilities and those who are unemployed or belonging to minorities face the most critical hardship. They lack basic access to healthcare. They experience financial difficulties and even homelessness. Some people are humiliated and harmed through abusive conversion practices.

These findings are a clear red flag. A fragile equality hangs in the balance.

All LGBTIQ people should feel safe in Europe and able to participate fully in our societies. We should all be able to be who we are and love who we want. Young people need protection. Marginalised communities need support to meet their basic needs. EU institutions and Member States must step up and lead by example. They urgently need to provide greater social protection and support. Faltering on commitments now risks undoing the monumental progress made so far.

We have a responsibility to protect all groups in LGBTIQ communities. A responsibility to make it safe to be open. A responsibility to make it just and equal. Ensuring a life in dignity can pave the way for genuine LGBTIQ equality.

Sirpa Rautio
Director



Country codes

EU-27 Survey average of the results for the 27 EU Member States

EU-27 + 3 Survey average of the results for the 30 surveyed countries (27 EU Member States + Albania, North Macedonia and Serbia)

AT Austria

EL Greece

LT Lithuania

SE Sweden

BE Belgium

ES Spain

LU Luxembourg

SI Slovenia

BG Bulgaria

FI Finland

LV Latvia

SK Slovakia

CY Cyprus

FR France

MT Malta

AL Albania

CZ Czechia

HR Croatia

NL Netherlands

MK North Macedonia

DE Germany

HU Hungary

PL Poland

RS Serbia

DK Denmark

IE Ireland

PT Portugal

EE Estonia

IT Italy

RO Romania



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Why is this survey needed?

Sexual orientation, and gender identity and expression are basic elements of personal identity. In the EU today, many of those with a sexual orientation, such as lesbian, gay, bisexual, asexual or pansexual, and/or a certain gender identity, trans women and men, non-binary and gender diverse people, and intersex people with diverse sex characteristics or gender expression suffer discrimination, harassment and violence or isolation and exclusion because of who they are. To protect themselves they often feel the need and the pressure to conceal or hide their sexual orientation, gender identity or sex characteristics.

The EU, in accordance with the Treaty on European Union (TEU), upholds values such as human dignity, freedom, democracy, equality, the rule of law and respect for human rights, including the rights of people belonging to minority groups. It is legally bound to uphold and enforce those values. Article 21 of the Charter of Fundamental Rights of the European Union (the Charter) explicitly prohibits discrimination on the ground of sexual orientation.

Primary EU law imposes an obligation on the EU and its Member States to combat such discrimination. Over the past two decades, the EU has strengthened standards on non-discrimination and equality for lesbian, gay, bisexual, transgender, intersex or queer (LGBTIQ) people, including on the grounds of gender identity and expression. Important gaps, however, remain in EU law, such as extending the areas of life where discrimination on the grounds of sexual orientation, gender identity and sex characteristics is prohibited. Most EU Member States have already done so in their national legislation. Secondary EU law provides legal protection for LGBTIQ people against direct and indirect discrimination.

The report on the third – 2023 – EU LGBTIQ Survey of the European Union Agency for Fundamental Rights (FRA), coming after the first wave of the survey in 2012 and the second wave in 2019, presents the views of LGBTIQ people across the EU, and the candidate countries Albania, North Macedonia and Serbia, on the extent to which they enjoy fundamental rights.

It provides policymakers with a solid empirical basis for evidence-based policies to ensure respect and protection for and fulfilment of the fundamental rights of LGBTIQ people across the EU and candidate countries.

SUPPORTING LAW AND POLICY DEVELOPMENTS

FRA continues to contribute to law and policy developments in LGBTIQ equality through data collection and sociolegal analysis. EU institutions and civil society have called for comparable data on the human rights situation of lesbian, gay, bisexual and transgender (LGBT) people across the EU. In response, FRA launched the then largest EU-wide survey of LGBT people in 2012. Its findings delivered, for the first time, comparable data on how LGBT people experience their fundamental rights in daily life.

The European Commission's 2015 'List of actions to advance LGBTI equality' invited FRA to repeat its survey in 2019. In June 2016, the Council adopted the first conclusions on LGBTI equality, also calling on FRA to 'study the situation of LGBTI people by compiling high-quality statistics based on the most reliable methods' (1).

EUROPEAN COMMISSION LGBTIQ EQUALITY STRATEGY 2020–2025

In 2020, the European Commission adopted the EU's first LGBTIQ equality strategy. The strategy built on the results of the 2019 FRA lesbian, gay, bisexual, transgender and intersex (LGBTI) survey, which showed that respondents considered that overall discrimination on the grounds of sexual orientation, gender identity or expression and sex characteristics had increased between the 2012 and 2019 surveys.

The strategy invites FRA (and the European Institute for Gender Equality (EIGE)) 'to continue providing Member States with technical assistance and methodological support on the design and implementation of data-collection exercises on LGBTIQ people both on single and multiple grounds and to support the collection of detailed intersectional data by the FRA, the EIGE and the Member States, in particular through the Subgroup on Equality Data of the High-Level Group on non-discrimination, equality and diversity' (2). In response, FRA launched the third wave of the EU LGBTIQ Survey in 2023 with the participation of 100 577 respondents across 30 countries.

EUROPEAN COMMISSION DIRECTIVE PROPOSALS FOR STRENGTHENING EQUALITY BODIES

A key finding of the 2019 survey was that LGBTIQ people do not report incidents of discrimination, despite a high level of awareness on the part of national equality bodies. The 2019 survey report thus recommended that national equality bodies be strengthened, appropriately mandated and adequately resourced to fulfil their role in upholding substantive equality.

FRA also stressed that equality bodies should step up their outreach activities, including in educational settings, to inform the public and LGBTI people and organisations about the protection provided by the law and the support equality bodies can offer to victims. In December 2022, the European Commission proposed two new directives on standards for equality bodies aimed at strengthening their mandate and independence. In December 2023, the Council and the European Parliament reached agreement on the two directives.

Survey in a nutshell

A total of 100 577 people aged 15 years or older who identify as LGBTIQ completed the online EU LGBTIQ Survey III ⁽³⁾ in 30 countries, namely the 27 Member States and the candidate countries of Albania, North Macedonia and Serbia ⁽⁴⁾.

The survey provides the data necessary to assess the implementation and impact of EU law as it relates to LGBTIQ people. This includes the directive on equal treatment in employment and occupation (Council Directive 2000/78/EC), the directive on the implementation of the principle of equal opportunities and equal treatment of men and women in matters of employment and occupation (recast) (Directive 2006/54/EC), and the victims' rights directive (Directive 2012/29/EU).

WHO ARE THE EU LGBTIQ SURVEY RESPONDENTS?

In this survey, each respondent provided their own 'SO-GIE-SC' profile based on their sexual orientation (SO), gender identity and expression (GIE) and sex characteristics (SC). This report employs an intersectional approach disaggregating relevant indicators by sexual orientation, gender identity and sex characteristics, as well as by age, disability, socioeconomic and employment status, belonging to a minority group and educational attainment ⁽⁵⁾.

Each survey respondent selected what best describes them in terms of sexual orientation, gender identity and sex characteristics. Individual respondents could identify as belonging to more than one of these groups. In analysing and presenting the findings, FRA uses both the larger groupings used in previous surveys and a breakdown of respondents based on their sexual orientation and/or gender identity and/or sex characteristics for certain findings that are significant for some respondent groups with intersectional SO-GIE-SC identities.

DYNAMIC INTERPLAY OF DIFFERENT IDENTITIES

People's SO-GIE-SC identities can change over time and depending on social context. For example, the term 'queer', which in the past had a negative connotation in certain national contexts, is gaining traction as an umbrella term for LGBTI communities in some parts of the world.

The 2019 survey noted a large increase in the number of respondents, especially of young people, who defined themselves as non-binary. The 2023 survey found an increase in the share of respondents who find that the terms 'pansexual' (13 %) and 'asexual' (8 %) best match their sexual orientation. More information about the specific SO-GIE-SC subgroups of the survey can be found in the Annex.

HOW WAS THE SURVEY CARRIED OUT?

The survey was conducted online ⁽⁶⁾ from 2 June to 22 August 2023 ⁽⁷⁾. The questionnaire covered a wide range of issues, such as experiences of discrimination, harassment or violence, rights awareness, openness about being LGBTIQ, positive and negative life experiences at work and in education,

socioeconomic and living conditions, healthcare, mental health and well-being, as well as housing and homelessness.

The data were weighted to take account of differences in the estimated size of each LGBTI group in each survey country and by age group, based on information on the LGBTI population from previous LGBTI surveys by various institutions and organisations in the EU. In addition, the data were weighted to account for the respondents' affiliation with LGBTI organisations and whether they had participated in other LGBTI surveys (including FRA's LGBT survey of 2012).



Key concepts and terminology

The main target groups of the EU LGBTIQ Survey are people who self-identify as gay, lesbian, bisexual, transgender/trans or intersex or with any other sexual orientation, such as asexual or pansexual, or with a gender identity such as non-binary and other gender-diverse categories. The survey examines issues of equal treatment and discrimination on the grounds of sexual orientation and gender identity, as well as on other grounds protected by EU and national law prohibiting discrimination. The report uses the term LGBTIQ as an umbrella term encompassing all survey respondents in accordance with the language used in EU policy and legal documents.

The analysis refers to different subgroups. LGBTI people experience discrimination and violence in life at different rates, while the LGBTIQ community is marked by diversity and a large number of distinct intersecting identities based on sexual orientation, gender identity and sex characteristics. The terms used in this report are those used by a range of authoritative institutions and human rights bodies. These include international treaty bodies and other human rights mechanisms, such as the Council of Europe's Commissioner for Human Rights, the UN Committee on Economic, Social and Cultural Rights and the UN High Commissioner for Human Rights. Another key source of terms and definitions is the 2007 Yogyakarta Principles on the application of international human rights law in relation to sexual orientation and gender identity. The terms are also used by EIGE and the LGBTIQ communities, based on glossaries of major community networks and organisations, such as the International Lesbian, Gay, Bisexual, Trans and Intersex Association – Europe (ILGA-Europe), Transgender Europe (TGEU) and Organisation Intersex International – Europe (OII Europe).

The following glossary helps navigate the different terms and concepts used to explain the survey respondents' profiles and their multiple and intersecting identities. The reader is also encouraged to consult the *Guidance note on the collection and use of data for LGBTIQ equality*, prepared by the Subgroup on Equality Data of the High-Level group on non-discrimination, equality and diversity and published by the European Commission in March 2023 (*).

(*) European Commission Directorate-General for Justice and Consumers, Directorate D – Equality and Non-Discrimination Unit D1 – Non-Discrimination: LGBTIQ, Age, Horizontal Matters: Subgroup on Equality Data (2023), *Guidance note on the collection and use of data for LGBTIQ equality*.

Sexual orientation (SO)

— Sexual orientation encompasses 'each person's capacity for profound emotional, affectional and sexual attraction to, and intimate and sexual relations with, individuals of a different gender or the same gender or more than one gender'. Sexual orientation refers to identity (being), conduct (behaviour) and how you relate to other people (relationships).

(*) **Yogyakarta Principles**: Principles on the application of international human rights law in relation to sexual orientation and gender identity, March 2007, p. 6.

— Heteronormativity is the assumption of heterosexuality as the social norm. It involves the assumption that everyone is 'naturally' heterosexual.

(*) EIGE (European Institute for Gender Equality), '[Glossary & thesaurus](#)'.

— Heterosexual refers to a person who identifies as a man who is sexually and/or emotionally attracted only to people who identify as women or a person who identifies as a woman who is sexually and/or emotionally attracted only to people who identify as men.

(*) ILGA-Europe (International Lesbian, Gay, Bisexual, Trans and Intersex Association – Europe) (2022), '[Glossary](#)'.

— Gay refers to a person who is sexually and/or emotionally attracted to people of the same gender. It traditionally refers to men, but other people who are attracted to people of the same gender or of multiple genders may also define themselves as gay.

(*) EIGE, '[Glossary & thesaurus](#)'.

— Lesbian refers to a woman who is sexually and/or emotionally attracted to women (*). Some non-binary people may also identify with this term (**).

(*) ILGA-Europe (2022), '[Glossary](#)'.

(**) As reported in European Commission (2023), '[Guidance note on the collection and use of data for LGBTIQ equality](#)', p. 52, referring to Stonewall (2022), '[List of LGBTIQ+ terms](#)'.

— Bisexual refers to a person who is emotionally and/or sexually attracted to people of more than one gender.

(*) ILGA-Europe (2022), '[Glossary](#)'.

— Pansexual refers to a person who is emotionally and/or sexually attracted to people regardless of their gender.

(*) ILGA-Europe (2022), '[Glossary](#)'.

— Asexual refers to a person who does not experience sexual attraction. Some asexual people experience romantic attraction, while others do not. Asexual people who experience romantic attraction might also use terms such as gay, bi, lesbian, straight and queer in conjunction with asexual to describe the direction of their romantic attraction.

(*) Stonewall (2022), '[List of LGBTIQ+ terms](#)'.

Gender identity and expression (GIE)

— Cisgender refers to a person who does not identify as trans (*) or non-binary and whose current gender identity corresponds to the sex they were assigned at birth (**).

(*) ILGA-Europe (2022), '[Glossary](#)'.

(**) National Academies of Sciences, Engineering, and Medicine (2022), '[Measuring Sex, Gender Identity, and Sexual Orientation](#)', The National Academies Press, Washington, DC, p. 4.

— Gender identity refers to 'each person's deeply felt internal and individual experience of gender'. This 'may or may not correspond with the sex assigned at birth, including the personal sense of the body (which may involve, if freely chosen, modification of bodily appearance or function by medical, surgical or other means) and other expressions of gender, including dress, speech and mannerisms'.

(*) ILGA-Europe (2022), '[Glossary](#)'.

- Gender expression is the presentation of a person’s gender through physical appearance – including dress, hairstyle, accessories, cosmetics – and mannerisms, speech, behavioural patterns, names and personal references. Gender expression may or may not align with a person’s gender identity.

(*) **Yogyakarta Principles:** Principles on the application of international human rights law in relation to sexual orientation and gender identity, March 2007, p. 6.

- Trans is an umbrella term that includes people who have a gender identity that is different from their gender assigned at birth. It may include but is not limited to people who identify as transsexual, transgender, transvestite/cross-dressing, androgyne, polygender, genderqueer, gender-variant and gender non-conforming people, or people with any other gender identity and/or expression that does not meet the societal and cultural expectations placed on gender identity (*).

(*) ILGA-Europe (2022), ‘**Glossary**’.

- Non-binary ‘refers to gender identities other than male or female’ (*).

(*) ILGA-Europe (2022), ‘**Glossary**’.

Sex characteristics – intersex and endosex (SC)

- Intersex people are born with sex characteristics (sexual anatomy, reproductive organs, hormonal structure and/or levels and/or chromosomal patterns) that do not fit the typical definition of male or female. The term ‘intersex’ is an umbrella term for the spectrum of variations in sex characteristics that occur naturally. The term intersex acknowledges that, physically, sex is a spectrum and that people with variations in sex characteristics other than male or female exist.

- Endosex is ‘a term describing a person who was born with sex characteristics that fit typical binary notions of male or female bodies. An endosex person may identify with any gender identity or sexual orientation.’ (*).

(*) IOM (International Organization for Migration) (2021), ‘**SOGIESC full glossary of terms**’, p. 7.

- Queer is an umbrella term encompassing people belonging to the LGBTIQ community, which may refer to any or all SO-GIE-SC elements. Previously used as a derogatory term in English, ‘queer’ has been reclaimed by those who identify beyond traditional gender categories and heteronormative social norms. However, depending on the context, some people may still find it offensive.

(*) TGEU (Transgender Europe), ‘**Glossary**’, and ILGA-Europe (2022), ‘**Glossary**’.

Intersectionality

EIGE defines intersectionality as ‘ways in which sex and gender intersect with other personal characteristics/identities, and how these intersections contribute to unique experiences of discrimination’ (*).

This report adopts an intersectional approach, disaggregating respondents by sexual orientation, gender identity and sex characteristics (SO-GIE-SC) as well as by age, gender, disability, socioeconomic and employment status, educational attainment and belonging to a minority group. By doing so, it shows how experiences of discrimination or victimisation might result from multiple and intersecting layers of identities as perceived by the respondents and others.

An intersectional approach helps analyse situations in which several grounds for discrimination operate concurrently, producing a multiplier or compounding effect (**).

(*) EIGE, '**Glossary & thesaurus**'.

(**) See also the Yogyakarta Principles plus 10 (2017), ***Additional principles and state obligations on the application of international human rights law in relation to sexual orientation, gender identity, gender expression and sex characteristics to complement the Yogyakarta Principles, as adopted on 10 November***, Geneva.

Assessing progress - comparing selected results from 2019 and 2023

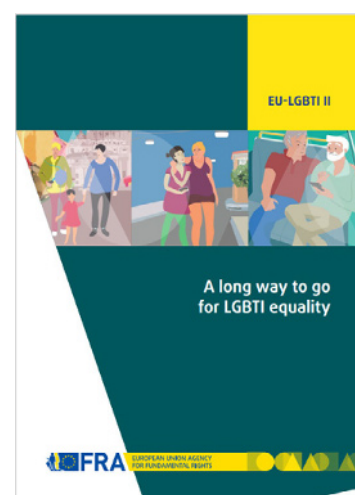
COMPARING RESULTS OF THE SURVEY WAVES

Directly comparing results over time in online self-selection surveys is challenging. The respondents may vary across time depending on factors such as the extent to which the different LGBTIQ, SO-GIE-SC and age groups in different countries use the internet and social media, and their motivation to engage in lengthy online surveys. FRA uses appropriate scientific methods to allow comparisons of the results of the three survey waves (2012, 2019 and 2023).

For comparisons between the surveys, FRA only uses the data on LGBT people aged 18 and older as they were included in all survey waves. The comparison does not include intersex respondents as they were not surveyed in 2012. Respondents from Albania, Serbia and North Macedonia are not included in the comparison for the same reason.

For comparisons between the most recent 2019 and 2023 surveys, FRA only uses data for respondents who were included in both survey waves. This includes LGBTI people aged 15 and older from the EU-27 Member States, North Macedonia and Serbia. The comparison does not include respondents from Albania, as well as certain respondents (cisgender, pansexual and asexual or queer people who are not trans or intersex) who were not surveyed in 2019.

Due to these differences in the sample make-up of the 2019 and 2023 surveys, small differences can appear in the percentages for the 2023 survey. This occurs when comparing the 2019 survey with the 2023 survey versus the 2023 full survey results, covering all 30 countries surveyed and including all LGBTI categories. Further details are provided in the forthcoming technical report.



Discrimination

- Among all survey respondents, the proportion of those who felt discriminated against in at least one area of life in the 12 months before the survey decreased from 42 % in 2019 to 36 % in 2023.
- The rates of perceived discrimination (when looking for work) are similar across the three survey waves (2012, 13 %; 2019, 10 %; 2023, 9 %).
- The proportion of all 2023 survey respondents who reported feeling discriminated against at work in 2023 (18 %) decreased a little compared with 2019 (21 %).
- Trans and intersex people still report the highest rates of experiencing discrimination. Around one in three trans respondents reported feeling discriminated against at work in 2023 (30 %) compared with 35 % in 2019. A higher proportion of intersex respondents reported experiencing discrimination, such as when looking for work (31 %) in 2023 than in 2019 (27 %), or when looking for housing to rent or buy in 2023 (28 %) than in 2019 (20 %).
- The share of LGBTI respondents who said that they reported a discrimination incident to an equality body or any other organisation remains very low, similar to the previous survey findings (8 % in 2023 v 9 % in 2019).

Violence and harassment

- In 2023, 5 % of all LGBTI respondents, the same proportion as in 2019 and in 2012, said that they had been physically or sexually attacked in the 12 months before the survey. This share is higher for intersex and trans respondents, in particular trans women and men, than others.
- The proportion of respondents experiencing hate-motivated violence, including physical and sexual attacks, in the 5 years before the survey was higher in 2023 (14 %) than in 2019 (11 %).
- The proportion of intersex respondents who said that they had experienced one or more physical or sexual attacks in the 5 years before the survey was higher in 2023 (34 %) than in 2019 (23 %).
- One in three (33 %) LGBTI victims of hate-motivated violence said that they suffered three or more such violent attacks in the 5 years before the 2023 survey. The proportion was one in four (26 %) in 2019.
- The share of respondents experiencing hate-motivated harassment in daily life in the 12 months before the survey was higher in 2023 (55 %) than in 2019 (37 %). The rate is higher for intersex respondents (74 % in 2023 compared with 42 % in 2019) and for trans respondents (69 % in 2023 compared with 47 % in 2019).
- The proportion of respondents who did not report the most recent incident of hate-motivated physical or sexual violence to the authorities remained very high in 2023 (82 %), as it was in 2019 (80 %).
- More than half of the respondents believe that violence has increased a little or a lot in the past 5 years in their country (59 %) and that prejudice and intolerance have also increased (53 %).



Living openly as LGBTIQ and safety from violence

- The share of respondents aged 15 years and older who are often or always open ⁽⁸⁾ about being LGBTIQ was higher in 2023 (52 %) than in 2019 (46 %).
- The share of respondents who often or always avoid holding hands in public with same-sex partners was lower in 2023 (54 %) than in 2019 (61 %).
- The proportion of respondents who often or always avoid certain places or locations for fear of being assaulted, threatened or harassed because of being LGBTIQ was similar in 2023 (30 %) and 2019 (33 %).

Satisfaction with government efforts

- Only one in four (26 %) respondents to the 2023 survey considers that the government of the country in which they live effectively combats prejudice and intolerance against LGBTIQ people, a decrease compared with the findings of the 2019 survey (30 %). This applies to most Member States despite considerable variations between them.
- The greatest decrease in levels of trust was reported by respondents from Malta (61 % in 2023 compared with 83 % in 2019). Similar results were reported for Luxembourg (2023, 64 %; 2019, 75 %) and Ireland (2023, 40 %; 2019, 67 %), as well as by respondents in the Netherlands, Portugal, Denmark, Sweden and Finland.

Positive signs amid alarming results in education

- About two in three (62 %) survey respondents said that their school education never addressed LGBTIQ issues (compared with 71 % in 2019), and only 7 % said that they were addressed in a positive way (6 % in 2019).
- LGBTIQ issues are now more often addressed at school. Only 35 % of respondents aged 15–17 years said that their school never addressed these issues compared to 47 % in 2019. 17 % of 15–17-year-olds now say that LGBTIQ issues were addressed in a positive way compared to 13 % in 2019.
- Two thirds of all respondents (67 %) said that during their time in school they suffered bullying, ridicule, teasing, insults or threats because they are LGBTIQ, a steep increase compared with the figure in 2019 (46 %).

Key findings and FRA opinions

The opinions presented in this report are based on the 2023 survey findings and on evidence for trends over time, where the data allow a comparison between 2019 and 2023. Some of these opinions have also been presented in the past, and they are repeated here as they remain relevant. The structure of this chapter follows that of the EU LGBTIQ equality strategy 2020–2025 with its three pillars that are informed by the survey results: tackling discrimination against LGBTIQ people; ensuring LGBTIQ people’s safety; and building LGBTIQ-inclusive societies.

Overall, the survey results show that LGBTIQ people, and in particular trans and intersex groups, continue to experience hate-motivated violence and direct and indirect discrimination and victimisation, despite the protection afforded by EU law. At the same time, the results also show signs of progress measured by indicators of openness, such as avoiding holding hands or avoiding certain locations out of fear.

Over a third of LGBTIQ people face discrimination in their daily life, a slight decrease from 42 % in 2019 to 36 % in 2023.

FRA OPINION 1

The agency repeats its call to the Council of the European Union for the adoption of the proposed equal treatment directive, which would extend protection against discrimination on the basis of sexual orientation, among other grounds, in the areas of social protection, education, and access to goods and services available to the public, including housing. This would also increase the standard of anti-discrimination protection provided by EU law and make it consistent across Member States, the majority of which have already extended legal protection to areas beyond employment and occupation.

Tackling discrimination against LGBTIQ people

The 2023 survey results show a small decrease in respondents’ experiences of discrimination in the 12 months before the survey in all areas of life surveyed (from 42 % in 2019 to 36 % in 2023). But a large share of respondents continue to experience discrimination in employment (19 %), an area specifically protected by EU law.

The survey also shows that discrimination is experienced in areas such as education (15 %), healthcare (14 %), housing (12 %) and social life (17 %) in which LGBTIQ people are not protected from discrimination by the EU law in force. However, the majority of Member States have extended protection from discrimination on the grounds of sexual orientation and gender identity to more areas of life, for example Belgium, Germany, Spain and France.

Discrimination remains invisible as only 11 % of LGBTIQ people reported incidents to any official body.

Although most LGBTIQ respondents are aware of the equality bodies, they continue not to report incidents of discrimination to any organisation: while 60 % were aware of at least one equality body in their country (61 % in 2019), only a small proportion (11 %, same as in 2019) said that they had reported the discrimination incidents experienced to any organisation. Almost half (49 %) of the respondents who did not report discrimination incidents said that they did not do so because nothing would happen, and one in four (37 %) said that it happens all the time and is not worth reporting. The survey found that LGBTIQ people often feel discriminated against on several grounds based on multiple and intersecting characteristics. One in seven (14 %) of the respondents who feel discriminated against as LGBTIQ people mention 'disability', 9 % indicate 'religion or belief' and 7 % cite their 'ethnic or immigrant background' as additional grounds for discrimination.

As past FRA research has shown, algorithm models may lead to discrimination. Using the term 'gay', for example, can lead to biased predictions in offensive speech detection algorithms misclassifying and clocking comments and content as offensive.

FRA OPINION 2

Member States should ensure that their equality bodies are adequately empowered, mandated and resourced to fulfil their roles and obligations under the existing EU law governing equality bodies, including standards guaranteeing their independence and financial, human and technical capacity, so that LGBTIQ people can be confident that they will be heard and helped if they report discrimination. Once adopted, Member States should transpose the EU directives on binding standards for equality bodies into their national law swiftly. In doing so, Member States can draw on the guidance of the High-Level Group on non-discrimination, equality and diversity and the work of FRA, Equinet, the equality bodies and civil society to address specific needs for protection from discrimination on the grounds of sexual orientation, gender identity, sex characteristics or any other. The EU and the Member States should acknowledge the multiple and intersecting identities of LGBTIQ people, with respect to their sexual orientation, gender identity and sex characteristics, and ensure that legislation or policy promoting LGBTIQ equality adopts an intersectional approach to reflect the reality and lived experiences of LGBTIQ people. Member States and their national equality bodies could consider developing guiding principles and concrete tools and mechanisms, such as online and third-party reporting, to encourage the reporting of discrimination to equality bodies. These bodies should also step up their outreach activities to promote awareness of the fundamental rights of LGBTIQ people among rights holders and duty bearers, including in educational settings. They should also ensure that awareness of equality bodies (60 % in both the 2019 and the 2023 surveys) translates into easy and informed access to reporting discrimination and submitting complaints.

FRA OPINION 3

The agency reiterates its view that the EU and its Member States should assess the potential impact of the increased reliance on algorithms and artificial intelligence in public and commercial decision-making on equal treatment and non-discrimination. Therefore, they should introduce legal and technical safeguards to prevent and mitigate the negative impacts on fundamental rights, particularly with respect to potential discriminatory biases in algorithms (*).

(*) FRA (2022), *Bias in Algorithms – Artificial intelligence and discrimination*, Publications Office of the European Union, Luxembourg.

Violence and harassment against LGBTIQ people have reached a new high. 14 % of LGBTIQ people were attacked in the 5 years before the survey, and intersex people experience most violence.



Tackling hate crimes against LGBTIQ people

FRA OPINION 4

Member States should consider including sexual orientation, gender identity, gender expression and sex characteristics as aggravating bias motivations in criminal law, drawing on the work of the High-Level Group on combating hate speech and hate crime, as well as the Subgroup on Equality Data under the High-Level Group on non-discrimination, equality and diversity. This would facilitate effectively recording, investigating and prosecuting hate crimes against LGBTIQ people.

FRA OPINION 5

Member States should adopt measures and tools to improve the capacity of law enforcement agencies to effectively protect LGBTIQ people against hate crime, including by implementing the victims' rights directive, increasing efforts to support LGBTIQ victims of hate crime, for example by deploying dedicated and trained liaison officers and providing training on how to recognise, assist and support victims of anti-LGBTIQ hate crime, and more effectively integrating the victim's perspective in their work. Tools such as 'online reporting' or 'third-party reporting' via partnerships between competent authorities and human rights bodies, institutions and LGBTIQ communities and associations at the local level can also be deployed (*).

(*) FRA (2021), *Encouraging Hate Crime Reporting – The role of law enforcement and other authorities*, Publications Office of the European Union, Luxembourg.

Large proportions of respondents say that they experience violence and harassment because of being LGBTIQ, but few say that they have reported such incidents to the police or any other organisation. The comparison between the 2019 and 2023 surveys shows the same overall proportion (5 %) of respondents who reported being attacked in the 12 months before the survey. Nevertheless, the data show a small increase (from 11 % in 2019 to 14 % in 2023) in respondents' experiences of victimisation over a longer period (5 years) and this is so across all groups and countries. This increase in violent experiences is more pronounced among intersex respondents (from 22 % in 2019 to 34 % in 2023). The full 2023 survey results also show that trans respondents experienced higher rates of attacks (29 % of trans women and 23 % of trans men) than the EU average in the 5 years before the survey.

More than half of the survey respondents (54 %) experienced at least one harassment incident in the 12 months preceding the survey, such as offensive or threatening situations – including incidents of a sexual nature – at work, on the street, on public transport, in a shop, on the internet or anywhere else. However, fewer than one in five respondents (18 %) said that they had reported the most recent hate-motivated physical or sexual attack to the police or any organisation.

One in three victims (34 %) said that they did not report such attacks because they did not trust the police or because they feared homophobic/transphobic reactions from the police (33 %).

Only 1 in 12 respondents (8 %) reported harassment incidents to the police or any other organisation. One in five (21 %) who were harassed said that they did not report it because they did not trust the police or because they were afraid of homophobic/transphobic reactions from the police (16 %).

Disinformation and online hate are widespread. Most LGBTIQ people say they often see hateful posts about their community online.

Preventing disinformation and protecting LGBTIQ people against online hate

Almost two thirds of survey respondents (63 %) say that they often or always encounter online statements including calls for violence against LGBTIQ people, references to 'LGBTIQ propaganda' or 'gender ideology', references to LGBTIQ people posing a sexual threat or a threat to 'traditional values', considering LGBTIQ people to be 'unnatural' or mentally ill, and other forms of hatred.

When asked about being harassed individually, respondents said that in the 12 months before the survey they experienced online harassment to a lesser degree (16 %) than harassment in personal encounters in daily life (52 %). 11 % said that someone posted offensive or threatening comments about them on the internet, and 9 % reported receiving offensive or threatening emails.



FRA OPINION 6

The Member States should ensure the full and effective implementation of the Digital Services Act, which entered into force on 17 February 2024 and includes several provisions regarding the obligations of online platforms to protect the fundamental rights of users.

In their efforts to combat hate crime against LGBTIQ people, the EU and the Member States should consider extending the current list of 'EU crimes' in Article 83(1) of the Treaty on the Functioning of the European Union (TFEU) to hate crimes and hate speech, as in the European Commission's proposal *A more inclusive and protective Europe: extending the list of EU crimes to hate speech and hate crime*.

Schools now address LGBTIQ issues more positively, but bullying persists. Two thirds of LGBTIQ people were bullied at school.



FRA OPINION 7

FRA reiterates its 2020 opinion that the Member States should ensure that all educational settings – particularly schools – provide a safe and supportive learning environment, free from harassment, bullying and violence, for all LGBTI children and young people. National educational authorities should consider establishing school-based mechanisms to report and penalise bullying. The EU and the Member States should develop measures to address bullying and harassment in educational settings, sharing promising practices and adopting a zero-tolerance approach to harassment and bullying of LGBTIQ students and teachers. The Member States could use the guidelines in *A Compendium on Comprehensive Sexuality Education (2023)*, compiled by the United Nations Special Rapporteur on the right of everyone to the enjoyment of the highest attainable standard of physical and mental health, the Independent Expert on protection against violence and discrimination based on sexual orientation and gender identity, the Special Rapporteur on the right to education and the Working Group on discrimination against women and girls. Within the framework of EU programmes such as Erasmus+, educational authorities and professionals can benefit from training and peer learning among schools and educators, including sharing promising practices, in order to tackle homophobic and transphobic bullying.

FRA OPINION 8

Member States should consider revising educational and training curricula and materials on LGBTIQ issues in close cooperation with national human rights institutions, equality bodies, ombuds institutions, including ombuds institutions for children, as well as relevant civil society organisations. Such revisions should have a solid scientific basis and clear grounding in EU fundamental rights law. They should reflect the lived experience and realities of LGBTIQ people, in terms of sexual orientation, gender identity and sex characteristics, and should ensure that LGBTI people are not referred to in terms of disease or abnormality, which is both scientifically unfounded and unethical. Such actions should be implemented in educational settings and, where appropriate, be developed with and disseminated among local communities, businesses, service providers and faith organisations.

Bullying at school

The results indicate that violence and harassment in schools persists, despite improvements in the way LGBTIQ issues are addressed.

The survey results show that a large share of respondents (between 60 and 70 % for all age groups) say that during their time in school they have suffered bullying, ridicule, teasing, insults or threats because they are LGBTIQ – a steep increase compared with the findings in 2019 (when the EU-27 average was 46 %). The results for respondents aged 15–17 years show some improvement between 2019 and 2023: while 47 % say that their school education never addresses LGBTIQ issues in the 2019 survey, only 35 % say the same in 2023.

Over a third of LGBTIQ people have considered suicide in the year before the survey. Young people, trans, non-binary and gender diverse people are most likely to have suicidal thoughts.

Promoting inclusive societies and ensuring a life lived in dignity

The survey results indicate that many respondents face difficulties with housing and homelessness that are disproportionate compared with the general population. For example, 6 % of intersex respondents report having to sleep rough in a public space at least once in their life compared with 0.2 % of the general population.

The survey found that LGBTIQ people face severe difficulties in accessing healthcare, in many cases leading to forgoing treatment (5 %), avoiding seeking necessary healthcare (6 %) or being refused treatment by medical professionals (2 %). A worrying proportion of respondents (10 %) say that they faced such problems in accessing emergency care or that they had to change general practitioner due to negative reactions (5 %).

Trans and intersex respondents report problems with healthcare. Over half (57 %) of intersex respondents say that surgery or hormonal treatment to modify their sex characteristics did not require informed consent from them or their parents, since in most cases treatment takes place at a very young age, often to try to match the child's sex characteristics with one of the binary (male or female) gender marker categories used in official documents and birth registries.

More than one in three of all survey respondents (37 %) had contemplated suicide in the year before the survey. This proportion is much higher for trans women (59 %) and trans men (60 %) or non-binary and gender-diverse respondents (55 %). It is also very high among those who are severely limited by disabilities (66 %) and those who face financial difficulties (58 %), are unemployed (53 %) or belong to a minority group (49 %), other than being LGBTIQ.

The survey results also show that one in four respondents (24 %) experienced 'conversion practices', which are harmful interventions attempting to modify their sexual orientation and/or gender identity. Other practices mentioned were interventions by family members (11 %) and religious counselling (5 %).



FRA OPINION 9

Member States are encouraged to ban 'conversion therapies' by clearly defining and sanctioning in law a range of prohibited practices and their advertisement. Member States should, consistent with the terms of Article 4 of the Charter, provide effective legal protection for LGBTIQ people from torture and cruel, inhuman or degrading treatment and from intrusive and irreversible interventions relating to their sexual orientation, gender identity, gender expression or sex characteristics. Member States are encouraged to end non-vital surgery and medical interventions in intersex infants and adolescents designed to make them fit typical definitions of male or female without their or their parents' informed consent. Member States should ensure that gender markers in identity documents and birth registries reflect a person's gender identity and expression.

FRA OPINION 10

Member States should ensure that LGBTIQ people enjoy equal access to good-quality, affordable preventive and curative healthcare, taking account of any specific medical needs. To achieve this, medical professionals providing primary and secondary healthcare services should be well informed about the particular health needs of LGBTIQ people.

Member States should monitor health inequalities by systematically collecting reliable equality data, disaggregated by sex, racial and ethnic origin, religion or belief, disability, age, or sexual orientation, gender identity and sex characteristics. Member States should support LGBTIQ people in need of health and mental health services and protect them from poverty and homelessness.

Endnotes

- (¹) Council of the European Union (2016), '**Council conclusions on LGBTI equality**', press release, 16 June 2016.
- (²) One of the important outputs of the Subgroup on Equality Data of the High-Level Group on non-discrimination, equality and diversity is the **Guidance note on the collection and use of data for LGBTIQ equality**, published in March 2023 by the European Commission Directorate-General for Justice and Consumers, Directorate D – Equality and Non-Discrimination Unit D.1 – Non-Discrimination: LGBTIQ, Age, Horizontal Matters: Subgroup on Equality Data.
- (³) The Annex provides more information on the survey methodology and the composition of the sample and its characteristics. FRA will also publish a technical report in 2024. This will provide more detailed information, including on FRA's weighting approach.
- (⁴) Albania, Serbia and North Macedonia were surveyed as candidate countries with observers on FRA's Management Board.
- (⁵) See UN Women (2021), **Intersectionality Resource Guide and Toolkit – An intersectional approach to leave no one behind**.
- (⁶) Online surveys facilitate access to individuals who are 'hard to sample', such as LGBTI people, because of the absence of relevant sampling frames.
- (⁷) Under FRA's guidance and oversight, the background research, online data collection and preparation, and data processing were conducted by Agilis SA and Metron Analysis SA. The online survey communication campaign and promotion was designed and implemented by Homoevolution and its European network of national survey promoters.
- (⁸) The survey measured openness on a four-category scale, calculated from respondents' answers about being openly LGBTI to their family, friends, neighbours, at work or when using health services: almost never open, rarely open, fairly open and very open.

1

DISCRIMINATION AND AWARENESS OF RIGHTS

The principle of equality and the prohibition of discrimination based on sexual orientation have a clear legal basis in the EU treaties.

Article 21(1) of the Charter prohibits ‘any discrimination based on any ground such as sex, race, colour, ethnic or social origin, genetic features, language, religion or belief, political or any other opinion, membership of a national minority, property, birth, disability, age or sexual orientation’.

Article 2 of the TEU enshrines the principle of equality. **Article 10 of the TFEU** requires the EU to combat discrimination based on sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation, in defining and implementing its policies and activities.

Sexual orientation is an established ground of discrimination under EU law. However, the sphere of application of the legal protection against discrimination based on sexual orientation is limited to employment and does not encompass social protection, healthcare, education or access to goods and services. As a result, in EU law LGBTI people are not protected from discrimination in all areas of life, and this is a gap in their protection identified again by the EU LGBTIQ Survey.

The **employment equality directive** (Directive 2000/78/EC) enshrines the right not to be discriminated against, and to be protected against harassment in employment contexts, on the basis of sexual orientation. Article 3 specifies that the directive applies only to the areas of employment and occupation, vocational training, working conditions and membership of workers’ or employers’ organisations.

EU law also prohibits sex discrimination in employment and access to goods and services (the gender equality directive (recast) (Directive 2006/54/EC) and the goods and services directive (Directive 2004/113/EC)), partly covering trans people. The **gender equality directive** prohibits direct and indirect sex discrimination, harassment and sexual harassment, in pay, access to employment and occupational social security schemes. The directive does not make explicit provision for protection against discrimination on the ground of gender identity or transgender issues. Transgender people are protected against discrimination on the ground of ‘sex’ in the context of employment; however, the scope of this protection is limited to people who have undergone or intend to undergo gender reassignment surgery, and it does not cover all aspects of gender identity or transgender-related issues.

In 2008, the Commission put forward a proposal for an **equal treatment directive**, which would extend EU legal protection against discrimination based on sexual orientation beyond the area of employment and vocational training. While the proposed directive would close significant gaps in protection against discrimination under EU law, it remains blocked by the Council.

Nevertheless, most Member States have extended legal protection against discrimination based on sexual orientation, and in some cases gender identity,

to cover some or all of the areas of life to which the racial equality directive (Directive 2000/43/EC) applies. These include employment and occupation, vocational training, working conditions and membership of workers' or employers' organisations; social protection, including social security and healthcare; social advantages; education; and access to and supply of goods and services that are available to the public, including housing.

In February 2019, the **European Parliament** adopted a **resolution on the rights of intersex people**. The resolution called on Member States to adopt more robust policies to protect the rights and dignity of intersex individuals, especially from unnecessary surgery and various forms of discrimination.

Under EU equality law, Member States are required to designate '**equality bodies**' to combat discrimination based on racial or ethnic origin and sex/gender, to provide assistance to victims of discrimination and to conduct independent surveys, publish reports and make recommendations on matters relating to discrimination. Most Member States have set up 'multi-ground' equality bodies that deal with several grounds of discrimination and related fields, with some adding additional grounds of discrimination going beyond those protected by EU law, for example Belgium, Germany and Spain. In a few cases however, the national equality bodies do not yet address the grounds and areas covered by Directives 2000/78/EC and 79/7/EEC.

On 7 December 2022 the Commission published two **proposals** to strengthen equality bodies:

- a **proposal for a directive of the Council and the European Parliament on standards for equality bodies in the field of equal treatment and equal opportunities between women and men in matters of employment and occupation;**
- a **proposal for a Council directive on standards for equality bodies in the field of equal treatment between persons irrespective of their racial or ethnic origin, equal treatment in the field of employment and occupation between persons irrespective of their religion or belief, disability, age or sexual orientation, equal treatment between women and men in matters of social security and in the access to and supply of goods and services.**

Other EU and global principles and policy goals are relevant for protection from discrimination as follows.

European Convention on Human Rights (ECHR) – Article 14. Prohibition of discrimination. Article 14 of the ECHR prohibits any discrimination between people in their enjoyment of the rights of the convention (right to life, right to respect for private and family life, freedom of expression, freedom of thought, conscience and religion, etc.) on 'any ground such as sex, race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth or other status'.

European Pillar of Social Rights – Principle 3. Equal opportunities. 'Regardless of gender, racial or ethnic origin, religion or belief, disability, age or sexual orientation, everyone has the right to equal treatment and opportunities regarding employment, social protection, education, and access to goods and services available to the public. Equal opportunities of under-represented groups shall be fostered.'

United Nations sustainable development goals (SDGs). The following goals adopted by world leaders in September 2015 and endorsed by the Council are relevant:

- SDG 10 – Reduce inequality within and among countries;
- SDG 4 – Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all;

- SDG 5 – Achieve gender equality and empower all women and girls;
- SDG 8 – Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all;
- SDG 16 – Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels.

1.1. ASSESSING PROGRESS BETWEEN 2019 AND 2023 – SELECTED RESULTS

Under EU law, direct discrimination against a person occurs when they are treated less favourably than someone else in a comparable situation because of their sexual orientation or other protected characteristics.

Indirect discrimination occurs where an apparently neutral provision, criterion or practice would put a person at a particular disadvantage, compared with other people, because of their sexual orientation or other protected characteristics. Indirect discrimination is also prohibited. It may not be immediately obvious and may occur when a policy, practice or rule is the same for everyone but results in a disproportionately negative disadvantage for people with a particular protected characteristic.

In this survey, the respondents were asked whether they felt discriminated against because of being LGBTIQ or on any other grounds protected under Article 21 of the Charter but not necessarily through secondary EU law. The respondents were informed in the questionnaire that ‘by discrimination we mean when somebody is treated less favourably than others because of ethnic origin, gender, gender identity, gender expression, sexual orientation, sex characteristics, race or skin colour, immigrant background or nationality, religion or belief, age, disability or for any other reason.’

The survey results refer therefore to self-perceived discrimination, which does not necessarily include incidents in which direct or indirect discrimination has been established by competent authorities or bodies.

1.1.1. Discrimination in areas of life

The 2023 EU LGBTIQ Survey was conducted after a period marked by policy efforts to promote equality in the EU, such as action plans, legal reforms and policy measures aimed at protecting the fundamental rights of LGBTIQ people. The survey reflects signs of slow but gradual progress but also evidences the persistence of hate-motivated violence and harassment against LGBTIQ people.

Throughout the report, the survey findings are accompanied by illustrative quotes from survey respondents who shared their personal stories or views in an open field in the questionnaire that they could write in once they had completed the online survey. These quotes give a human face to the survey results, conveying the respondents’ feelings and life experiences in their own words.

The comparison between the 2019 and 2023 findings show some positive signs in that there is a slight decrease in discrimination against openly LGBTIQ people, although in some cases this is within the margins of statistical error.

Figure 1 shows that about one in three (36 %) of the 2023 survey respondents felt discriminated against in employment, healthcare, education, housing or other areas of life – compared with 42 % in 2019 – across all the countries surveyed and for all LGBTI groups.

‘Legislative developments have generated a reactionary wave with a great deal of news and disinformation.’

(Spain, lesbian woman, age 28)



FIGURE 1A: DISCRIMINATED AGAINST BECAUSE OF BEING LGBTIQ IN AT LEAST ONE AREA OF LIFE IN THE YEAR BEFORE THE SURVEY, BY COUNTRY, 2019 AND 2023 (%)

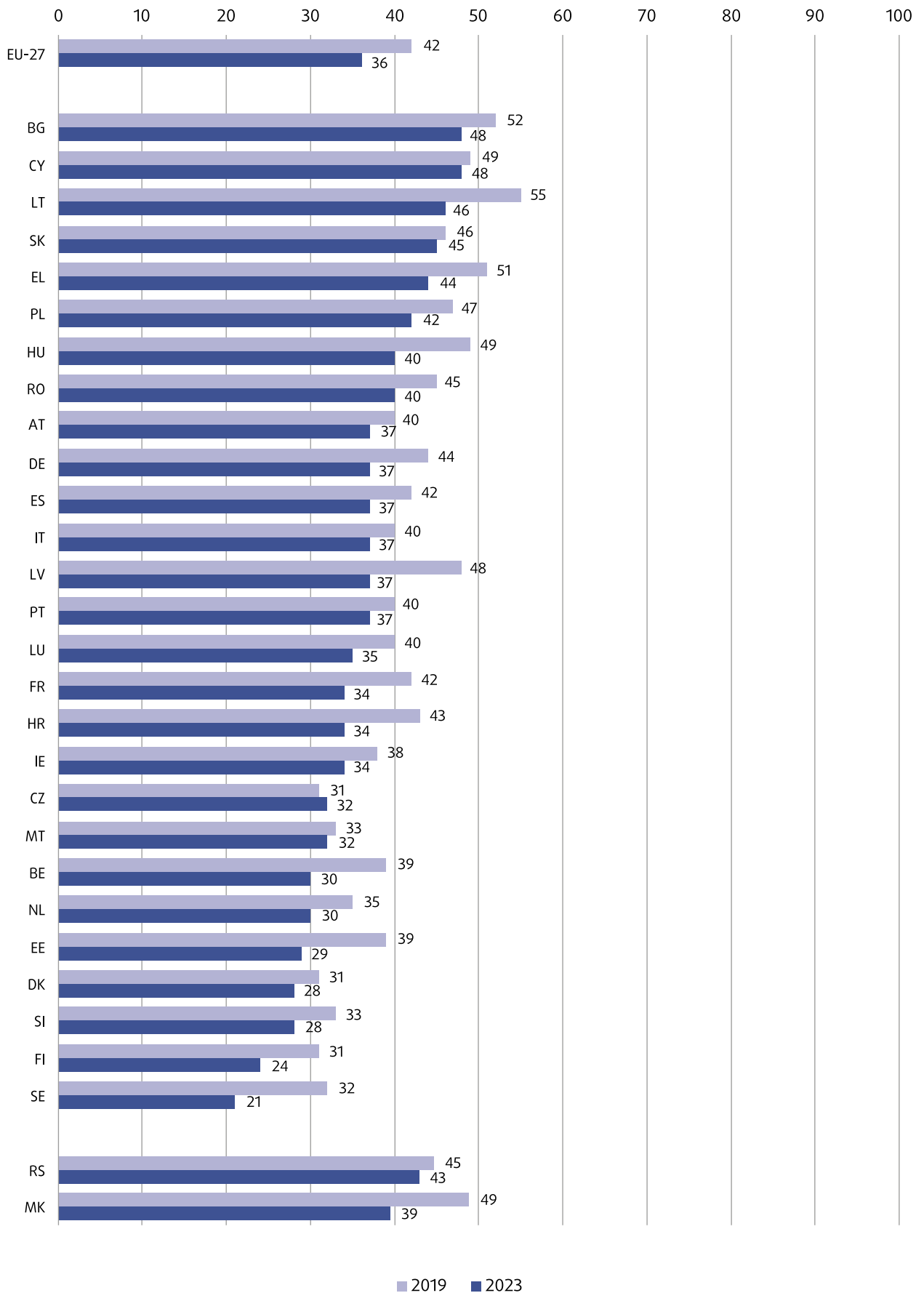
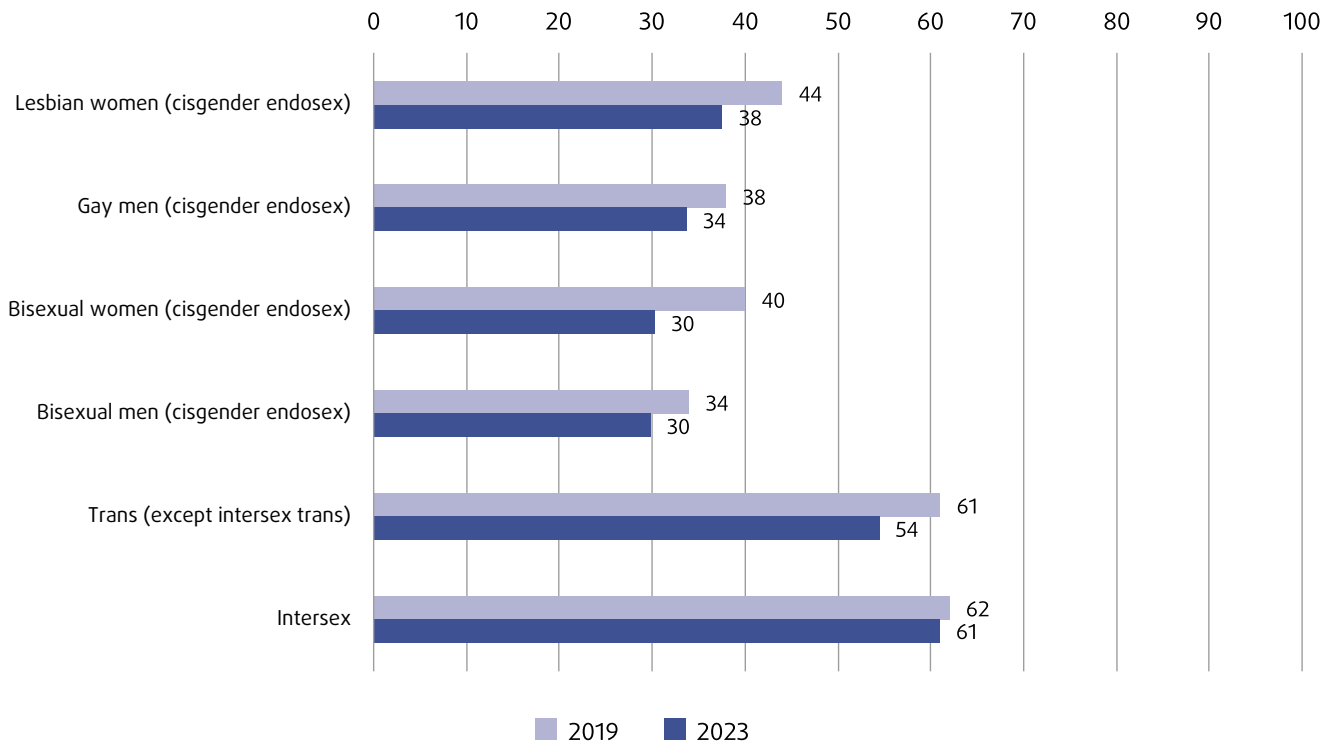


FIGURE 1B: DISCRIMINATED AGAINST BECAUSE OF BEING LGBTIQ IN AT LEAST ONE AREA OF LIFE IN THE YEAR BEFORE THE SURVEY IN ALL COUNTRIES SURVEYED, BY LGBTI CATEGORY, 2019 AND 2023 (%)



Sources: FRA, EU LGBTI Survey II (2019) and EU LGBTIQ Survey III (2023).

▲ Notes:

Results for all respondents who were discriminated against in at least one area of life in which they were engaged in the 12 months before the survey (EU-27 n = 35 998, EU-27 + 2 n = 36 812); the totals vary for individual areas of life; weighted results.

The percentages refer to respondents who answered 'yes' to at least one situation in question C1: 'During the last 12 months, have you personally felt discriminated against because of being [2019: RESPONDENT CATEGORY / 2023: LGBTIQ] in any of the following situations? A. When looking for a job; B. At work; C. When looking for a house or apartment to rent or buy (by people working in a public or private housing agency, by a landlord); D. By healthcare or social services personnel (e.g. a receptionist, nurse or doctor, a social worker); E. By school/university personnel. This could have happened to you as a student or as a parent; F. At a café, restaurant, bar or nightclub; G. At a shop; H. When showing your ID or any official document that identifies your sex.'

Figures 2A and 2B show that across most of the survey countries – except Cyprus, Slovakia, Luxembourg, Romania – and almost all LGBTI categories – except intersex respondents – the share of survey respondents who felt discriminated against in employment (looking for a job or at work) slightly decreased in 2023 (19 %) compared with 2019 (22 %).

FIGURE 2A: DISCRIMINATED AGAINST BECAUSE OF BEING LGBTIQ WHEN LOOKING FOR A JOB OR AT WORK IN THE YEAR BEFORE THE SURVEY, BY COUNTRY, 2019 AND 2023 (%)

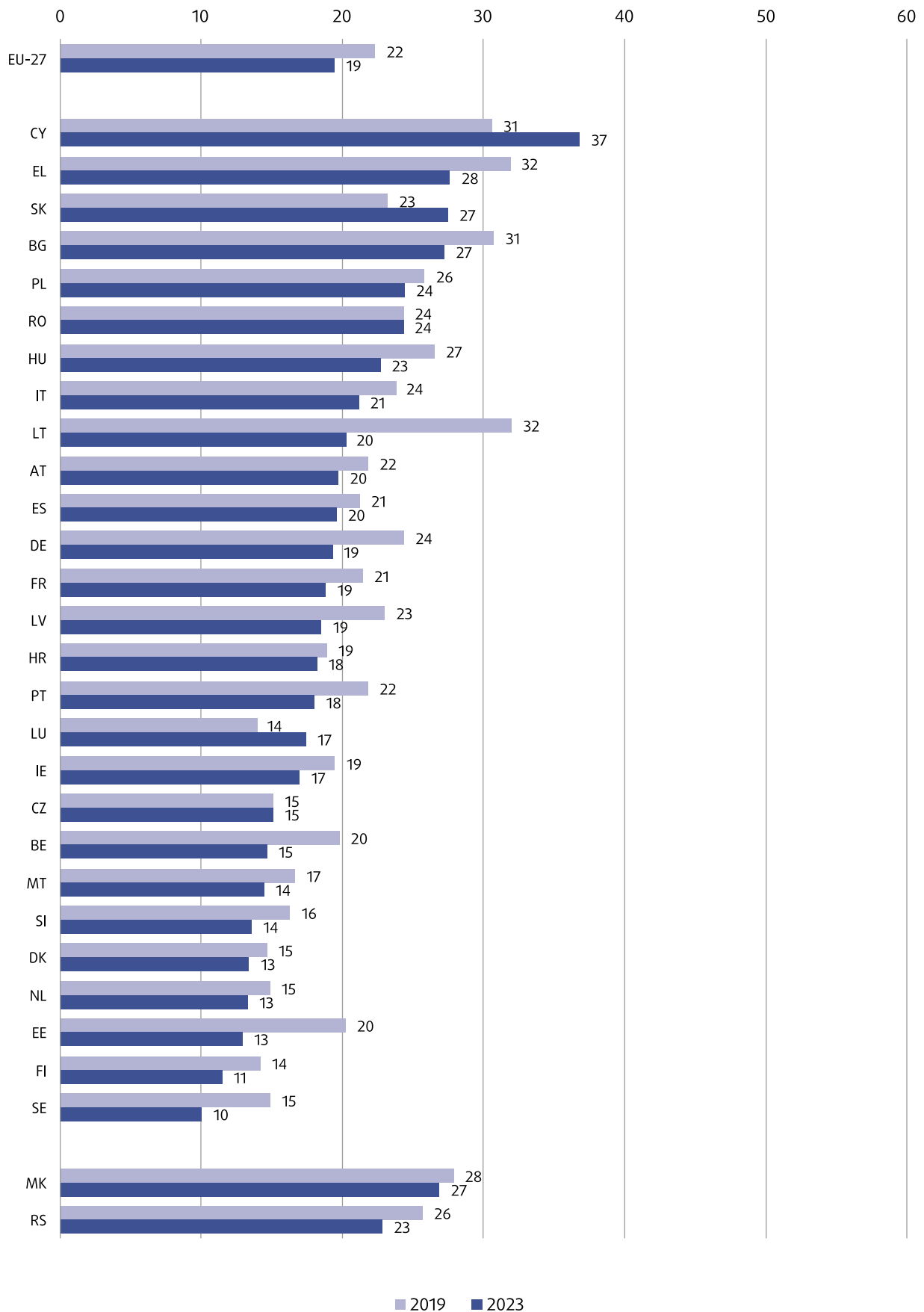
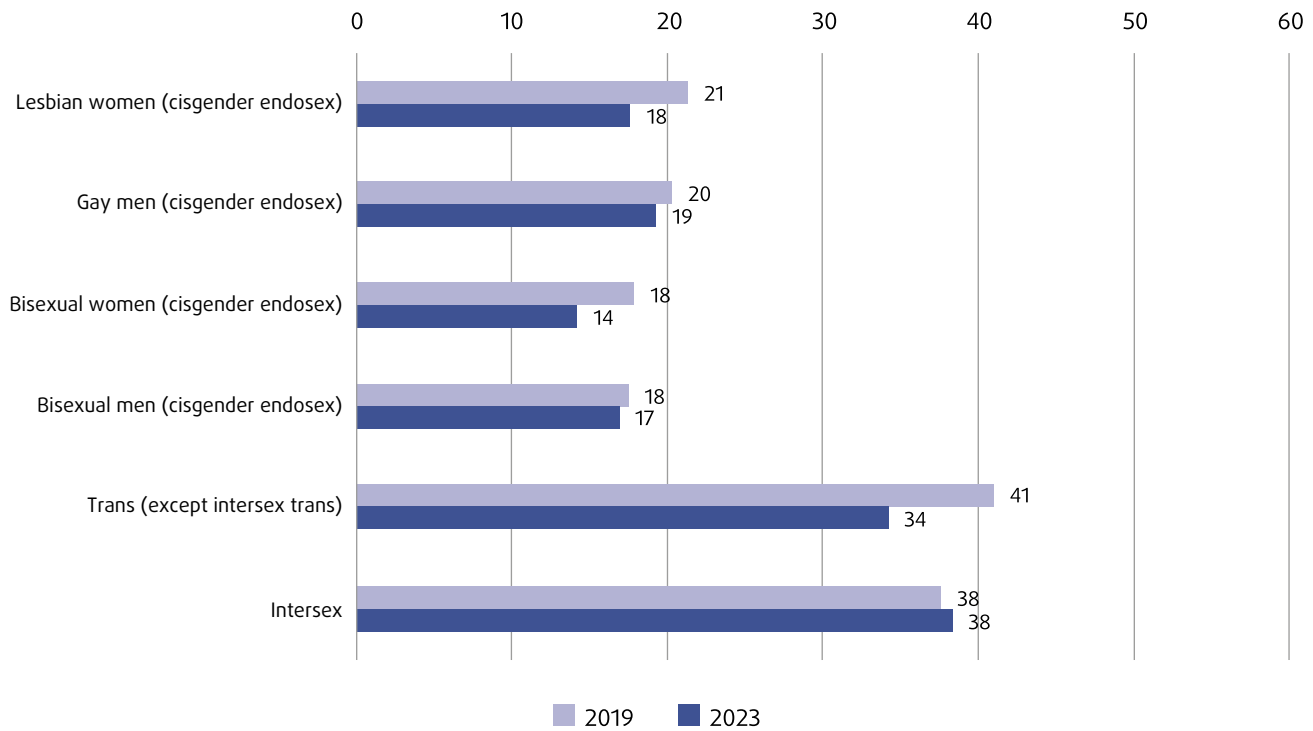


FIGURE 2B: DISCRIMINATED AGAINST BECAUSE OF BEING LGBTIQ WHEN LOOKING FOR A JOB OR AT WORK IN THE YEAR BEFORE THE SURVEY, BY LGBTI CATEGORY, 2019 AND 2023 (%)



Sources: FRA, EU LGBTI Survey II (2019) and LGBTIQ Survey III (2023).

▲ Notes:

Results for all respondents who were discriminated against in employment (looking for work or at work) in the 12 months before the survey (EU-27 n = 14 836, EU-27 + 2 n = 15 128); the totals vary for individual areas of life; weighted results.

The percentages refer to respondents who answered 'yes' to at least one situation in question C1: 'During the last 12 months, have you personally felt discriminated against because of being [2019: RESPONDENT CATEGORY / 2023: LGBTIQ] in any of the following situations? A. When looking for a job; or B. At work.'

The lengths of the bars are based on exact numbers, while the values show rounded numbers.

The survey findings show an increase in housing-related discrimination, especially for intersex respondents (28 % in 2023 v 20 % in 2019). Entertainment and nightlife is an area where high rates of discrimination persist despite a slight decrease across all groups. A smaller share of trans respondents (23 % in 2023 v 30 % in 2019) reported that they felt discriminated against in a café, restaurant, bar or nightclub, while intersex respondents reported similarly high rates of discrimination in 2019 and 2023 (33 % and 32 %, respectively).

1.1.2. Reporting discrimination and awareness of equality bodies

The share of respondents who reported discrimination to an equality body or other organisation remained practically the same in 2023 (8 %) as in 2019 (9 %) across all LGBTI groups, with trans and intersex respondents reporting slightly lower rates: 11 % in 2019 versus 9 % in 2023 for trans and 13 % in 2019 versus 10 % in 2023 for intersex respondents.

In 2023 the same high proportion of all LGBTIQ respondents (60 %) reported having heard of at least one equality body in their country, although there are notable variations across countries. More details are provided in the relevant section below and in the Annex.

1.2. KEY 2023 SURVEY FINDINGS

- Overall, 37 % of LGBTIQ respondents felt discriminated against because of being LGBTIQ in the year preceding the survey, with substantial variations across countries.
- LGBTIQ respondents said that they experienced discrimination in all areas of life, with the highest 12-month prevalence values being for discrimination experienced at work (18 %) and in a café, restaurant, bar or nightclub (17 %), followed by discrimination experienced in the education (15 %) and health (14 %) systems.

'While this country is on paper very friendly towards LGBT+ people, I have witnessed colleagues, classmates, lecturers, priests and relatives constantly discriminate against LGBT+ people.'

(Malta, asexual non-binary, age 19)

- Overall, as in the 2019 survey, only 11 % of the most recent discrimination incidents were reported. Similarly to 2019, the majority (60 %) of all LGBTIQ respondents have heard of at least one equality body in their country, although there are notable variations across countries.
- In terms of sexual orientation, respondents who identify as lesbian (42 %) and pansexual (45 %) reported the highest rates of discrimination, followed by gay respondents (36 %).
- In terms of gender identity, the highest rates of discrimination were reported by trans women (64 %) and trans men (63 %), followed by non-binary and gender-diverse respondents (51 %).
- Intersex respondents continue to say that they experience high rates of discrimination – more than every second intersex respondent (56 %) felt discriminated against in the year before the survey, which is significantly higher than the overall average for all groups (37 %).
- Respondents who define themselves as ‘asylum seeker or refugee’ reported much higher rates of feeling discriminated against because of being LGBTIQ (54 %) than those who do not identify as such (37 %). A similar tendency is observed for those who identify as a member of a minority group in terms of religion (47 % v 37 %), ethnicity or migrant background (43 % v 37 %), and skin colour (43 % v 37 %).
- Apart from feeling discriminated against for ‘being LGBTIQ’, more than a third (36 %) of respondents said that they also felt discriminated against on the ground of sex, and 17 % on the ground of age, while 14 % also mentioned ‘disability’, 9 % ‘religion or belief’ and 7 % ‘ethnic or immigrant background’.

What did the survey ask?

We asked respondents if they felt discriminated against for being LGBTIQ in key areas of life in the 12 months preceding the survey. These areas include employment (when looking for work and at work); housing; healthcare or social services; education; contact with administrative offices or public services; when showing ID or any official document that identifies a person’s sex; in a shop; or in a café, restaurant, bar or nightclub.

Respondents who felt discriminated against because of being LGBTIQ in the year

before the survey were also asked if they felt discriminated against on any other ground other than being LGBTIQ, including ethnic or immigrant background, sex, skin colour, age, religion or belief, disability or other grounds. Moreover, respondents were asked for further details about the most recent discrimination incident experienced, such as information about reporting discrimination incidents and reasons for not reporting them, or information about the person or institution the incidents were reported to.

The overall prevalence of discrimination is recorded as the percentage of respondents who felt discriminated against because of being LGBTIQ in one or more areas of life in the year preceding the survey. Discrimination rates are also calculated for each specific area of life.

This section presents the disaggregated results for the 2023 survey. Comparisons with the findings of the previous waves of the survey are presented in Section 1.1.

‘The only thing we want is a peaceful life, without hatred, with the same rights and obligations as our heterosexual colleagues.’

(Spain, gay man, age 35)



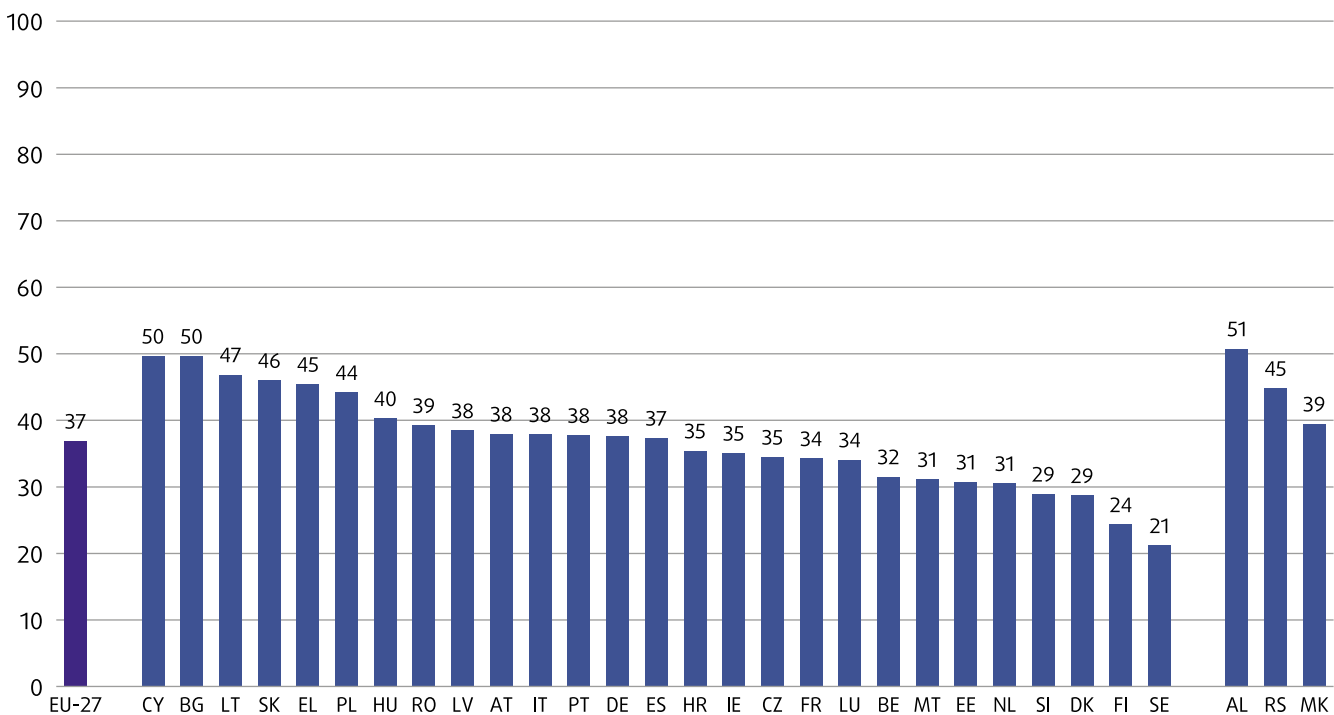
1.2.1. Prevalence of discrimination

The EU LGBTIQ equality strategy 2020–2025 sets out a series of targeted actions across four pillars. The first pillar of the strategy aims to tackle discrimination against LGBTIQ people. It underscores their diverse needs, including those of the most vulnerable groups who experience intersectional discrimination and those of trans, non-binary and intersex people who are the most affected.

The findings of the third EU LGBTIQ Survey indicate that in 2023 discrimination against LGBTIQ people persisted throughout the EU, albeit at slightly lower levels than in 2019. Overall, 37 % of LGBTIQ respondents reported feeling discriminated against because of being LGBTIQ in the year preceding the survey, with substantial variations across countries (Figure 3).

Figure 3 shows the overall level of discrimination experienced by respondents in the year before the survey in the EU-27, the individual Member States and the three candidate countries. The highest proportion of respondents experiencing discrimination based on their sexual orientation, gender identity, gender expression and/or sex characteristics in 2023 are observed in Bulgaria and Cyprus (both 50 %) and the candidate country Albania (51 %), closely followed by respondents in Lithuania (47 %), Slovakia (46 %) and Greece (45 %). The lowest proportion of respondents saying that they experienced discrimination in the year before the survey because of being LGBTIQ was in Sweden (21 %).

FIGURE 3: DISCRIMINATION BECAUSE OF BEING LGBTIQ IN THE 12 MONTHS BEFORE THE SURVEY, BY COUNTRY (%)



Source: FRA, EU LGBTIQ Survey III (2023).

▲ Notes:

Results for all respondents who had engaged in activities in the areas of life asked about in the survey in the 12 months before the survey in all 30 countries (n = 93 654) and in the EU-27 for the average (n = 91 577); weighted results, sorted by the 12-month rate.

Response to the question ‘In the past 12 months have you personally felt discriminated against because of being [LGBTIQ] in any of the following situations? A. When looking for a job; B. At work; C. When looking for a house or apartment to rent or buy (by people working in a public or private housing agency, by a landlord); D. By healthcare or social services personnel (e.g. a receptionist, nurse or doctor, a social worker); E. By school/university personnel. This could have happened to you as a student or as a parent; F. At a café, restaurant, bar or nightclub; G. At a shop; H. When showing your ID or any official document that identifies your sex.’

Note the EU-27 average given here is slightly different to the figure above (Figure 1a) where the 2019 and 2023 surveys are compared. This results from the different sample make-up of the two surveys. See section ‘Comparing results of the survey waves’.

The EU LGBTIQ equality strategy 2020–2025, states that among LGBTIQ people those with a disability or an ethnic or religious minority background or who are older or migrants are particularly vulnerable to discrimination (*). Figure 4 shows the overall discrimination rate disaggregated by LGBTIQ category and selected socio-demographic characteristics.

In terms of **sexual orientation**, respondents who identify as lesbian (42 %) and pansexual (45 %) show the highest rates of discrimination, followed by gay respondents (36 %). Higher rates of discrimination are reported by **lesbian** respondents in most countries but particularly Lithuania (56 %), Bulgaria (54 %), Romania (49 %) and Slovakia (48 %).

The prevalence of discrimination reported by **gay** respondents is closer to the EU-27 average, yet it is high in Albania (53 %), Slovakia (51 %), Cyprus (49 %) and Bulgaria (46 %). The proportion of **pansexual** respondents who felt discriminated against is highest in Bulgaria (62 %) and Serbia (56 %), followed by Lithuania (54 %), Poland (53 %), Greece and Slovakia (both 52 %). **Bisexual** respondents reported less discrimination than the EU-27 LGBTI average (33 % v 37 %), but there are substantial country differences, with the highest prevalence of discrimination reported by bisexual respondents in Bulgaria (45 %) and Lithuania (44 %). **Asexual** respondents reported a similar rate (34 %).

Bisexual and **asexual** respondents are, on average, the least 'open' about their sexual orientation. About 4 in 10 (41 %) asexual respondents and 35 % of bisexual respondents said that they are 'never open' about their sexuality, higher than the EU-27 average for LGBTIQ respondents (25 %).

Among LGBTIQ respondents who identify as '**straight**' in terms of their sexual orientation, more than half (55 %) felt discriminated against in the year before the survey. It is worth mentioning that among 'straight' respondents, most (86 %) identify as **trans** or **gender diverse** (63 % of 'straight' respondents identify as trans and 23 % as gender diverse).

Figure 4 shows that, in terms of **gender identity**, the highest rates of discrimination are seen among **trans women** (64 %) and **trans men** (63 %). Almost two thirds of trans respondents felt discriminated against in the year before the survey (64 %), followed by **non-binary** and **gender-diverse** respondents (51 %), where every second respondent experienced discrimination in the same period.

Substantial variations were observed between countries in the overall discrimination rates for **trans women**, with the highest rates observed in Portugal (77 %), Italy (75 %) and France (70 %), followed by Ireland (69 %), Belgium (67 %), Germany and Austria (both 65 %). The lowest prevalence values of discrimination reported by trans women are in Finland (41 %) and Czechia (44 %). Most **trans men** who feel discriminated against are in Bulgaria (82 %), Greece (78 %) and France (71 %) and the fewest are in Sweden (41 %).



The highest rates of discrimination reported by **non-binary** and **gender-diverse** respondents are in Bulgaria, Slovakia and Serbia (all 62 %), followed by respondents in Greece (61 %) and Austria (60 %). The lowest prevalence values of discrimination in this group were reported by respondents in Sweden (35 %) and Finland (38 %).

More than half of **intersex** respondents (56 %) felt discriminated against in the 12 months before the survey, which is significantly higher than the EU-27 LGBTIQ average (37 %).

In terms of **age**, the proportion of all survey respondents who reported feeling discriminated against is 45 % among those aged 15–17 years compared with 26 % for those 55 or older (Figure 4).

Respondents' educational attainment is related to their experiences of discrimination. The prevalence of discrimination is **higher among respondents with lower levels of education** (41 % for those achieving International Standard Classification of Education (ISCED) levels 1–3 compared with 36 % for those achieving ISCED levels 5–8).

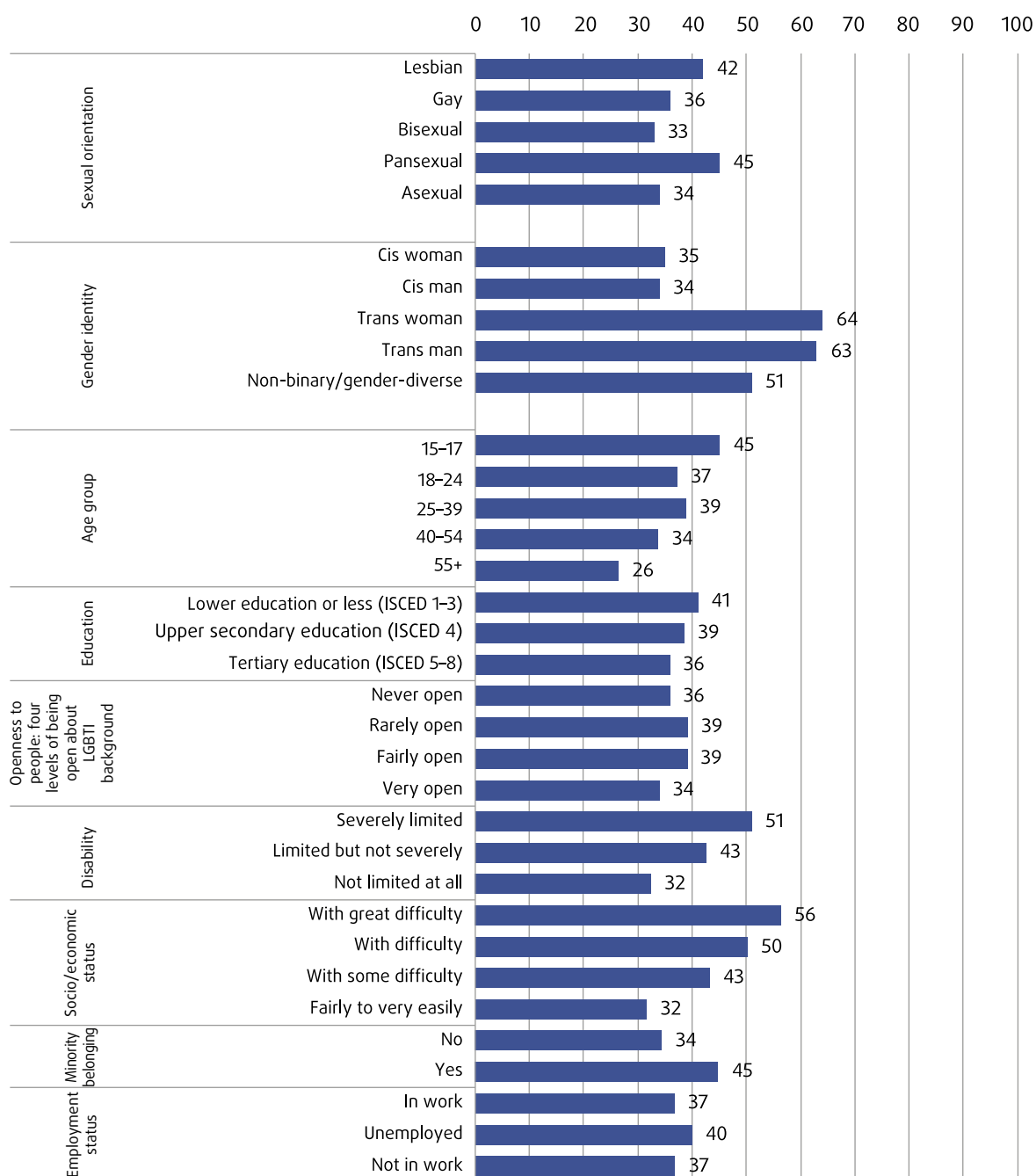
Moreover, more respondents facing difficulties in '**making ends meet**' reported experiencing discrimination than those who manage these financial aspects easily (56 % for 'with great difficulty' v 32 % for 'very easily').

A much higher proportion of respondents experiencing **limitations in their activities due to disability** reported facing discrimination (51 %) than those who are not limited at all (32 %). In addition, more respondents who **self-identify as a person with disabilities** reported feeling discriminated against (47 %) than those who do not identify as such (36 %).

Moreover, more respondents who define themselves as **asylum seekers or refugees** reported experiencing discrimination because of being LGBTIQ (54 %) than those who do not identify as such (37 %). A similar tendency can be observed for those who identify as **minority in terms of religion** (47 % v 37 %), **ethnicity or migrant background** (43 % v 37 %) and in terms of **skin colour** (43 % v 37 %).

These findings highlight the importance of considering discrimination through an **intersectional lens** (see also Section 1.2.3 of this report) and underscores the need for inclusive policies that take into account the diversity of LGBTIQ people.

FIGURE 4: DISCRIMINATION BECAUSE OF BEING LGBTIQ IN THE 12 MONTHS BEFORE THE SURVEY, BY SEXUAL ORIENTATION, GENDER IDENTITY AND SEX CHARACTERISTICS AND SELECTED SOCIO-DEMOGRAPHIC CHARACTERISTICS (%)



Source: FRA, EU LGBTIQ Survey III (2023).

▲ Notes:

Results for all respondents who had engaged in activities in the areas of life asked about in the survey in the 12 months before the survey (n = 91 577); weighted results.

ISCED 0-2 includes those who have never been in formal education or who did not complete primary education, those in primary education and those in lower secondary education. ISCED 3-4 include those in upper secondary education, vocational training, post-secondary non-tertiary education, and all types of vocational training completed abroad corresponding to ISCED 35, 45 and 55. ISCED 5-8 includes short-cycle tertiary education, bachelor's level or equivalent education, master's level or equivalent education and doctorate level or equivalent education.

Response to the question 'During the last 12 months, have you personally felt discriminated against because of being [LGBTIQ] in any of the following situations? A. When looking for a job; B. At work; C. When looking for a house or apartment to rent or buy (by people working in a public or private housing agency, by a landlord); D. By healthcare or social services personnel (e.g. a receptionist, nurse or doctor, a social worker); E. By school/university personnel. This could have happened to you as a student or as a parent; F. At a café, restaurant, bar or nightclub; G. At a shop; H. When showing your ID or any official document that identifies your sex.'

‘I have experienced discrimination and bullying because of being gay in two of my former jobs in the province. In the city, there is more tolerance towards homosexuals in the workplace.’

(Denmark, lesbian woman, age 45)

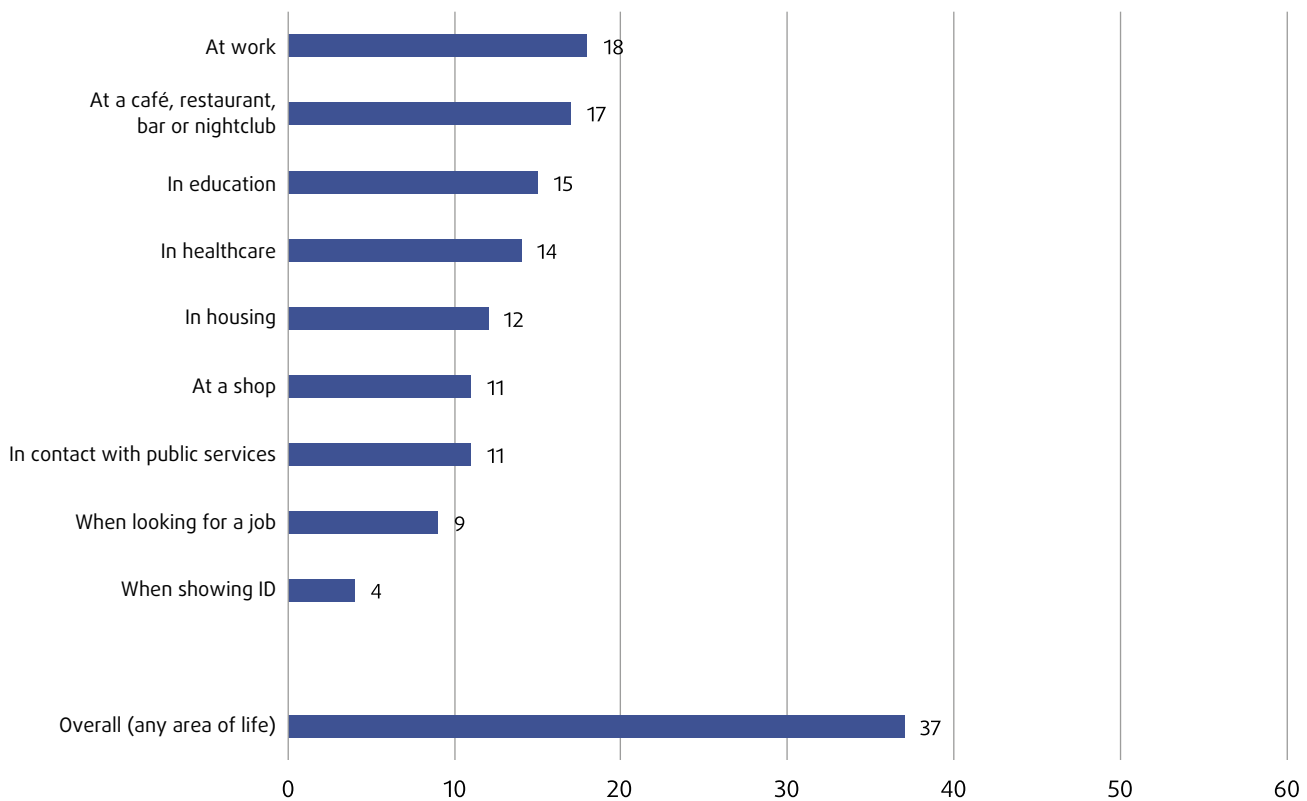


1.2.2. Discrimination in different areas of life

This section outlines selected findings on experiences of discrimination in employment and in other areas of life covered by the survey.

Figure 5 shows that most respondents said that they experienced discrimination in employment and also in other areas of life. The highest 12-month prevalence concerns discrimination experiences at work (18 %) and in a café, restaurant, bar or nightclub (17 %), followed by discrimination experienced in education (15 %) and the health system (14 %). There are substantial differences in the prevalence rates for each area of life between the countries surveyed.

FIGURE 5: DISCRIMINATION IN KEY AREAS OF LIFE BECAUSE OF BEING LGBTIQ IN THE 12 MONTHS BEFORE THE SURVEY (%)



Source: FRA, EU LGBTIQ Survey III (2023).

▲ Notes:

Results for all respondents who had engaged in activities in the areas of life asked about in the survey in the 12 months before the survey (n = 91 577); looking for work (n = 46 190); being at work (n = 68 055); education (as a student or as a parent) (n = 58 034); health (n = 69 024); housing (n = 40 856); administrative offices or public services (n = 67 240); private services, such as restaurants and bars (n = 79 665); in shops (n = 82 654); when showing ID (n = 66 476); weighted results, sorted by the highest prevalence of discrimination.

Response to the question ‘During the last 12 months, have you personally felt discriminated against because of being [LGBTIQ] in any of the following situations? A. When looking for a job; B. At work; C. When looking for a house or apartment to rent or buy (by people working in a public or private housing agency, by a landlord); D. By healthcare or social services personnel (e.g. a receptionist, nurse or doctor, a social worker); E. By school/university personnel. This could have happened to you as a student or as a parent; F. At a café, restaurant, bar or nightclub; G. At a shop; H. When showing your ID or any official document that identifies your sex.’

1.2.2.1. Discrimination in employment

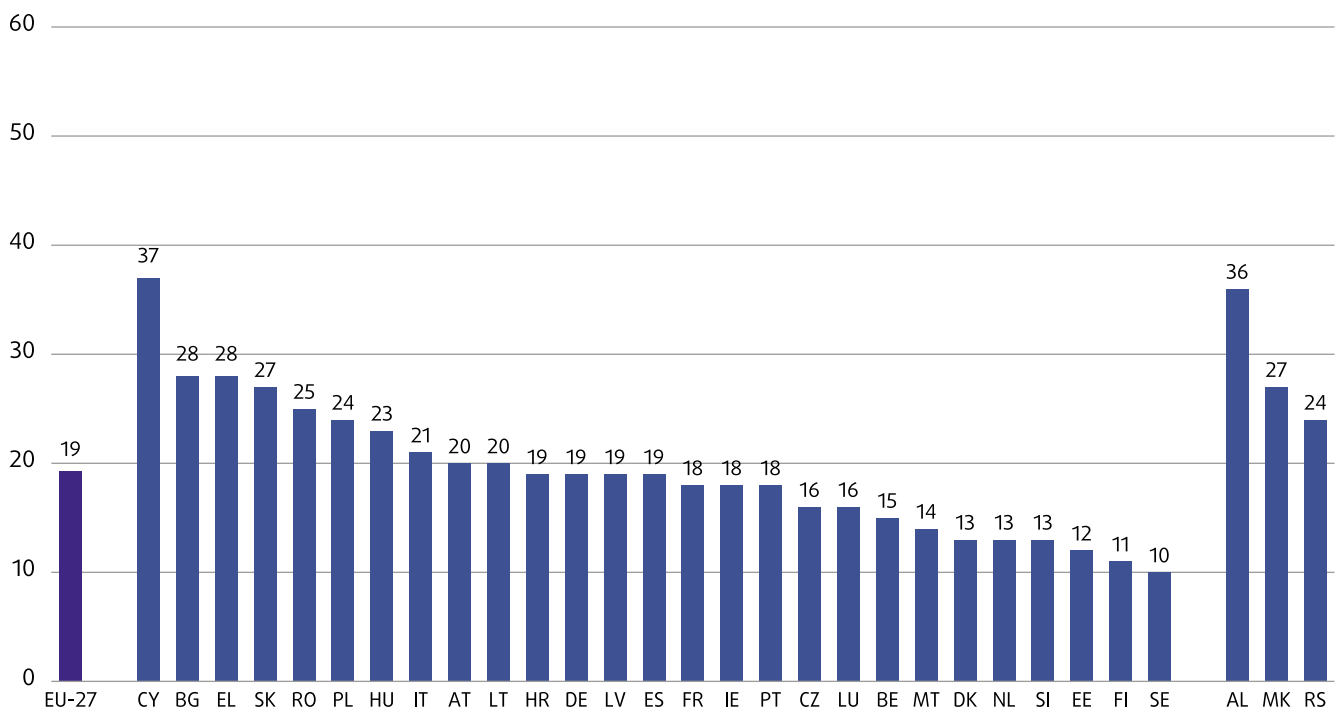
The survey questionnaire asked respondents if they felt discriminated against for being LGBTIQ when looking for work and, separately, when at work. As in the 2019 LGBTIQ survey, twice as many respondents felt discriminated against at work (18 %) as when looking for work (9 %) (Figure 5).

The results show important variations across the countries surveyed (Figure 6). In the Member States, respondents in Cyprus reported the highest rate of discrimination in employment at 37 %, followed by Bulgaria, Greece (both 28 %) and Slovakia (27 %). Outside the EU, Albanian respondents reported the highest rate of discrimination at 36 %. At the other end of the spectrum, the lowest rates within the EU are observed in Sweden (10 %), Finland (11 %) and Estonia (12 %).

‘When I disclosed my gender identity as a trans woman to my employers I lost my job, although they recognized that I was successfully performing my duties. ... I am unemployed and I can no longer afford renting my apartment ... I can’t accept to become homeless on the street and will not allow my daughter to see me in this condition ... I need a job but will never be a sex worker ... if I don’t make it soon I will end my life.’

(Greece, lesbian trans woman, age 46)

FIGURE 6: DISCRIMINATION IN EMPLOYMENT (WHEN LOOKING FOR WORK AND AT WORK) BECAUSE OF BEING LGBTIQ IN THE 12 MONTHS BEFORE THE SURVEY (%)



Source: FRA, EU LGBTIQ Survey III (2023).

▲ Notes:

Results for all respondents engaged in employment activities (when looking for work and at work) in the 12 months before the survey in all 30 countries (n = 71 388) and in the EU-27 overall (n = 70 044); weighted results, sorted by the 12-month rate.

Response to the question ‘During the last 12 months, have you personally felt discriminated against because of being [LGBTIQ] in any of the following situations? A. When looking for a job; B. At work.’

While the different sexual orientation groups appear to experience similar levels of discrimination in employment, more trans people said that they have been discriminated against in employment (Figure 7). When looking for a job or at work, 43 % of **trans women** and 35 % of **trans men** said that they experienced discrimination due to their being LGBTIQ, compared with 16 % of cis women and 19 % of cis men, around twice as much as their cisgender counterparts. The same applies to **non-binary** and **gender-diverse** respondents, and to **intersex** respondents, of whom 32 % felt discriminated against in employment in the year before the survey.



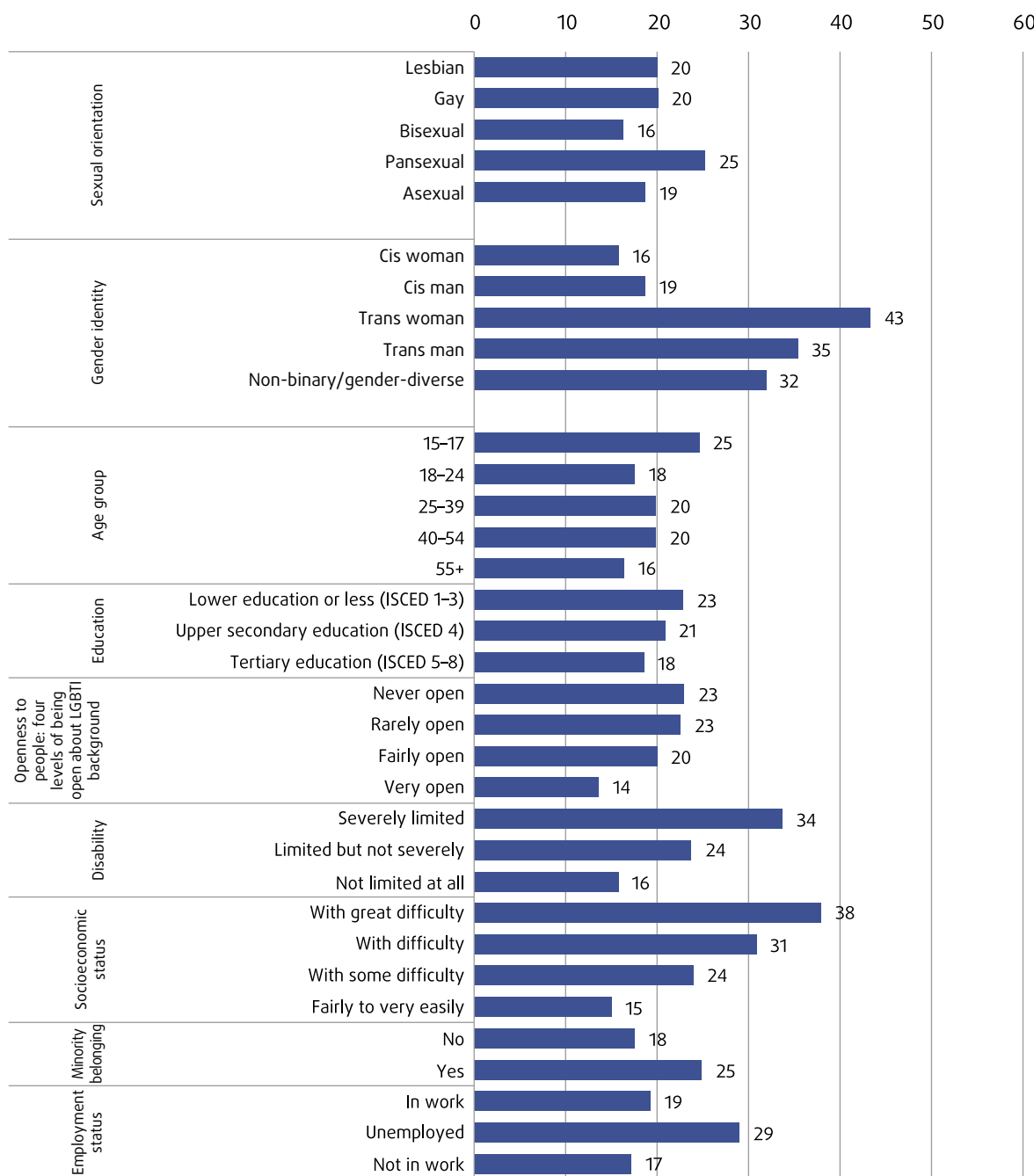
Fewer respondents with high levels of **educational attainment** experience discrimination. For example, 18 % of those with tertiary education and 21 % with post-secondary education qualifications experienced discrimination in employment, compared with 23 % of those with lower educational attainment (ISCED levels 1–3).

More respondents facing financial difficulties reported experiencing discrimination because of being LGBTIQ. While 15 % of the respondents who encounter no financial hardship – or of those who **make ends meet** ‘very easily’ – felt discriminated against in employment in the year before the survey, that share rises to 24 % for those who make ends meet ‘fairly easily’ and to 31 % for those who make ends meet ‘with some difficulty’. The share of respondents who make ends meet ‘with great difficulty’ is 38 %.

The share of respondents whose **activities are severely limited due to disability** who said that they experience discrimination because of being LGBTIQ in employment (34 %) is twice as high as for those who are not limited at all (16 %).

More respondents who self-identified as an **asylum seeker or refugee** reported experiencing discrimination in employment because of being LGBTIQ than respondents who do not identify as such (36 % v 19 %).

FIGURE 7: DISCRIMINATION IN EMPLOYMENT BECAUSE OF BEING LGBTIQ IN THE 12 MONTHS BEFORE THE SURVEY, BY SEXUAL ORIENTATION, GENDER IDENTITY AND SEX CHARACTERISTICS AND SELECTED SOCIO-DEMOGRAPHIC CHARACTERISTICS (%)



Source: FRA, EU LGBTIQ Survey III (2023).

▲ Notes:

Results for all respondents who had been in employment in the 12 months before the survey (n = 70 044); weighted results.

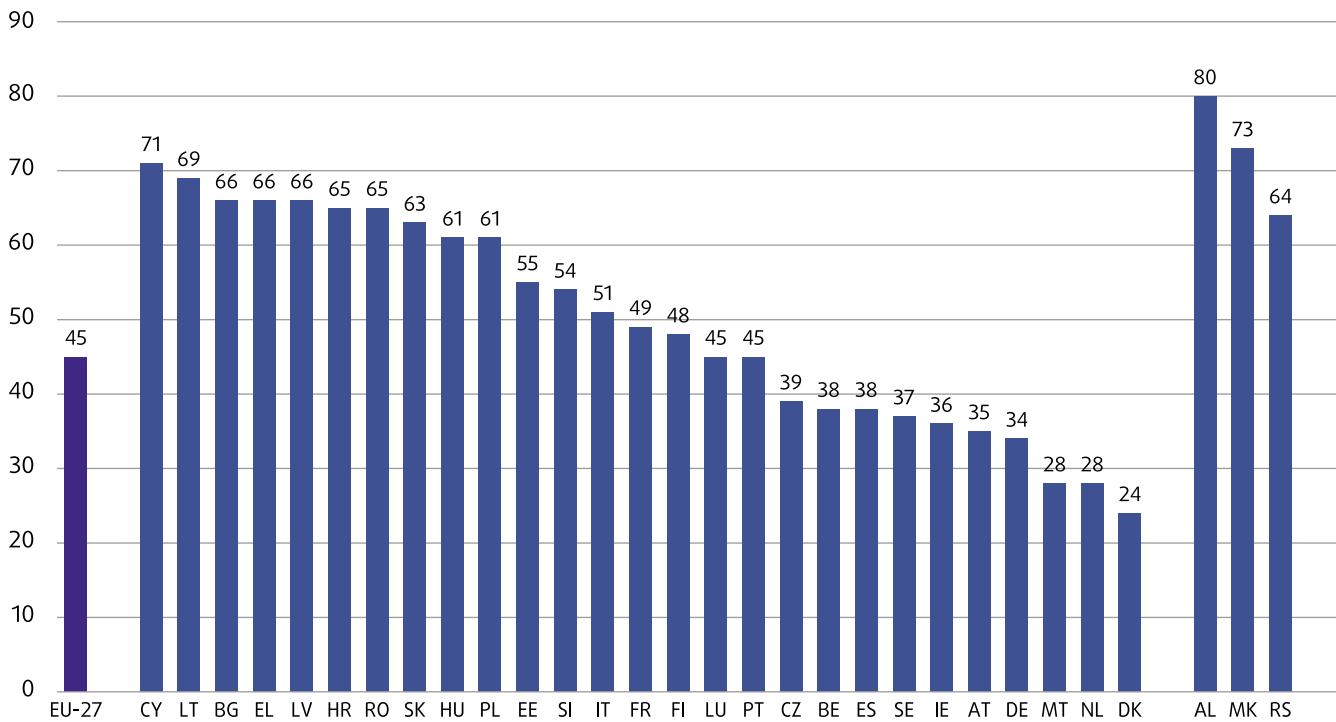
ISCED 0-2 includes those who have never been in formal education or who did not complete primary education, those in primary education and those in lower secondary education. ISCED 3-4 includes those in upper secondary education, vocational training, post-secondary non-tertiary education, and all types of vocational training completed abroad corresponding to ISCED 35, 45 and 55. ISCED 5-8 includes short-cycle tertiary education, bachelor's level or equivalent education, master's level or equivalent education and doctorate level or equivalent education.

Response to the question 'During the last 12 months, have you personally felt discriminated against because of being [LGBTIQ] in any of the following situations? A. When looking for a job; B. At work.'

A significant proportion of respondents (31 %) reported 'rarely' disclosing being LGBTIQ in the workplace, 28 % 'never' do so, while 25 % of respondents 'often' hide or conceal their LGBTIQ identity at work and 20 % 'always' do so. In terms of negative experiences at work, more than half of respondents (57 %) said that they never faced negative comments or conduct at work because of their LGBTIQ identity. However, 34 % reported encountering this occasionally (8 % 'often' and 1 % consistently), while 31 % reported 'never' experiencing a generally negative attitude at work and 41 % experienced it 'rarely'. However, 24 % reported 'often' facing negative attitudes, while 4 % said they 'always' experienced a negative atmosphere at work.

Figure 8 shows that the share of respondents concealing their LGBTIQ identity at work differs across the countries surveyed. More respondents 'often' or 'always' hide their identity at work in the candidate countries Albania and North Macedonia (80 % and 73 %, respectively). Within the EU, the rate reported is highest in Cyprus (71 %) and Lithuania (69 %) and lowest in Denmark (24 %), Malta and the Netherlands (both 28 %).

FIGURE 8: HIDE BEING LGBTIQ AT WORK 'OFTEN' OR 'ALWAYS', BY COUNTRY (%)



Source: FRA, EU LGBTIQ Survey III (2023).

▲ Notes:

Results for all respondents who answered the survey question related to hiding or disguising being LGBTIQ at work (n = 77 035).

Response to the question 'During your employment in the last 5 years, have you: Hidden or disguised that you are LGBTIQ from people you meet at work?'

'I am lonely, but I do not dare to look for a same-sex partner, because I am afraid that then I will lose my job and can't make a living for me and my family, whom I support financially.'

(Hungary, bisexual woman, age 38)



1.2.2.2. Discrimination in other areas of life

On average across the EU, 17 % of respondents experienced discrimination in areas of life other than employment with variations across Member States. The highest proportions of respondents experienced discrimination due to being LGBTIQ in a café, restaurant, bar or nightclub in Cyprus (30 %), Bulgaria (30 %), Slovakia (27 %) and Lithuania (26 %). In all EU candidate countries, the prevalence of discrimination in this area of life is higher than the EU average, reaching 35 % in Albania. As in most other domains covered by the survey, the lowest proportion of respondents experiencing discrimination in this area of life is in Sweden (8 %).

A similar pattern of results is observed for entering a shop or using any other private businesses. On average across the EU, 11 % of respondents reported feeling discriminated against when in a shop or any other private business in the year preceding the survey, with notable variations across Member States. The highest proportions of respondents reported experiencing discrimination in these settings in Slovakia (19 %), Lithuania (19 %) and Cyprus (18 %); outside the EU, the highest proportion reported was in Albania (22 %).

In **education** (as either a student or a parent), the highest proportions of respondents with discrimination experiences in the EU are observed in Lithuania (34 %), Bulgaria (31 %), Cyprus and Romania (both 30 %). The lowest proportions are in Finland (6 %), the Netherlands (7 %) and Sweden (9 %). Similar patterns are observed for discrimination experiences in the health system.

'I feel like I live in a locker. For example, I work in a school, and I don't come out, because I think it would destroy the reputation of the school.'

(Croatia, lesbian woman, age 42)



Education

Almost half of all respondents (46 %) reported **never openly discussing being LGBTIQ** at school, and 29 % rarely engage in open discussions about being LGBTIQ. Overall, 18 % of respondents 'often' or 'always' (7 %) talk openly about being LGBTIQ at school. Moreover, close to 4 in 10 respondents (38 %) always hide or disguise being LGBTIQ at school and 26 % do so often. A large share of gay and trans women (both 59 %), lesbian (42 %) and bisexual (40 %) respondents hide or disguise being LGBTIQ at school. The shares for non-binary and gender-diverse respondents are 32 % and 45 %, respectively.

About a third (31 %) of all respondents said that they never experienced **directly negative comments or conduct at school because of being LGBTIQ**. Almost half of the respondents (49 %) said that they have often heard or seen negative comments or conduct targeted at a schoolmate or peer perceived to be LGBTIQ.

The majority of respondents (59 %) said that they have never encountered **problems when going to bathrooms and changing rooms** and 19 % said this happened 'rarely'. However, one in five (21 %) said that they encountered this problem 'often' or 'always'. Moreover, 49 % said that they never had a problem being accepted to play on a sports team matching their gender, while 21 % said that they 'always' face challenges in this regard.

Healthcare and social services

The share of respondents who said that they experienced discrimination when in contact with **health or social services personnel** varies among Member States, but less so than in other areas of life, ranging from 6 % in Estonia to 21 % in Cyprus and Hungary.



The differences between the groups are significant: the share of trans respondents who said that they experienced discrimination is significantly higher than for other gender identities (40 % for trans men and 39 % trans women compared with 13 % of cis women and 10 % of cis men). The share of intersex respondents experiencing discrimination when accessing health services is also high (31 %).

Respondents' financial situation appears to influence their discrimination experiences. More of those **'making ends meet'** with 'some' or 'great' difficulty report experiencing discrimination (30 %), compared with 11 % for respondents who find it 'very easy' to 'make ends meet'. Moreover, the share of respondents **'severely limited'** in their daily activities because of disability or a health issue who experience discrimination when accessing health is three times higher than the rate for respondents who said that they are 'not limited at all' (29 % v 10 %).

Housing, contact with public services and presenting identification

The survey asked respondents whether they have felt discriminated against when **looking for a house or apartment to rent or buy**. The highest proportions of respondents said that they experienced discrimination in this regard in Hungary (21 %), Greece and Cyprus (both 20 %), compared with the EU average of 12 %. In the majority of Member States, the rate of discrimination reported in housing is below 15 % with the lowest rate of 3 % in Estonia, Finland and Sweden.

Overall, across the EU, 11 % of respondents said that they experience discrimination when in **contact with administrative offices or public services**. This ranges from 25 % in Poland and 24 % in Cyprus to 5 % or less in Finland, Slovenia, Sweden and the Netherlands.

The survey asked respondents whether they felt discriminated against **when presenting their ID card or any official document that identifies one's sex**. On average, across the EU the share of respondents reporting this is between 2 % and 7 %. However, the share of trans women and men reporting this (35 %) is much higher on average, particularly in Bulgaria for trans men (67 %) and in Poland for trans women (51 %).

1.2.3. Intersecting grounds and multiple discrimination

People may experience discrimination on multiple grounds. The survey asked respondents who felt discriminated against in the preceding year because of being LGBTIQ to indicate whether they have also felt discriminated against on grounds other than 'being LGBTIQ', such as because of their 'ethnic or immigrant background', 'sex (male/female)', 'skin colour', 'age (too young / too old)', 'religion or belief', 'disability' or 'other'.

Figure 9 shows that, overall, more than a third (36 %) of respondents who felt discriminated against because of being LGBTIQ said that they also felt discriminated against on the ground of sex in the year before the survey. 17 % indicated that they have also felt so because of their age. One in seven (14 %) of the respondents who felt discriminated against as LGBTIQ people indicate 'disability' as an additional ground, 9 % 'religion or belief' and 7 % their 'ethnic or immigrant background'.

'In my daily life, I suffer from a lack of recognition of non-binary identity or transgender people at all. Usually when filling in details, I can only choose male or female, gender is often assumed to be the same as sex and it doesn't even occur to many people that I might be non-binary or trans, even though I look androgynous and 'confusing'. So there seems to be little awareness about it.'

(Netherlands, bisexual non-binary, age 22)

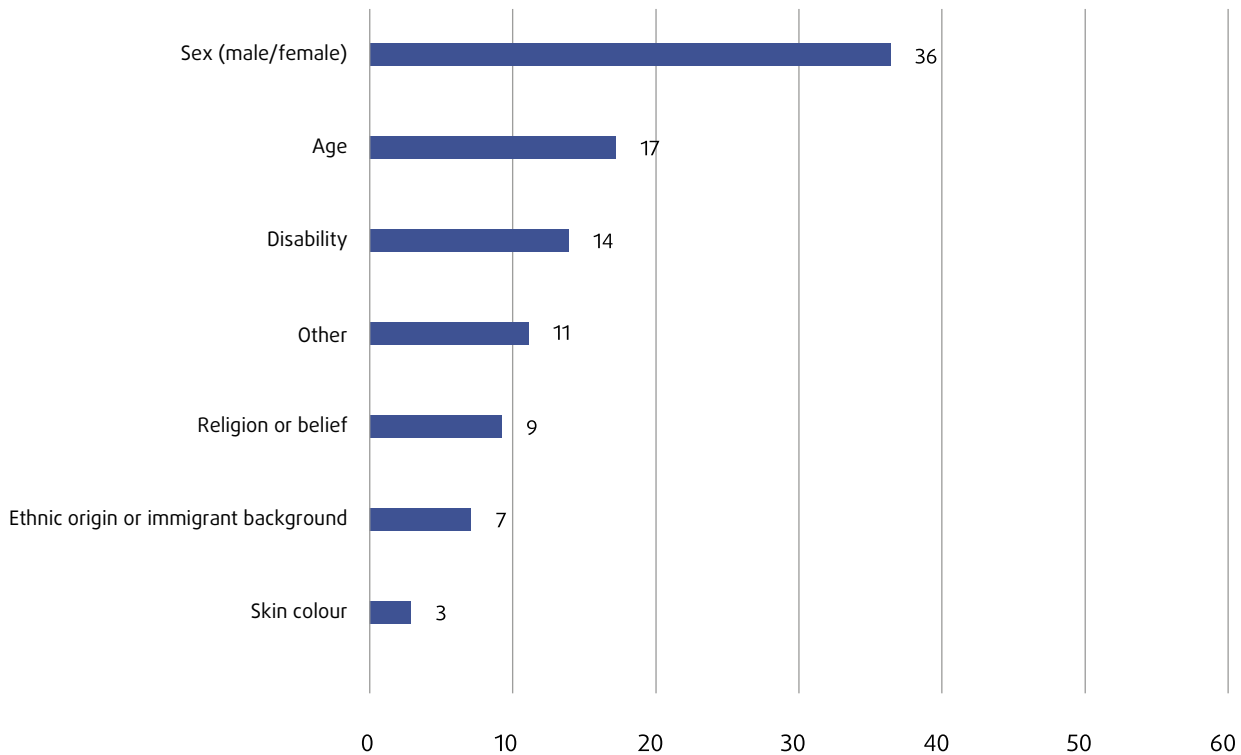


'Being an immigrant and LGBTI in Spain is a situation of extreme difficulty because there is discrimination on two fronts, and one has to moderate and hide too much.'

(Spain, lesbian genderqueer, age 22)



FIGURE 9: DISCRIMINATED AGAINST ON GROUNDS OTHER THAN 'BEING LGBTIQ' IN THE 12 MONTHS BEFORE THE SURVEY (%)



Source: FRA, EU LGBTIQ Survey III (2023).

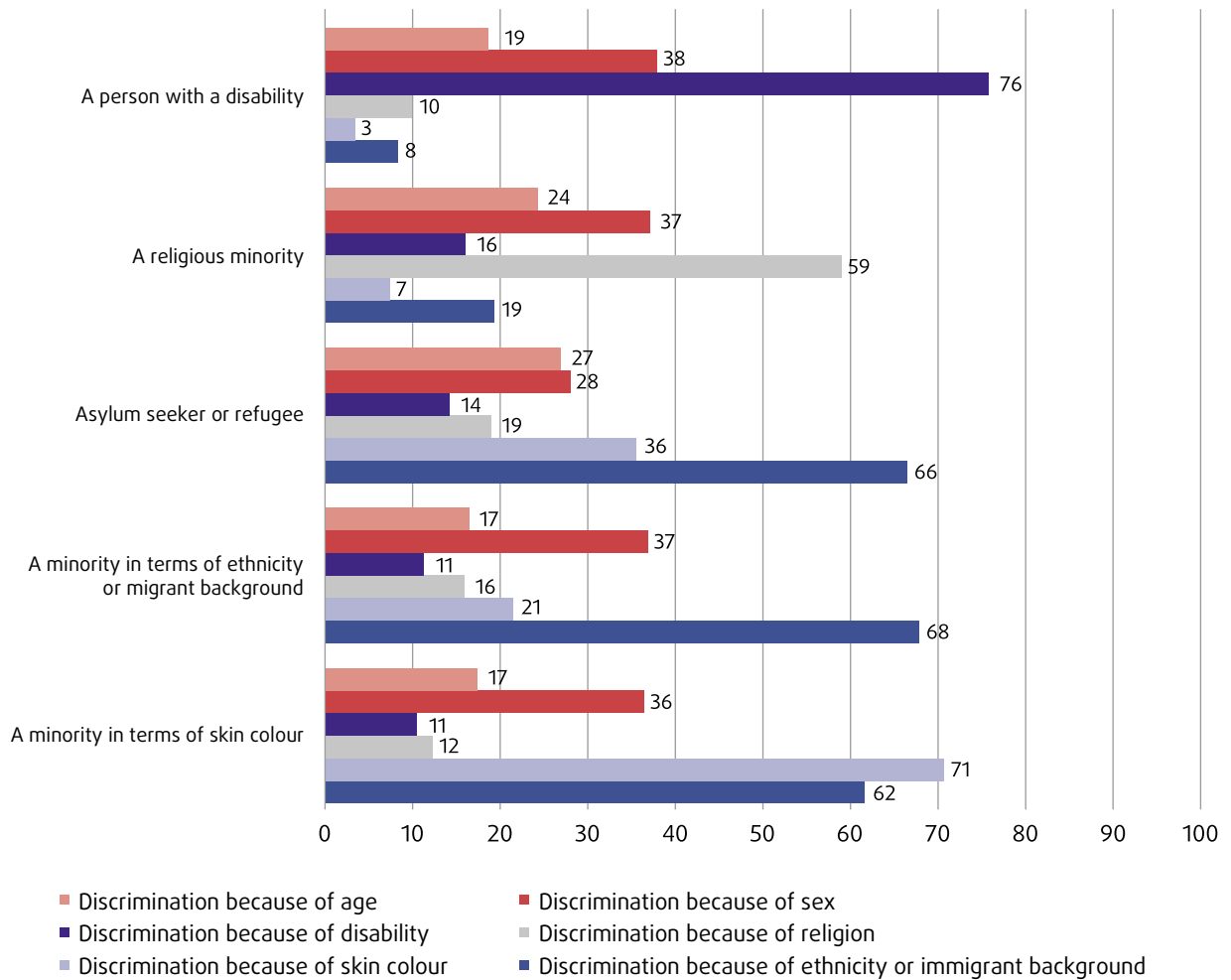
▲ Notes:

Results for all respondents who experienced LGBTIQ discrimination in the 12 months before the survey (n = 41 247); weighted results.

Response to the question 'During the last 12 months, did you feel discriminated against for any other reason, besides being LGBTIQ?' The grounds of discrimination displayed are as follows: 'ethnic origin or immigrant background', 'sex', 'skin colour', 'age', 'sex', 'religion or belief' and 'disability'.

Figure 10 shows that the prevalence of discrimination based on other grounds is, as expected, higher for respondents who identify as a member of a minority group. Of all respondents experiencing discrimination because of being LGBTIQ, 76 % of those who self-identify as a person with disabilities also experienced discrimination on the ground of their disability in the year before the survey, 38 % felt discriminated against because of their sex and 19 % because of their age. Of all respondents experiencing discrimination who self-identify as a member of a minority group in terms of **skin colour**, 71 % said they also experienced discrimination based on skin colour, 62 % based on their ethnic or immigrant background, and 17 % based on age.

FIGURE 10: BELONGING TO A MINORITY GROUP AND FEELING DISCRIMINATED AGAINST ON A GROUND OTHER THAN 'BEING LGBTIQ' IN THE 12 MONTHS BEFORE THE SURVEY (%)



Source: FRA, EU LGBTIQ Survey III (2023).

▲ Notes:

Results for all respondents who experienced LGBTIQ discrimination and self-identify as belonging to a minority in terms of ethnicity or migrant background (n = 3 058), skin colour (n = 1 064), being an asylum seeker or refugee (n = 186), being a religious minority (n = 2 054), or being a person with a disability (n = 6 067); weighted results.

Response to the question 'During the last 12 months, did you feel discriminated against for any other reason, besides being LGBTIQ?' The grounds of discrimination displayed are as follows: 'ethnic origin or immigrant background', 'sex', 'skin colour', 'age', 'sex', 'religion or belief' and 'disability'.

‘When incidents are reported to the management, they often respond by advising individuals to simply accept it. This reflects a pattern of systematic bullying and harassment that occurs at all levels.’

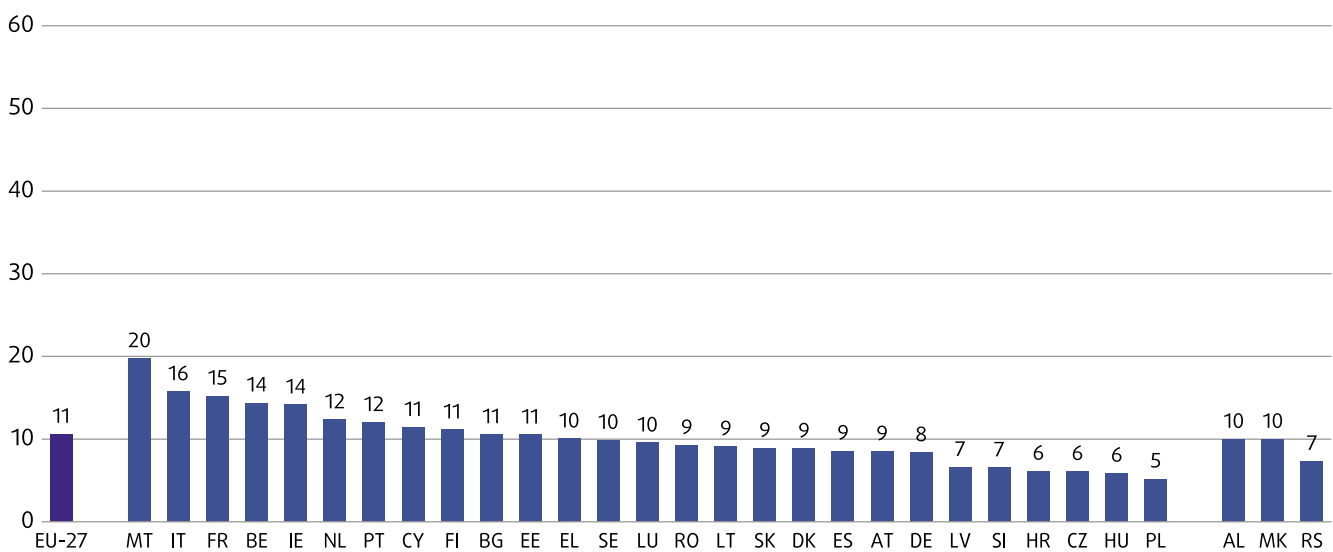
(Denmark, lesbian non-binary, age 29)



1.2.4. Reporting discrimination

The survey asked respondents who felt discriminated against whether they or anyone else reported or filed a complaint about the most recent discrimination incident experienced to any organisation or institution. Overall, across the EU the results are similar to those of the 2019 survey. Only 11 % reported incidents of discrimination anywhere (Figure 11), with the highest rates in Malta (20 %), Italy (16 %), France (15 %), Belgium and Ireland (both 14 %). The lowest proportions of those reporting discrimination incidents in the 12 months before the survey are in Poland (5 %), as well as in Czechia, Croatia and Hungary (all 6 %).

FIGURE 11: REPORTING THE LAST INCIDENT OF DISCRIMINATION BECAUSE OF BEING LGBTIQ, BY COUNTRY (%)



Source: FRA, EU LGBTIQ Survey III (2023).

▲ **Notes:**

Results for all respondents who felt discriminated against on any ground in at least one of the areas of life asked about in the survey in the 12 months before the survey (n = 4 164); weighted results, sorted by the highest reporting rates.

Response to the question ‘Thinking about the most recent incident, did you or anyone else report it anywhere?’

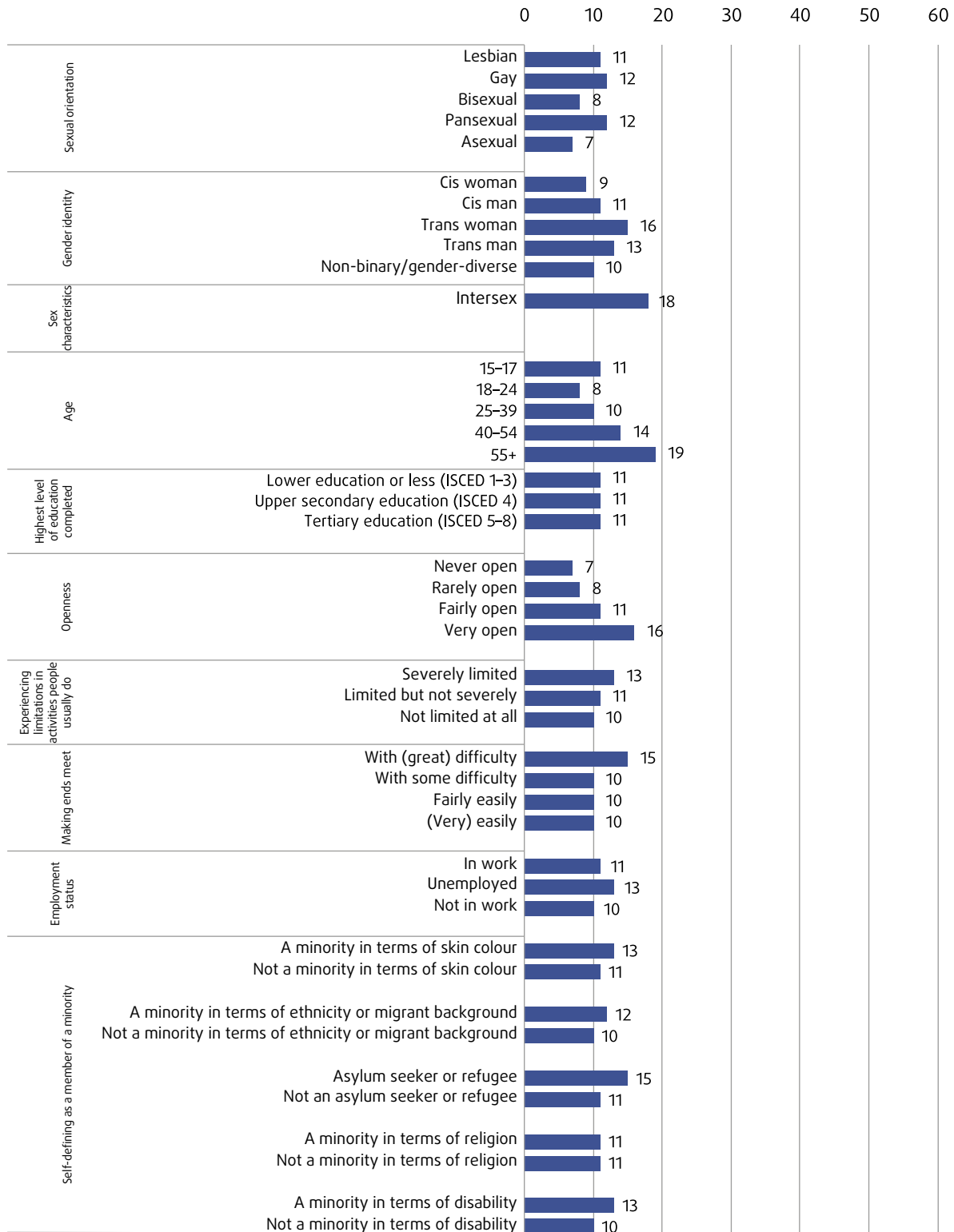
There are also some variations in reporting rates across LGBTIQ groups (Figure 12). For example, **trans respondents** (trans women 16 %; trans men 13 %) and **intersex respondents** (18 %) who had felt discriminated against because of being LGBTIQ in the year preceding the survey are more likely to have reported the most recent discrimination incident experienced to the authorities than the average for all groups (11 %).

In terms of socio-demographic characteristics, slightly higher reporting rates are observed for **older** than for **younger** respondents (19 % of those aged 55 years or over compared with 11 % of 15- to 17-year-olds and 8 % of 18- to 24-year-olds).



Moreover, respondents who declare themselves **'very open'** about being LGBTIQ are most likely to have reported the most recent discriminatory incident (16 %). By contrast, people who are 'never open' or 'rarely open' about their LGBTIQ identity are significantly less likely to have reported such incidents ('never open' 7 %; 'rarely open' 8 %). The survey measured openness about being LGBTIQ to family, friends, neighbours, at work or when using health services using a four-category scale: never open, rarely open, fairly open or always open.

FIGURE 12: REPORTING THE LAST DISCRIMINATION INCIDENT EXPERIENCED BECAUSE OF BEING LGBTIQ, DISAGGREGATED BY SEXUAL ORIENTATION, GENDER IDENTITY AND SEX CHARACTERISTICS AND SELECTED SOCIO-DEMOGRAPHIC CHARACTERISTICS (%)



Source: FRA, EU LGBTIQ Survey III (2023).

▲ Notes:

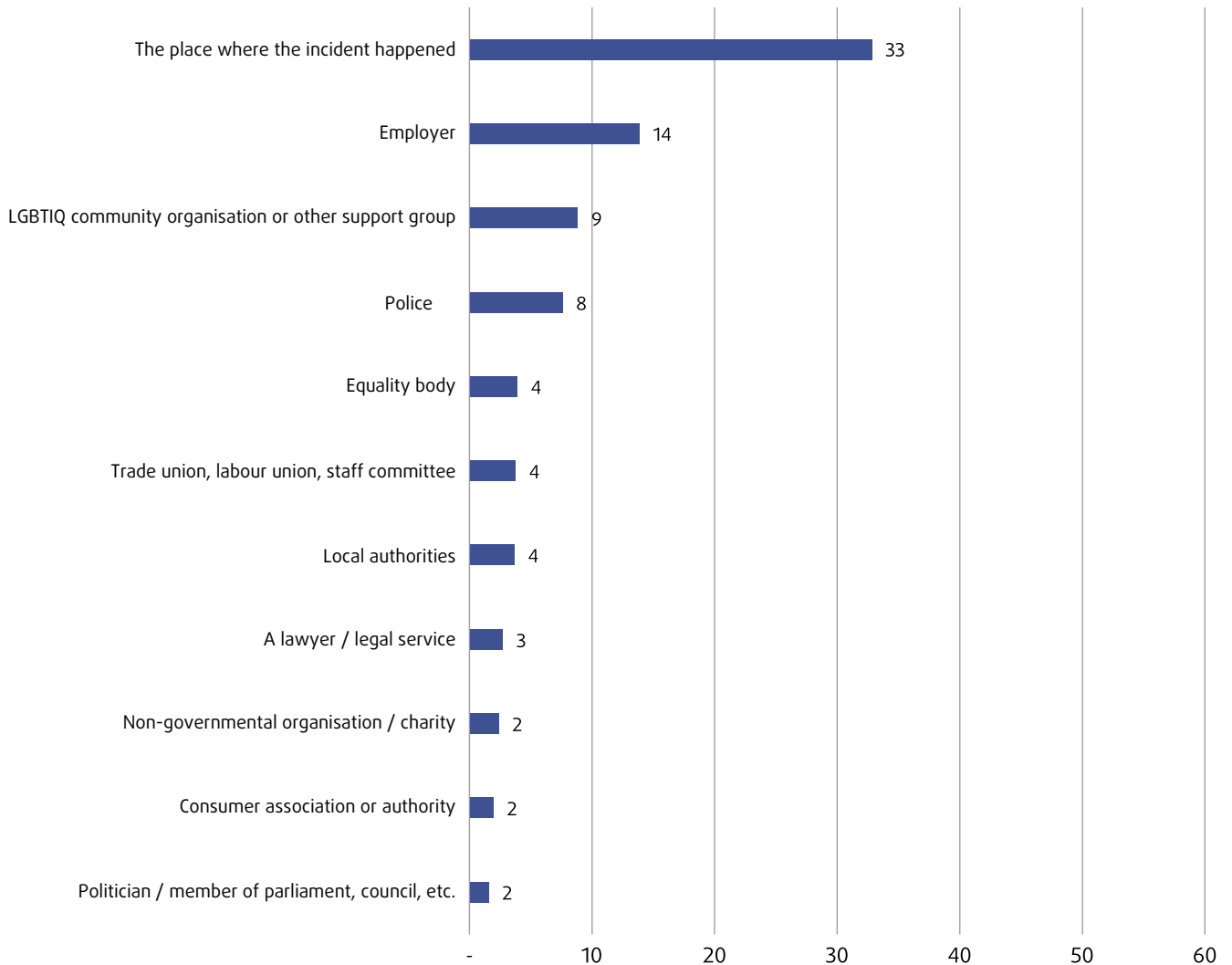
Results for all respondents who felt discriminated against on any ground in at least one of the areas of life asked about in the survey in the 12 months before the survey and who reported the most recent incident of discrimination (n = 4 082); weighted results.

ISCED 0-2 includes those who have never been in formal education or who did not complete primary education, those in primary education and those in lower secondary education. ISCED 3-4 includes those in upper secondary education, vocational training, post-secondary non-tertiary education, and all types of vocational training completed abroad corresponding to ISCED 35, 45 and 55. ISCED 5-8 includes short-cycle tertiary education, bachelor's level or equivalent education, master's level or equivalent education and doctorate level or equivalent education.

Response to the question 'Thinking about the most recent incident, did you or anyone else report it anywhere?'

Figure 13 shows that, of the few respondents who reported the most recent discrimination incident experienced, one third (33 %) reported it to someone at the place where the incident happened and 14 % reported it to their employer. Less than 1 in 10 reported turning to the police (8 %) or an LGBTIQ support group (9 %). Very few filed a complaint with an equality body (4 %).

FIGURE 13: PLACE OF REPORTING THE LAST INCIDENT OF DISCRIMINATION EXPERIENCED BECAUSE OF BEING LGBTIQ (%)



Source: FRA, EU LGBTIQ Survey III (2023).

▲ Notes:

Results for all respondents who felt discriminated against on any ground in at least one of the areas of life asked about in the survey in the 12 months before the survey and who reported the most recent incident of discrimination (n = 4 082); weighted results.
 Response to the question 'Did you or anyone else report it to any of the following organisation or institutions? Read all options and select all that apply.'

‘In Hungary, there is nowhere to turn, especially since the police force consists mainly of extremely homophobic people.’

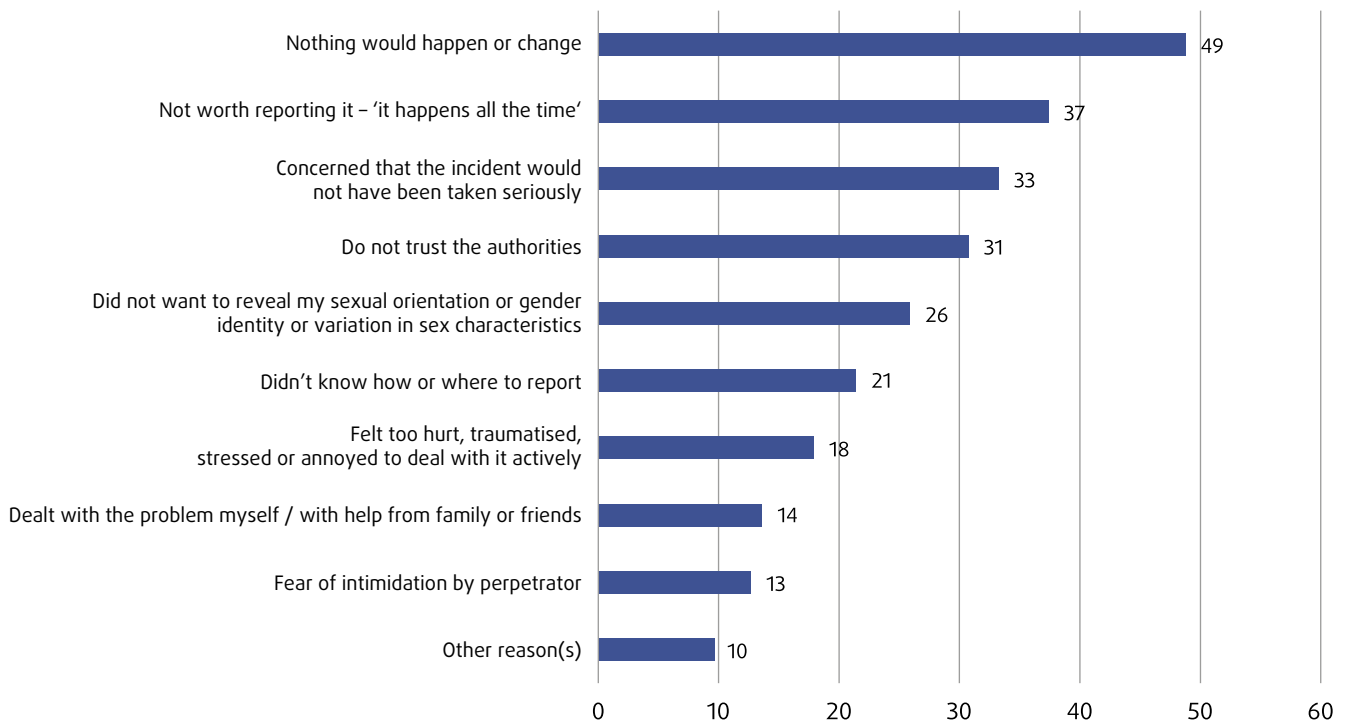
(Hungary, ‘other’ sexual orientation, man, age 32)



1.2.4.1. Reasons for not reporting the last discrimination incident

Figure 14 shows that the most frequently cited reason for not reporting discrimination incidents was that ‘nothing would happen or change by reporting it’ (49 %). Other common reasons were the belief that the incident is ‘not worth reporting – it happens all the time’ (37 %), respondent’s ‘concern that the incident would not have been taken seriously’ (33 %), a lack of trust in the authorities (31 %), and not knowing ‘how or where to report’ (21 %). These results are similar to those of other FRA surveys (²). This survey found that more than one in four (26 %) did not report because they ‘did not want to reveal their LGBTIQ identity’. Such reasons are similar to those given in past EU LGBTI surveys.

FIGURE 14: REASONS FOR NOT REPORTING THE LAST DISCRIMINATION INCIDENT EXPERIENCED BECAUSE OF BEING LGBTIQ (%)



Source: FRA, EU LGBTIQ Survey III (2023).

▲ Notes:

Results for all respondents who have experienced discrimination in the areas of life asked about in the survey and have not reported the most recent discrimination incident in the 12 months before the survey (n = 36 147); weighted results.

Response to the question ‘You mentioned that you did not report or make a complaint about the incident(s) of discrimination. Why did you not report the incident or make a complaint?’

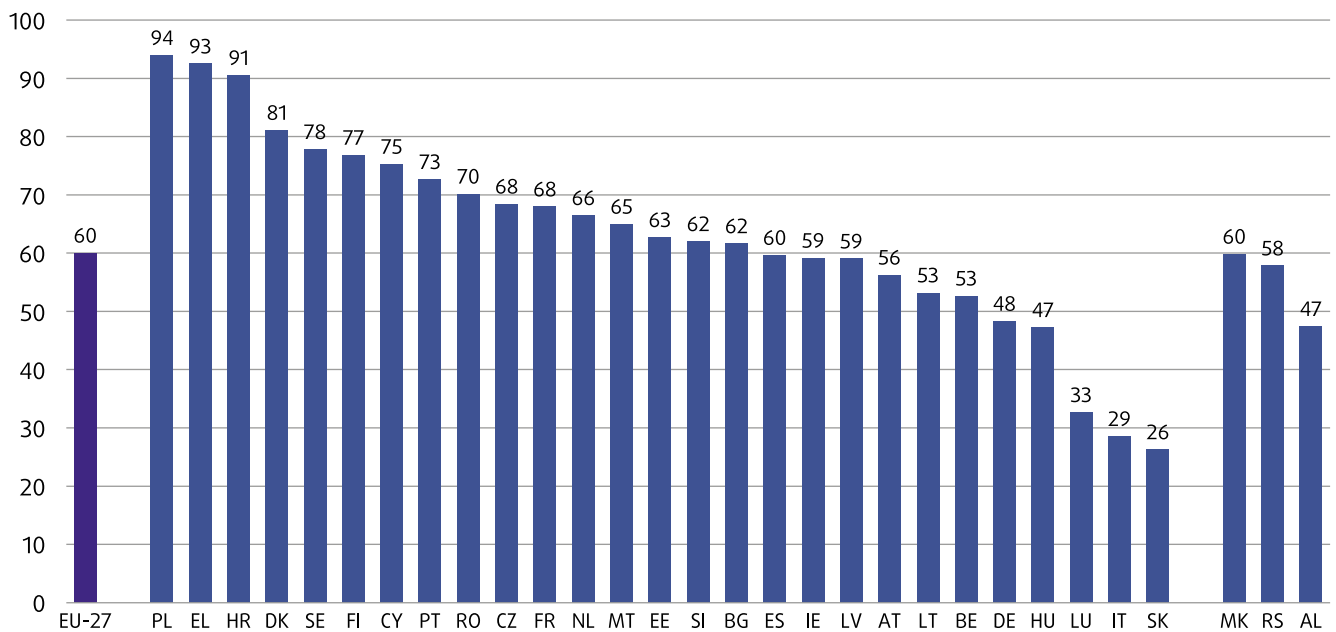
1.2.5. Awareness of organisations providing victim support

Overall, and in line with the findings of the 2019 survey, 60 % of all LGBTIQ respondents have heard of at least one equality body in their country (Figure 15), with notable variation across countries. For instance, while most respondents said they were aware of at least one equality body in Croatia (91 %), Greece (93 %) and Poland (94 %), less than one in three respondents in Slovakia (26 %) and Italy (29 %) said that they had heard of such institutions.

‘Every day I read ultra-homophobic and transphobic comments, and no one reacts. I report all the comments I can (on Instagram in particular), but nothing gets resolved or removed. It’s depressing.’

(France, pansexual genderfluid, age 23)

FIGURE 15: AWARENESS OF AT LEAST ONE NATIONAL EQUALITY BODY, BY COUNTRY (%)



Source: FRA, EU LGBTIQ Survey III (2023).

On average, older LGBTIQ respondents tend to be more likely to **know about national equality bodies** than younger respondents. For example, while two thirds (76 %) of those aged 55 years and over are aware of at least one equality body in their country, this proportion decreases to 42 % for 15- to 17-year-olds and 47 % for 18- to 24-year-olds. Moreover, those with a higher education level are more likely to know their national equality body than those with lower levels of education (tertiary education 65 %; lower education level 46 %). Respondents’ knowledge of equality bodies also seems to vary with **employment status** – people in paid work (65 %) are more likely to be aware of their existence than those who are unemployed (56 %) or otherwise not in work (51 %).

▲ Notes:

Results for all respondents (n = 100 577); weighted results.

Response to the question ‘Have you ever heard of the [EQUALITY BODY]?’

Endnotes

(¹) **EU LGBTIQ equality strategy 2020–2025**, pp. 6–7.

(²) FRA (2020), ***A Long Way to Go for LGBTI Equality***, Publications Office of the European Union, Luxembourg; FRA (2023), ***Being Black in the EU – Experiences of people of African descent***, Publications Office of the European Union, Luxembourg; FRA (2017), ***Second European Union Minorities and Discrimination Survey – Main results***, Publications Office of the European Union, Luxembourg; FRA (2018), ***Experiences and Perceptions of Antisemitism – Second survey on discrimination and hate crime against Jews in the EU***, Publications Office of the European Union, Luxembourg.

2

VIOLENCE AND HARASSMENT

Crime motivated by a victim's perceived sexual orientation or gender identity violates their right to human dignity (Article 1 of the Charter), their right to life (Article 2 of the Charter) and their right to physical and mental integrity (Article 3 of the Charter). Crime motivated by prejudice, known as hate crime or bias-motivated crime, affects not only the individuals targeted but also their communities and societies as a whole. EU law recognises hate-motivated crime as requiring particular attention – for example in the context of the victims' rights directive and Council Framework Decision 2008/913/JHA on combating certain forms and expressions of racism and xenophobia by means of criminal law, which recognises bias motivation as an aggravating circumstance of hate crimes.

The **victims' rights directive** protects the rights of LGBTI victims of hate crime. It includes the grounds of sexual orientation, gender identity and gender expression when recognising the rights of victims, helping to ensure that victims of crime receive appropriate information, support and protection and are able to participate in criminal proceedings. Member States are obliged to carry out individual assessments to identify the specific protection needs of victims of crimes committed with a bias or discriminatory motive (Article 22 of the directive).

The European Commission has proposed initiatives to protect LGBTIQ people against hate crime. On 9 December 2021, the **Commission adopted a communication** prompting a Council decision to extend the current list of 'EU crimes' in Article 83(1) TFEU to hate crime and hate speech. When this Council decision is adopted, the European Commission will be able to propose secondary legislation allowing the EU to criminalise forms of hate speech and hate crime, in addition to racist or xenophobic motives, including sexual orientation, gender identity, gender expression and sex characteristics as protected grounds.

The LGBTIQ equality strategy 2020–2025 aims to reinforce legal protection against hate crime, hate speech and violence targeting LGBTIQ people.

2.1. ASSESSING PROGRESS BETWEEN 2019 AND 2023 – SELECTED RESULTS

2.1.1. Violence and harassment

The 2023 survey results show high levels of violence and harassment across all 30 countries surveyed and an increase compared with the results of the 2019 survey.

Figure 16 shows that the overall 5-year prevalence of bias-motivated violence against LGBTIQ people increased a little from 2019 (11 %) to 2023 (14 %), except for intersex respondents: in 2023, considerably more intersex respondents (34 %) said that they experienced one or more physical or sexual attacks in the 5 years before the survey than in 2019 (23 %).

FIGURE 16A: EXPERIENCING A PHYSICAL AND/OR SEXUAL ATTACK FOR BEING LGBTI, IN THE 5 YEARS BEFORE THE 2019 AND 2023 SURVEYS, BY COUNTRY (%)

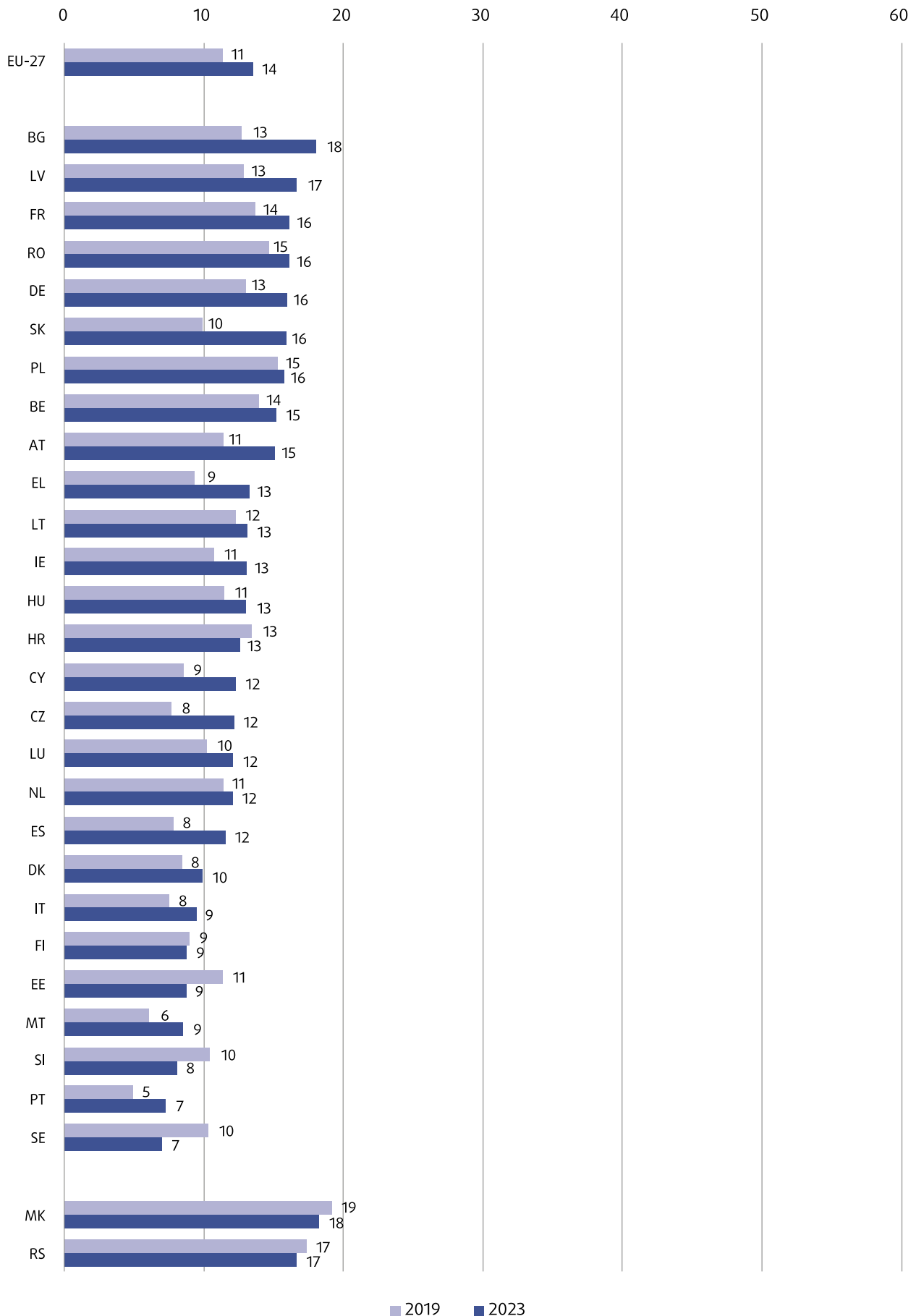
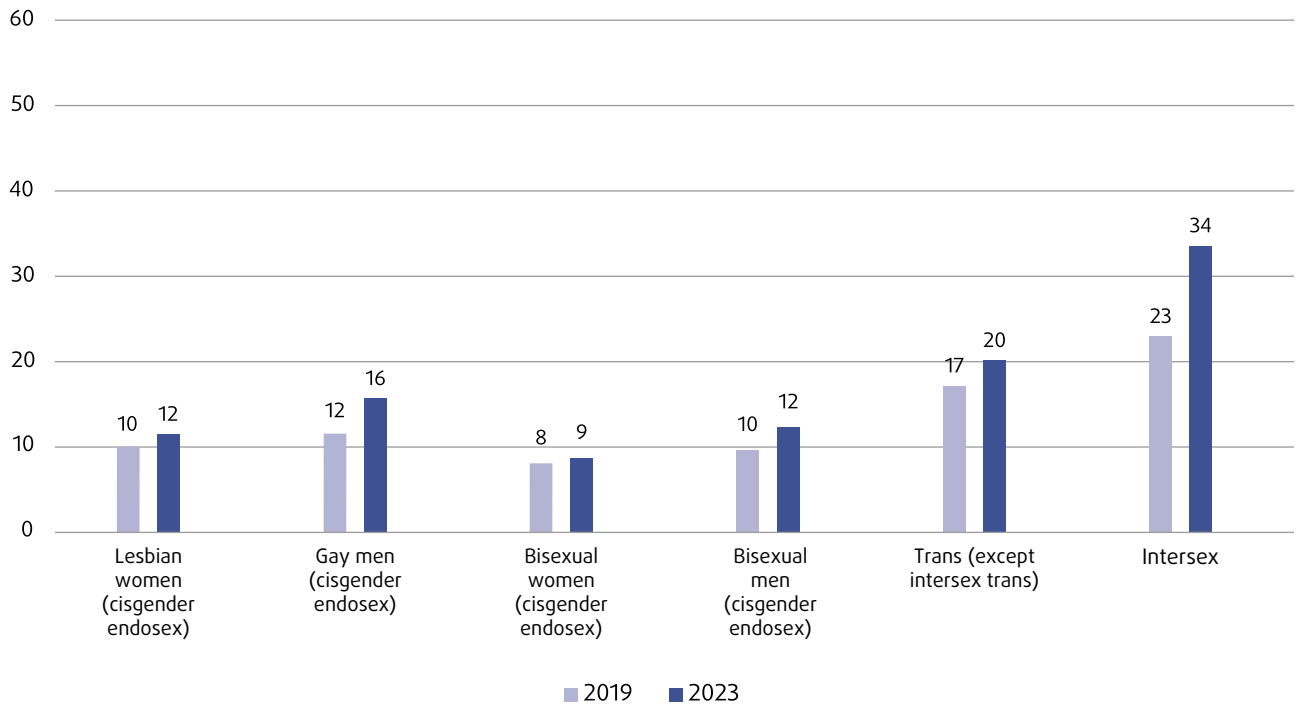


FIGURE 16B: EXPERIENCING A PHYSICAL AND/OR SEXUAL ATTACK FOR BEING LGBTI, IN THE 5 YEARS BEFORE THE 2019 AND 2023 SURVEYS, BY LGBTI CATEGORY (%)



Source: FRA, EU LGBTIQ Survey III (2023).

▲ Notes:

Results for all respondents (EU-27 n = 98 272, EU-27 + 2 n = 100 324); weighted results.

Response to the question 'In the last 5 years, how many times have you been physically or sexually attacked at home or elsewhere (street, on public transport, at your workplace, etc.) because you are [2019: RESPONDENT CATEGORY / 2023: LGBTIQ]?' The results show the percentage of respondents who have experienced at least one incident.

The frequency of hate-motivated violence reported by survey respondents increased for all LGBTIQ groups between the 2019 and 2023 surveys. Figure 17 shows that in 2023, 33 % said that they had experienced three or more violent attacks in the 5 years before the survey compared with 26 % in 2019.

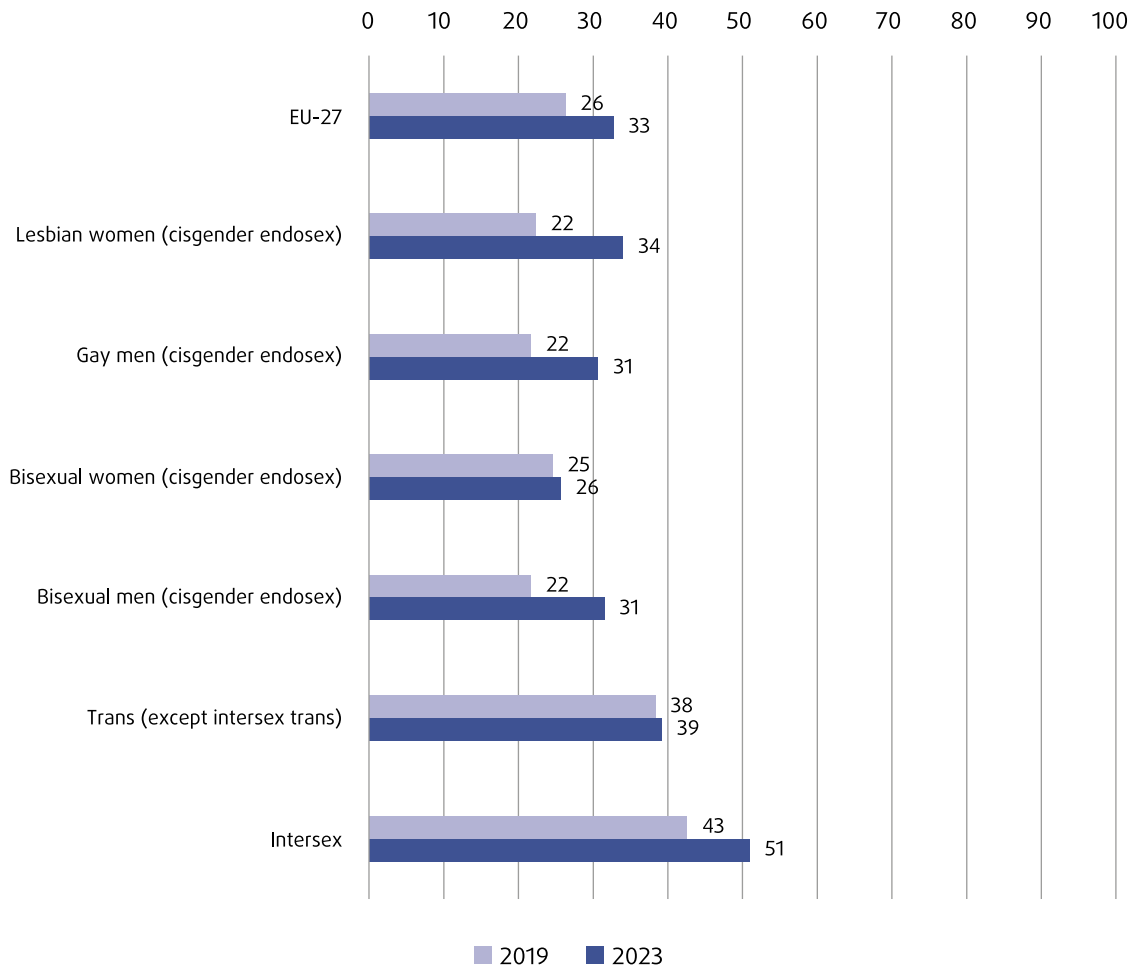
More than half (51 %) of intersex respondents said that they had experienced three or more physical or sexual attacks in the 5 years preceding the survey in 2023 compared with 43 % in 2019.

'I feel like acceptance of LGB people has increased over the past years, however I believe that because trans people have become more visible, acceptance of them has decreased, which is worrying.'

(Germany, lesbian woman, age 25)



FIGURE 17: VICTIMS OF VIOLENCE WHO EXPERIENCED THREE OR MORE PHYSICAL AND/OR SEXUAL ATTACKS BECAUSE OF BEING LGBTI IN THE 5 YEARS BEFORE THE 2019 AND 2023 SURVEYS, BY LGBTI CATEGORY (%)



Sources: FRA, EU LGBTI Survey II (2019) and LGBTIQ Survey III (2023).

▲ Notes:

Results for all respondents who said that they have been physically or sexually attacked (EU-27 n = 6 014); weighted results.

Response to the question 'In the last 5 years, how many times have you been physically or sexually attacked at home or elsewhere (street, on public transport, at your workplace, etc.) because you are [2019: RESPONDENT CATEGORY / 2023: LGBTIQ]?' The results show the percentage of respondents who have experienced at least three incidents.

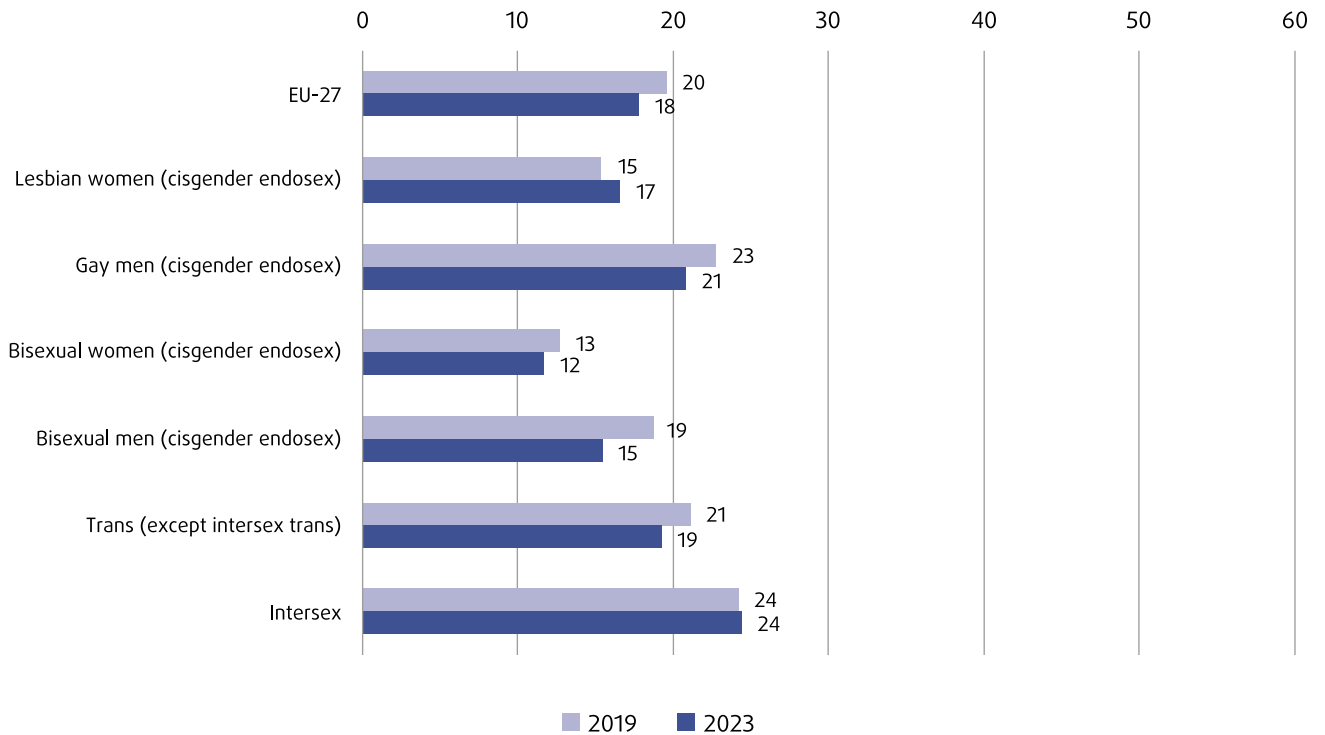
'I do not trust the police, because the last time I was threatened with both physical and sexual violence and threatened to be killed, it happened when the police witnessed the situation.'

(Finland, asexual genderfluid, age 27)



The survey findings show a persistent trend towards the under-reporting of bias-motivated crime. Figure 18 shows that only 18 % of LGBTIQ respondents who were victims of physical or sexual violence because of being LGBTIQ said that they reported the last incident to the police or any other organisation in the 2023 survey – compared with 20 % in the 2019 survey.

FIGURE 18: REPORTED THE MOST RECENT HATE-MOTIVATED VIOLENT INCIDENT THEY EXPERIENCED, BY LGBTI CATEGORY, 2019 AND 2023 (%)



Sources: FRA, EU LGBTI Survey II (2019) and LGBTIQ Survey III (2023).

▲ Notes:

Results for all respondents who described the most recent incident of a physical or sexual attack (EU-27 n = 14 984) they experienced because they are LGBTIQ in the 5 years before the survey; weighted results.

Response to the question 'Did you or anyone else report it to the following organisations or institutions? – Police, – National human rights institutions / equality bodies / ombudspersons, – LGBTI organisation, – General victim support organisation, – Hospital or other medical service, – Someone in organisation/institution where it happened (at work, service provider), – The media, – Other organisation, – No, the incident was not reported to any organisation.'

2.1.2. Bullying experiences at school

Bullying at school is prevalent. Figure 19 shows that a large share of survey respondents across the EU (67 %) said that during their time in school they suffered bullying, ridicule, teasing, insults or threats because they are LGBTIQ, with a marked increase between the 2019 (46 %) and 2023 surveys.

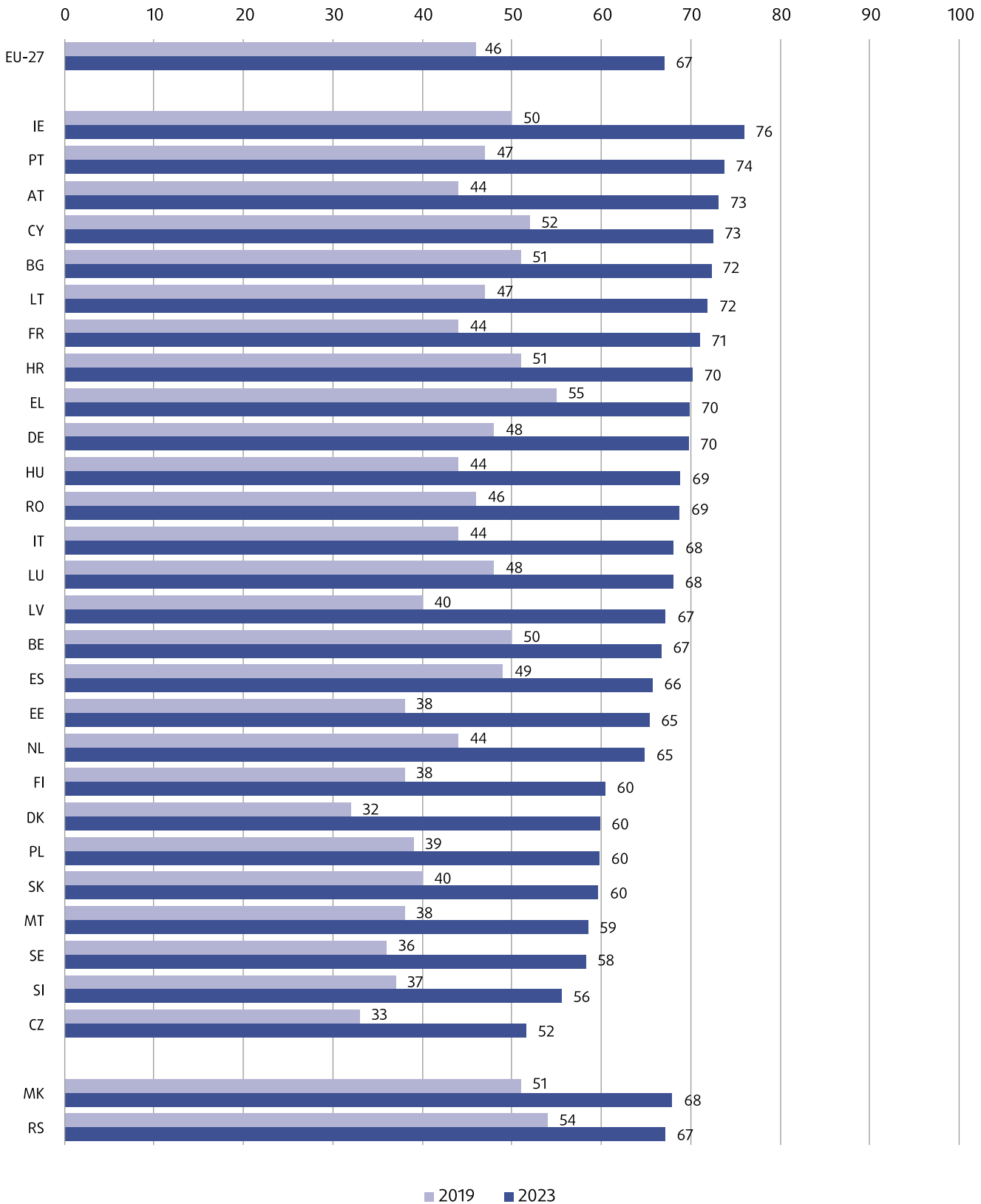
Gay (79 %), pansexual (66 %), intersex (76 %), trans men (76 %), non-binary and gender-diverse (73 %) respondents reported such bullying experiences at higher rates than other sexual orientation and gender diversity groups.

'The worst part of my life was when I was a teenager, I was humiliated, insulted and beaten up every day, I was insulted with the most offensive names ... I suffered from bullying throughout my school life, I was always alone, I ended up with huge traumas, which are now ingrained in me, I have a phobia of socializing, I can't be the center of attention, I get anxiety attacks, at home my older brother didn't accept me either, he beat me up and made fun of me.'

(Portugal, bisexual man, age 30)



FIGURE 19: RIDICULED, TEASED, INSULTED OR THREATENED DURING SCHOOL BECAUSE THEY ARE LGBTIQ, BY COUNTRY, 2019 AND 2023 (%)



Sources: FRA, EU LGBTIQ Survey II (2019) and EU LGBTIQ Survey III (2023).

▲ Notes:

Results for all respondents (EU-27 n = 49 040, EU-27 + 2 n = 50 438); weighted results.

Response to the question 'During your time in school, have you ever been ridiculed, teased, insulted or threatened because you are LGBTIQ? Read all options and select all that apply: A. Yes, by my peers (schoolmates); B. Yes, by my teachers or other school staff; C. No, never.'

2.1.3. Living openly as LGBTIQ and safety from violence

2.1.3.1. Holding hands

Figure 20 shows that the 2023 survey results show a decrease in the share of LGBTI respondents (54 %) who often or always avoid holding hands with same-sex partners for fear of being assaulted, threatened or harassed compared with the results for the 2019 survey (61 %).

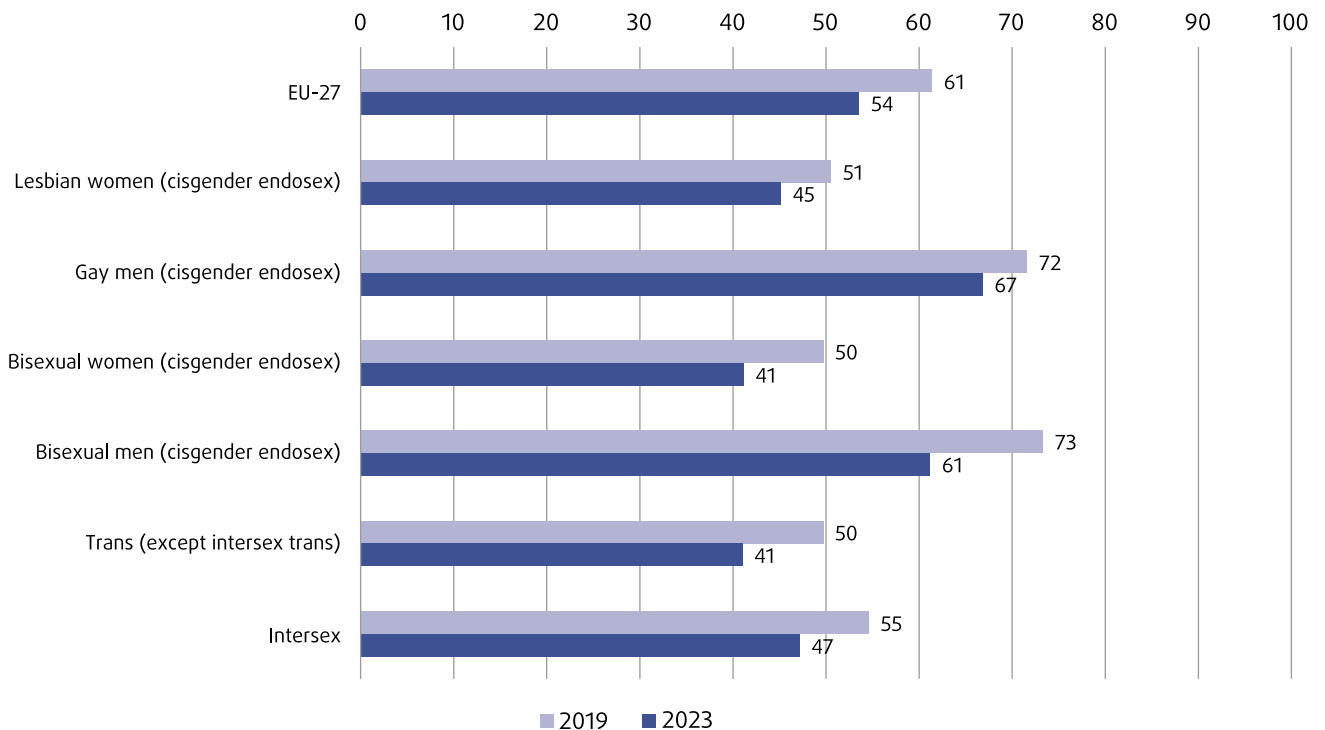
Nevertheless, the 2023 survey results show that in some countries the percentage of those who often or always avoid holding hands with same-sex partners is still very high, such as in Slovakia (80 %), Croatia (79 %), Bulgaria (76 %), Poland (74 %), Hungary and Romania (both 72 %), Estonia (63 %), France (61 %) and, outside the EU, in Serbia (80 %) and North Macedonia (73 %).

‘My partner and I constantly deal with when, where, and under what circumstances it is appropriate to be affectionate in public, such as hugging, kissing, or holding hands.’

(Czechia, bisexual man, age 22)



FIGURE 20: AVOID HOLDING HANDS IN PUBLIC WITH SAME-SEX PARTNERS ‘OFTEN’ OR ‘ALWAYS’ FOR FEAR OF BEING ASSAULTED, THREATENED OR HARASSED, BY LGBTI CATEGORY, 2019 AND 2023 (%)



Sources: FRA, EU LGBTI Survey II (2019) and EU LGBTIQ Survey III (2023).

▲ Notes:

Results for all respondents (EU-27 n = 98 272); weighted results.

Response to the question ‘Do you avoid holding hands in public with a same-sex partner for fear of being assaulted, threatened or harassed? 1. Never; 2. Rarely; 3. Often; 4. Always; 99. I do not have a same-sex partner.’

'I don't express my sexual orientation in public and in places with strangers because I am afraid.'

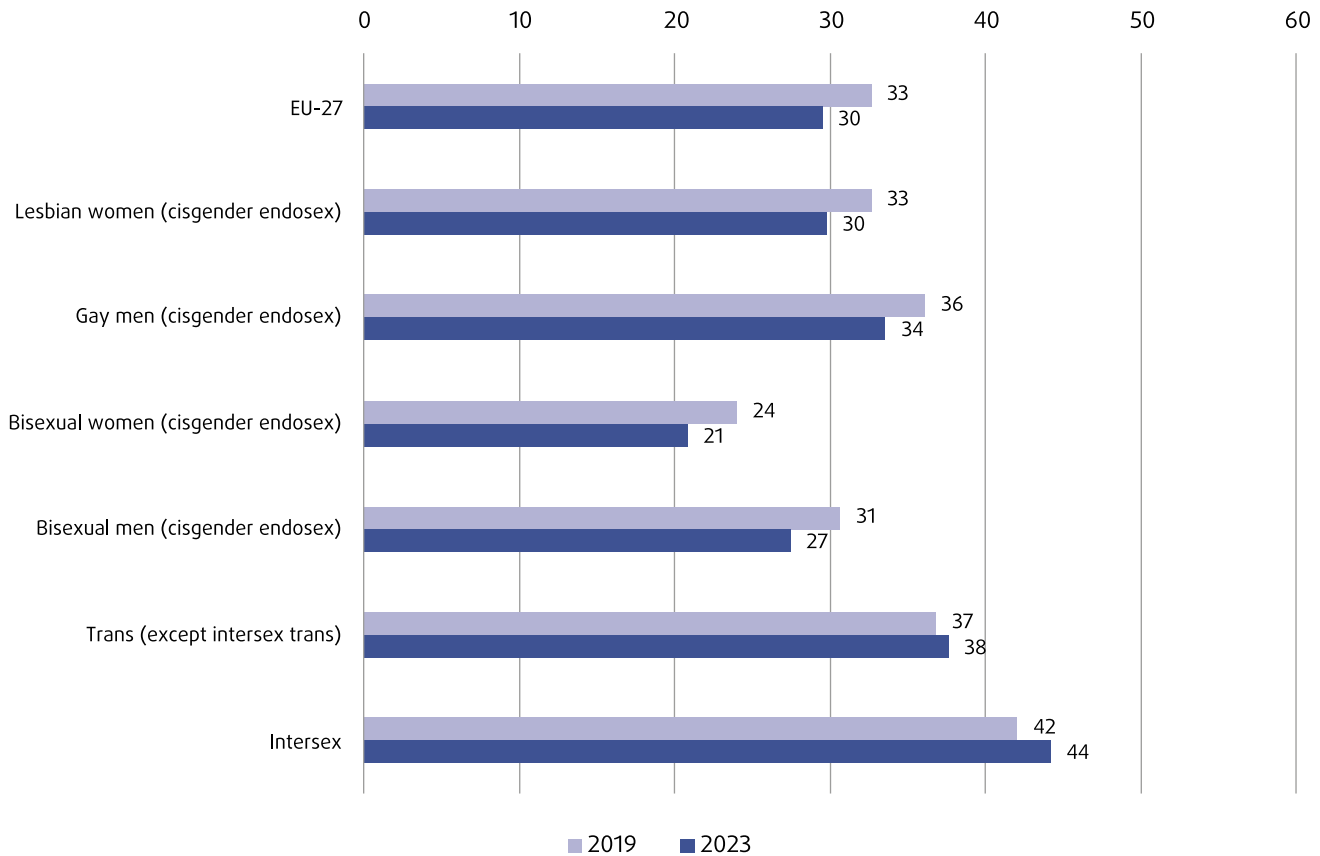
(Greece, lesbian woman, age 24)



2.1.3.2. Avoiding locations

Figure 21 shows that the share of respondents who often or always avoid certain locations because they fear being assaulted, threatened or harassed was slightly lower in 2023 (30 %) than in 2019 (33 %) and slightly higher for certain groups, namely trans (from 37 % in 2019 to 38 % in 2023) and intersex (from 42 % in 2019, to 44 % in 2023) respondents.

FIGURE 21: AVOID CERTAIN PLACES OR LOCATIONS FOR FEAR OF BEING ASSAULTED, THREATENED OR HARASSED, 'OFTEN' OR 'ALWAYS', BY LGBTI CATEGORY, 2019 AND 2023 (%)



Sources: FRA, EU LGBTI Survey II (2019) and EU LGBTIQ Survey III (2023).

▲ Notes:

Results for all respondents (EU-27 n = 98 272); weighted results.

Response to the question 'Do you avoid certain places or locations for fear of being assaulted, threatened or harassed because you are [2019: RESPONDENT CATEGORY / 2023: LGBTIQ]? 1. Never; 2. Rarely; 3. Often; 4. Always; 99. Do not know.'

2.1.3.3. Being often or always open about being LGBTIQ

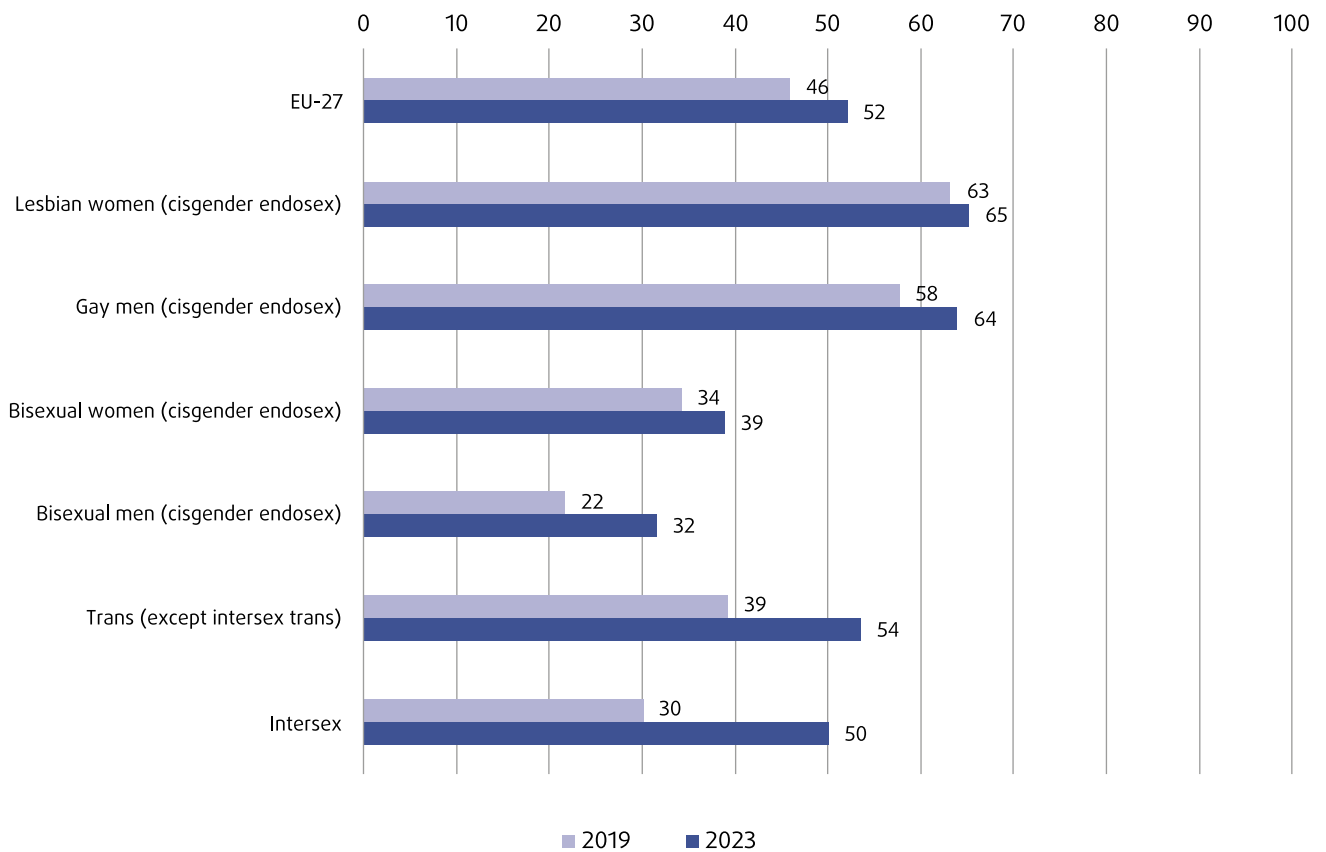
Figure 22 shows that the LGBTIQ survey respondents are now more open about themselves in their social environment than they were in 2019 (from 46 % in 2019 to 52 % in 2023) across all groups. The change is more prominent for trans (from 39 % in 2019 to 54 % in 2023) and intersex (from 30 % in 2019 to 50 % in 2023) respondents.

'I'm not visibly LGBTQ, and in appearance people don't think I'm gay. I'm not expressive, my partner and I go out very rarely and hide our relationship in public because of looks, comments, shouts, threats and fear that someone I know who doesn't know about me and is an extreme homophobe (there are a few) will see me.'

(Bulgaria, gay man, age 26)



FIGURE 22: OPEN ABOUT BEING LGBTIQ 'OFTEN' OR 'ALWAYS', BY LGBTIQ CATEGORY, 2019 AND 2023 (%)



Sources: FRA, EU LGBTIQ Survey II (2019) and EU LGBTIQ Survey III (2023).

▲ Notes:

Results for all respondents (EU-27 n = 98 272); weighted results.

Response to question G1: 'To how many people among the following groups are you open about yourself being [2019: RESPONDENT CATEGORY / 2023: LGBTIQ]? A. Family members (other than your partner(s)); B. Friends; C. Neighbours; D. Work colleagues; E. Schoolmates / University co-students; F. Immediate superior / head of department; G. Customers, clients, etc. at work; H. Medical staff / health care providers.'

'It's hard to find a society then I can open myself. I consider my life as [a] living in a shadow, in a [kind] of box.'

(Estonia, lesbian trans woman, age 44)

'I am more and more worried about the growing hate towards our community. I am planning to attend Pride parades this summer but I am anxiously following news of planned attacks or attacks that have happened. I feel like this hate narrative is also influenced by politicians, especially by some from center/right, with lots of ignorance or purpose regarding the impact they have.'

(Germany, lesbian woman, age 28)

2.1.4. Perceptions of violence, prejudice and intolerance against LGBTIQ people

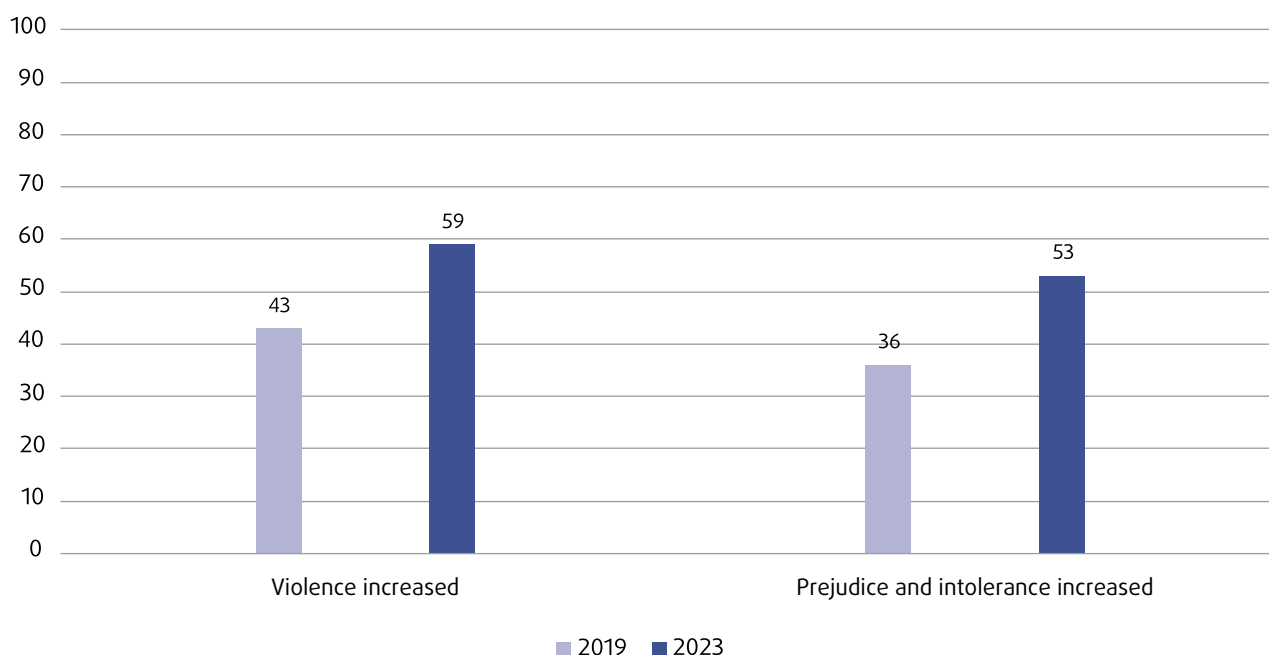
The 2023 survey asked respondents about their perception of any increase or decrease in violence, prejudice and intolerance against LGBTIQ people in the past 5 years in the country they live in.

Figure 23 compares the results of the 2019 and 2023 surveys. It shows that more than half (59 %) of survey respondents across all groups said in 2023 that violence has increased a little or a lot in the country they live in compared with 43 % in 2019. Similarly, more than half said that prejudice or intolerance (53 %) has increased a little or a lot compared with only 36 % in 2019.

Moreover, 7 in 10 trans women (70 %) and a similar share (65 %) of non-binary and gender-diverse respondents consider that violence has increased. About 6 in 10 intersex respondents think that violence (61 %) or prejudice and intolerance (57 %) against LGBTIQ people has increased in their country.



FIGURE 23: VIOLENCE OR PREJUDICE AND INTOLERANCE AGAINST LGBTIQ PEOPLE HAS INCREASED IN THE COUNTRY THEY LIVE IN, OVER THE PAST 5 YEARS, EU-27 AVERAGE, 2019 AND 2023 (%)



Source: FRA, EU LGBTIQ Survey III (2023).

There is considerable variation between Member States: more respondents consider that violence has increased a little or a lot, for example in Slovakia (81 %), Spain (76 %), France (71 %), Germany (65 %), Hungary (62 %), Poland (61 %), Netherlands (61 %), Italy (61 %), Ireland (60 %) and Bulgaria (60 %), than in Malta (10 %), Estonia (21 %), Lithuania (24 %) and Denmark (26 %).

The largest shares of respondents who reported that prejudice and intolerance has increased are living in Hungary (74 %), Spain (66 %), Poland (62 %) and the Netherlands (58 %).

The largest share of respondents who said that prejudice and intolerance have decreased in their country are living in Estonia (62 %), Malta (57 %) and Latvia (55 %).

The perception of trends is more or less uniform across all LGBTIQ and SO-GIE-SC groups surveyed.

▲ Notes:

Results for all respondents (EU-27 n = 98 272); weighted results.

Response to questions D1: ‘Over the past 5 years, has prejudice and intolerance against LGBTIQ people increased, stayed the same or decreased in [COUNTRY]? 1. Increased a lot; or 2. Increased a little;’ and D2: ‘Over the past 5 years, has the violence against LGBTIQ people increased, stayed the same or decreased in [COUNTRY]? 1. Increased a lot; or 2. Increased a little.’

‘Being LGBTIQ is scary right now because of all the hate being created by politicians and other leaders.’

(Germany, lesbian non-binary, age 35)



2.2. KEY 2023 SURVEY FINDINGS

- One in eight LGBTIQ respondents (13 %) in the EU said that they were physically or sexually attacked in the 5 years preceding the survey because they are LGBTIQ. Trans (trans women 29 %, trans men 23 %) and intersex (32 %) respondents experienced attacks at higher rates than other LGBTIQ groups. However, less than one in five (18 %) of the respondents who said that they had been attacked in the survey reported the most recent incident to any organisation.
- In the year before the survey, every second respondent (54 %) experienced harassment because of being LGBTIQ. The rates are higher than average among trans women (77 %), trans men (72 %), non-binary (66 %) and pansexual (62 %) respondents, as well as intersex (67 %) respondents.

‘Life in Bulgaria is tough – I’ve been assaulted, harassed, threatened with violence a myriad of times, have been sexually abused and beaten, and I’ve been subject to transphobia and intersex-phobia too many times to count. I’ve been denied help from police after getting attacked by far-right people and been ridiculed by them for looking weird, being ‘a tranny’ or being on drugs (I wasn’t on drugs). I’ve also been forced to undergo hormonal treatment for my intersex condition.’

(Bulgaria, bisexual intersex trans man, age 20)



- The youngest respondents, those who self-identify as belonging to a minority group in terms of disability, religion, ethnicity or migrant background, or skin colour, and people who face financial difficulties are at higher risk of hate-motivated harassment because of being LGBTIQ than other respondents.
- The most common form of hate-motivated harassment reported by respondents is a personal incident (52 %).
- The overall prevalence of hate-motivated cyber-harassment online is lower (16 %) than that of personal incidents in real life or public spaces, although the majority of all respondents (63 %) said that they are regularly exposed to negative statements about LGBTIQ people online.
- Less than one in ten (8 %) victims of hate-motivated harassment reported the most recent incident to any organisation.
- In the case of both hate-motivated physical or sexual attacks and harassment, respondents said that they experienced multiple incidents in the 5 years before the survey: 46 % and 43 % said that they were attacked or harassed, respectively, two to five times, and 12 % and 17 % reported being attacked or harassed, respectively, six or more times.
- The majority (63 %) of all victims of physical or sexual attacks mentioned experiencing negative psychological consequences (e.g. depression or anxiety). More than half of victims (52 %) reported being afraid to leave the house or visit places.

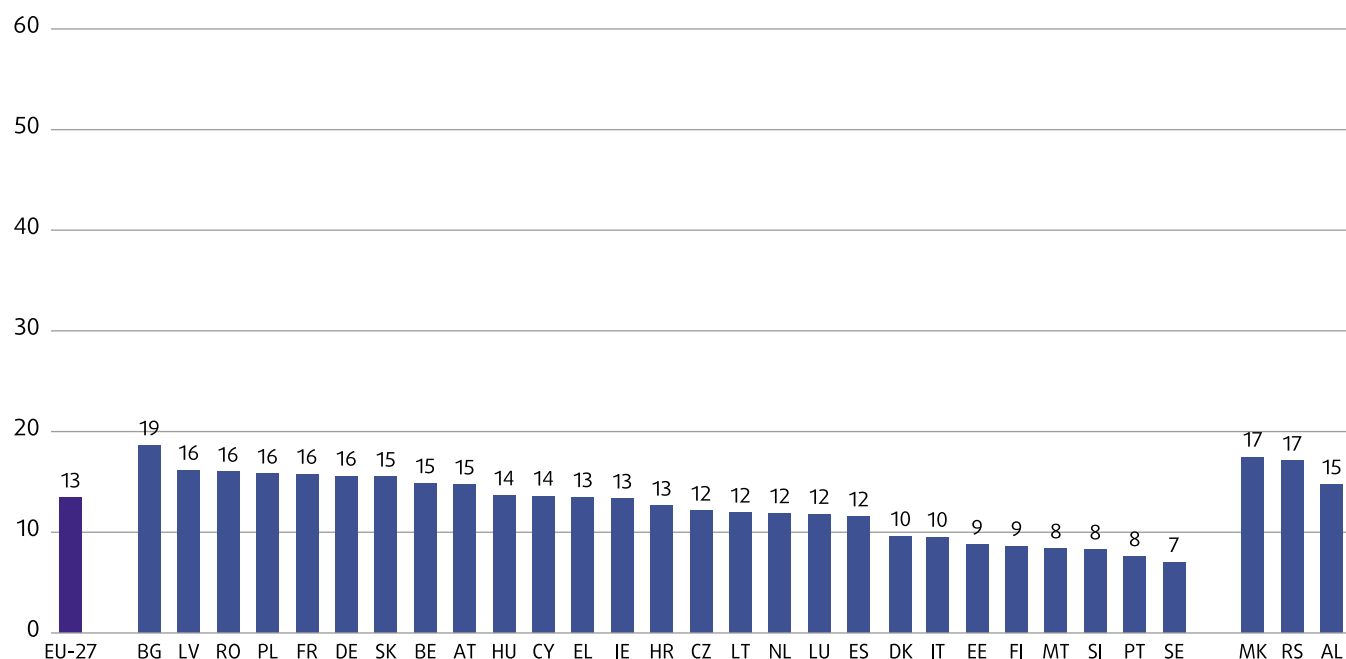
This section outlines selected survey findings on physical or sexual attacks and harassment because of being LGBTIQ, the characteristics of the most recent incident, and the impact of such incidents on victims’ health and well-being. It also presents selected results on the prevalence and nature of harassment experienced by LGBTIQ respondents, on whether they report incidents to the police and other organisations, and on the reasons some gave for not reporting incidents. The section concludes with selected results on respondents’ experiences of victimisation and the avoidance strategies adopted because of safety concerns.

2.2.1. Physical or sexual attacks

The survey asked respondents whether they experienced physical or sexual attacks because they are LGBTIQ. The survey questionnaire did not define forms of physical or sexual violence, allowing respondents to mention any experience that they would consider a physical or sexual attack or both.

Figure 24 shows that the highest rates of physical or sexual attacks motivated by the victim being LGBTIQ are observed in Bulgaria (19 %), North Macedonia and Serbia (both 17 %) and Germany, France, Latvia, Poland and Romania (all 16 %). The lowest rates are observed in Sweden (7 %), Malta, Portugal and Slovenia (all 8 %) and Estonia and Finland (both 9 %).

FIGURE 24: HATE-MOTIVATED PHYSICAL OR SEXUAL ATTACKS IN THE 5 YEARS BEFORE THE SURVEY, BY COUNTRY (%)



Source: FRA, EU LGBTIQ Survey III (2023).

The overall 12-month prevalence rate of hate-motivated violence because of the victim being LGBTIQ is 5 %. The highest and lowest rates of physical or sexual attacks motivated by the victim being LGBTIQ are observed in similar countries as for the 5-year period (i.e. Bulgaria, North Macedonia and Romania at 8 % each, and Portugal and Sweden at 2 % each).

Figure 25 shows that, in the 5 years before the survey, 17 % of gay and pansexual respondents experienced physical and sexual violence. Higher rates of physical or sexual attacks were reported among trans women (29 %), trans men (23 %) and intersex people (32 %).

The survey results show that more LGBTIQ respondents who are severely limited in their daily activities said that they experience hate-motivated physical violence (22 %) than those who are limited but not severely (17 %), or not limited at all (11 %). Furthermore, respondents who face ‘great’ difficulty in making ends meet are at higher risk of hate-motivated violence (23 %) than those who do not face such difficulties (9 %).

LGBTIQ respondents who identify with other minority groups tend to be at higher risk of hate-motivated violence than those who do not, for example 33 % of LGBTIQ respondents who are asylum seekers and 20 % and 19 % of those who self-identify as a minority in terms of religion or disability and skin colour, respectively.

▲ Notes:

Results for all respondents (EU-27 n = 98, 272, EU-27 + 3 n = 100 577); weighted results.

Response to the question ‘In the last 5 years, how many times have you been physically or sexually attacked at home or elsewhere (street, on public transport, at your workplace, etc.) because you are LGBTIQ?’ The results show the percentage of respondents who have experienced at least one incident.

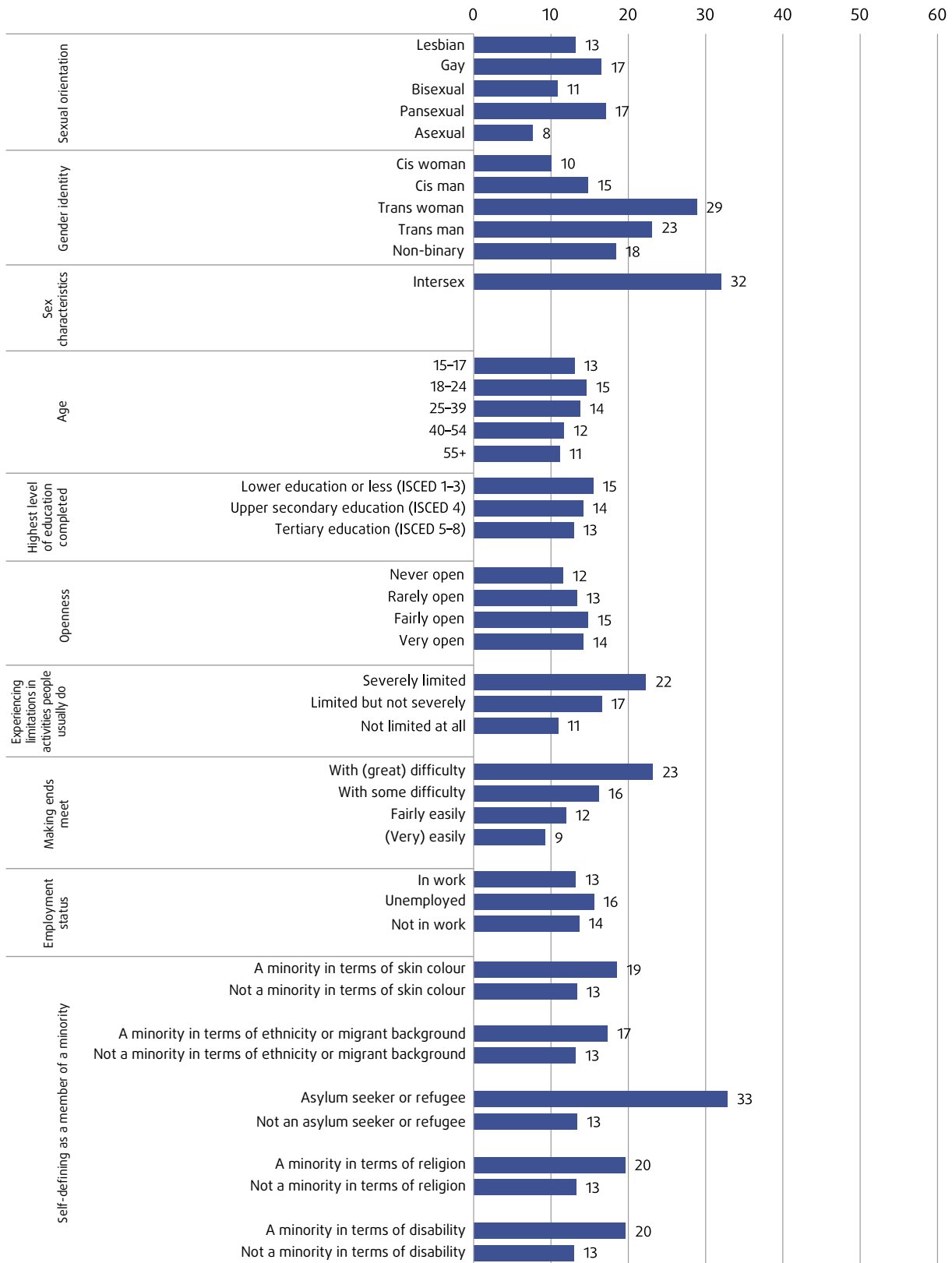
Note the EU-27 average given here is slightly different to the figure above (Figure 16a) where the 2019 and 2023 surveys are compared. This results from the different sample make-up of the two surveys. See section ‘Comparing results of the survey waves’.

‘I have been raped and abused for being trans, I have been a sexual worker, and I am also Gitano. This means that I am suffering racism from the municipal police where I am living, I have thought [of] suicide on many occasions.’

(Spain, asexual trans man, age 23)



FIGURE 25: HATE-MOTIVATED VIOLENCE IN THE 5 YEARS BEFORE THE SURVEY, BY SEXUAL ORIENTATION, GENDER IDENTITY AND SEX CHARACTERISTICS AND BY SELECTED SOCIO-DEMOGRAPHIC CHARACTERISTICS, EU-27 (%)



Source: FRA, EU LGBTIQ Survey III (2023).

▲ Notes:

Results for all respondents (EU-27 n = 98, 272); weighted results.

Response to the question: 'In the last 5 years, how many times have you been physically or sexually attacked at home or elsewhere (street, on public transport, at your workplace, etc.) because you are LGBTIQ?' The results show the percentage of respondents who have experienced at least one incident.

Most of the respondents who experienced a hate-motivated physical or sexual attack in the 5 years before the survey because of being LGBTIQ said that this happened more than once: 46 % of respondents reported attacks happening two to five times and 12 % reported them happening six or more times or always. The majority of intersex respondents (72 %) experienced multiple hate-motivated physical or sexual attacks. Similarly, 67 % of trans women, 65 % of trans men and 65 % of non-binary respondents reported experiencing multiple attacks.

Respondents who experienced a hate-motivated physical or sexual attack in the 5 years before the survey were asked to provide further details about the most recent incident. Most (71 %) said that the incident involved only physical violence, and 26 % described it as either a sexual attack or a sexual attack combined with a physical attack.

There are notable differences between the respondent groups in terms of experiencing sexual attacks in the 5 years before the survey: 44 % of asexual, 31 % of bisexual, 31 % of intersex, 28 % of lesbian and 17 % of gay respondents said that the most recent incident involved a sexual attack. Cis women and trans women also said that they experienced sexual attacks – 33 % of cis women and 35 % of trans women. The proportion for trans men is 27 % and for cis men 20 %.

According to respondents most physical or sexual attacks took place in public – in a street, square, park, car park or other public place (54 %), on public transport (11 %) or in a café, restaurant, pub or club (11 %).

'Two of my friends were murdered last year in our country's first ever terrorist attack. Less than a year later the situation of queer people in Slovakia is worse than it has ever been. ... The east is not safe, the west is not safe, nowhere is safe for us, we are trying to live our lives knowing we could be dead at any moment. This is no life, it's barely surviving.'

(Slovakia, bisexual non-binary, age 22)



2.2.2. Harassment and online hatred

The survey asked respondents if they experienced situations that they considered offensive or threatening, including their experiences of six types of harassment:

- offensive or threatening comments made in person;
- threats of violence made in person;
- offensive gestures or inappropriate staring;
- behaviour such as loitering or being deliberately followed by somebody in a threatening way;
- offensive or threatening emails or text messages;
- offensive comments made about them online.

These incidents could take place anywhere, in private or in public settings.

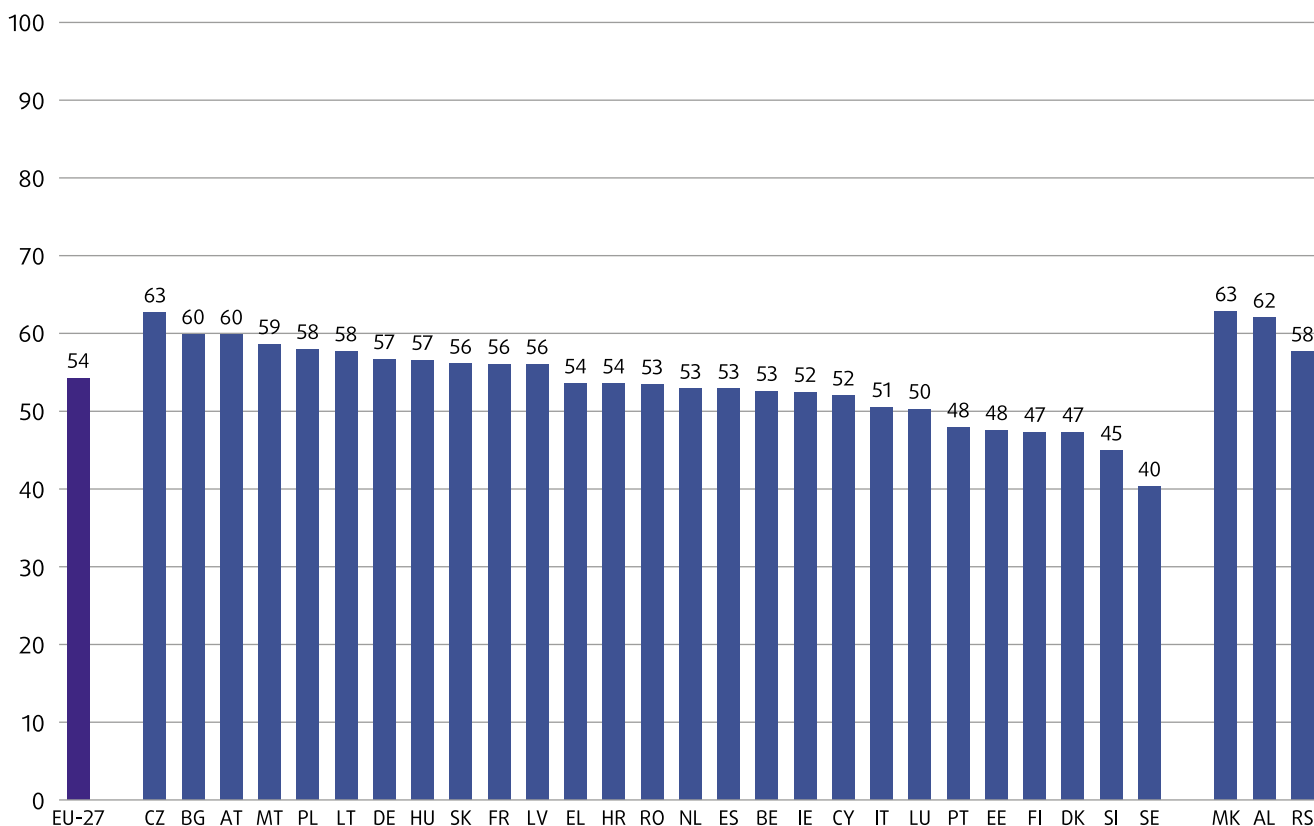
Figure 26 shows that overall, in the 12 months before the survey, every second respondent (54 %) in the EU experienced at least one incident of harassment because they are LGBTIQ. The prevalence rates of hate-motivated harassment vary across the survey countries. The highest rates are observed in Czechia and North Macedonia (both 63 %), Albania (62 %), and Austria and Bulgaria (both 60 %). The lowest rates are observed in Sweden (40 %), Slovenia (45 %), Denmark and Finland (both 47 %) and Estonia and Portugal (both 48 %).

‘I often experience verbal violence, stalking and threats on the street. There have also been incidents where others have spat at me, tried to grab and scare me and have chased me.’

(Slovenia, other sexual orientation non-binary, age 19)



FIGURE 26: HATE-MOTIVATED HARASSMENT IN THE 12 MONTHS BEFORE THE SURVEY, BY COUNTRY (%)



Source: FRA, EU LGBTIQ Survey III (2023).

▲ Notes:

Results for all respondents (EU-27 n = 98, 272, EU-27 + 3 n = 100 577); weighted results.

Response to the question ‘In the past 12 months, how many times has somebody done any of the following things [that is, each of the six types of harassment asked about in the survey] to you because you are LGBTIQ?’ The results show the percentage of respondents who have experienced at least one incident.

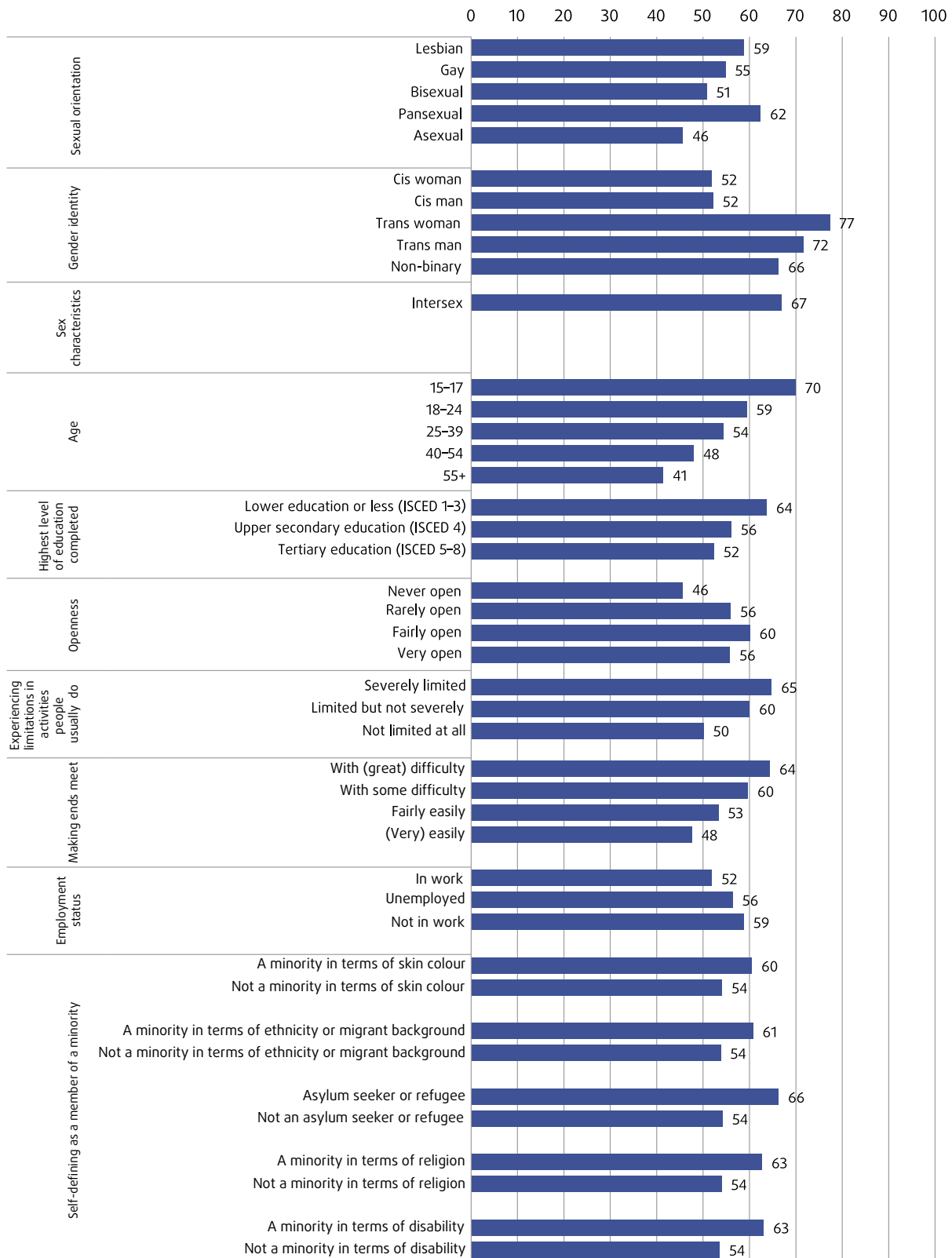
With respect to sexual orientation, the highest prevalence rates of hate-motivated harassment are observed among pansexual respondents (62 %) (Figure 27). With regard to gender identity, many trans women (77 %), trans men (72 %) and non-binary (66 %) respondents experienced hate-motivated harassment in the year before the survey, as did 67 % of intersex respondents. The youngest respondents are at the highest risk of hate-motivated harassment because of being LGBTIQ: 70 % of those aged 15–17 years old experienced it in the last year, compared with 41 % among those aged 55 years old and above.

More LGBTIQ respondents with severe physical limitations in their everyday activities experience hate-motivated harassment (65 %) than those who are not limited at all (50 %).

LGBTIQ respondents who face financial difficulties face higher risks of hate-motivated harassment because of being LGBTIQ: 64 % of those who face (great) difficulty in making ends meet have experienced harassment, compared with 48 % of those who can make ends meet (very) easily.

Figure 27 shows that hate-motivated harassment incidents are more frequent among LGBTIQ respondents who are asylum seekers or refugees (66 %) or who self-identify as belonging to a minority group in terms of disability (63 %), religion (63 %), ethnicity or migrant background (61 %) or skin colour (60 %). There are no significant differences in the prevalence of hate-motivated harassment according to respondents' level of openness about being LGBTIQ.

FIGURE 27: HATE-MOTIVATED HARASSMENT IN THE 12 MONTHS BEFORE THE SURVEY, BY SEXUAL ORIENTATION, GENDER IDENTITY AND SEX CHARACTERISTICS AND BY SELECTED SOCIO-DEMOGRAPHIC CHARACTERISTICS, EU-27 (%)



Source: FRA, EU LGBTIQ Survey III (2023).

▲ Notes:

Results for all respondents (EU-27 n = 98, 272); weighted results.

Response to the question 'In the past 12 months, how many times has somebody done any of the following things [that is, each of the six types of harassment asked about in the survey] to you because you are LGBTIQ?' The results show the percentage of respondents who have experienced at least one incident.

In-person incidents of hate-motivated harassment are the most common form mentioned in the 12 months before the survey (52 %). These include offensive gestures or inappropriate staring (42 %), offensive or threatening comments (40 %), being threatened with violence (14 %) or loitering or being deliberately waited on in a threatening way (14 %). Respondents experienced online harassment to a lesser degree (16 %): 11 % said that someone posted offensive or threatening comments about them on the internet, and 9 % received offensive or threatening emails.

Although over half of respondents (52 %) said that harassment incidents happened solely because of their being LGBTIQ, every fourth victim (28 %) of harassment said that it had also occurred because of their sex (female/male). Smaller shares of victims referred to their ethnic or immigrant background (5 %), religion or belief (4 %) or disability (4 %).

Of those who experienced any form of hate-motivated harassment in the 12 months before the survey, many said that they experienced multiple incidents: 43 % between two and five incidents and 17 % six or more.

Respondents said that nearly half (43 %) of the most recent incidents of hate-motivated harassment took place in the street, a square, park, car park or another public place. Meanwhile, 13 % of incidents took place online, including on social media.

2.2.3. Online hatred against LGBTIQ people

Survey respondents were asked if in the 12 months before the survey they encountered or saw derogatory (insulting) statements about LGBTIQ online. Examples of such statements include calls for violence against LGBTIQ people, references to 'LGBTIQ propaganda' or 'gender ideology', references to LGBTIQ people posing a sexual threat or a threat to 'traditional values', statements considering LGBTIQ people to be 'unnatural' or mentally ill, and other forms of hatred against LGBTIQ people.

Overall, 15 % of respondents said they have always encountered at least one of these statements, while 48 % said that they see them often and 9 % reported never having seen or encountered such statements.

'The hate speech is everywhere – in social media, in different kinds of posters around the city, in newly published books that talk about how LGBTIQ people are made by Satan, by public figures and many others.'

(Bulgaria, lesbian woman, age 23)



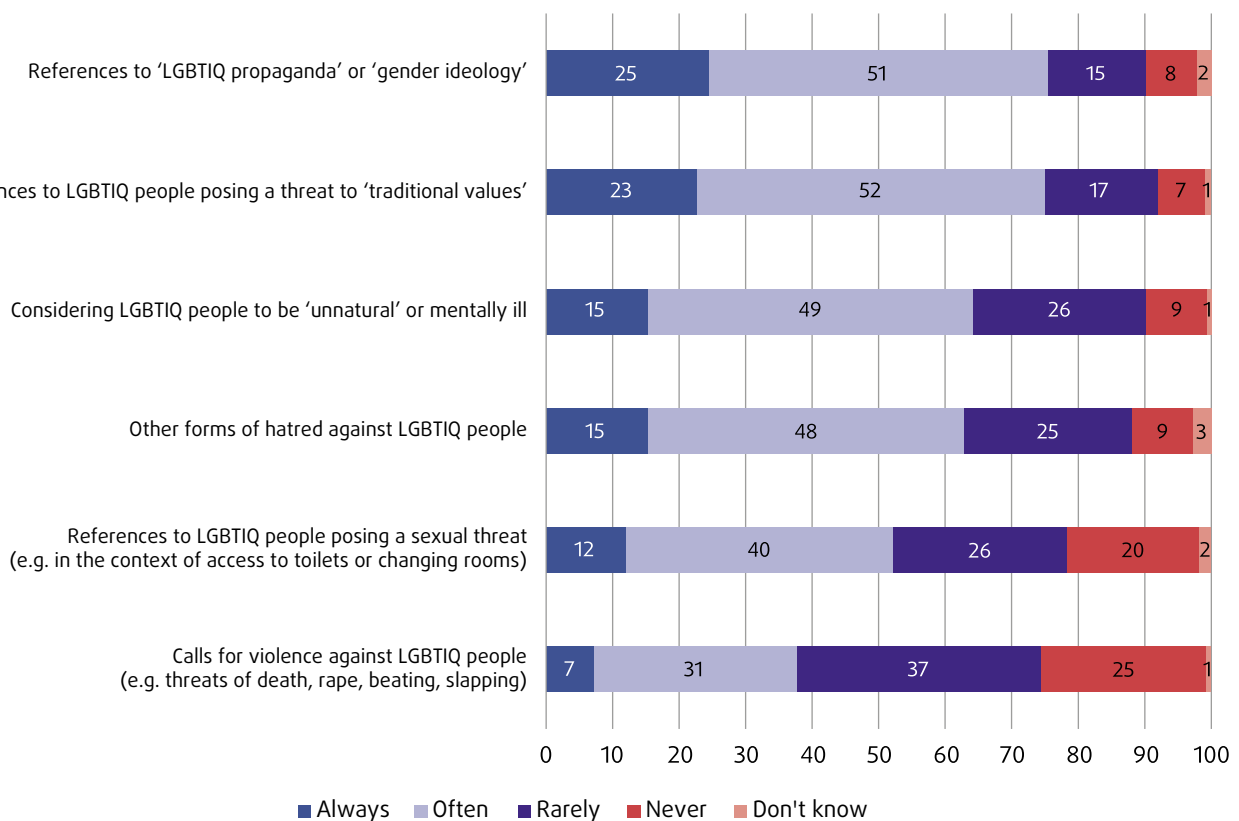
'Online hate is on the rise, as sexual minorities are seen as a threat to traditional values.'

(Luxembourg, lesbian woman, age 24)



Figure 28 shows that respondents frequently encounter references to ‘LGBTIQ propaganda’ or ‘gender ideology’ and to LGBTIQ people posing a threat to ‘traditional values’ – the majority of respondents said that they encounter such statements ‘always’ or ‘often’ (76 % and 75 %, respectively). The majority of respondents were exposed to statements online that consider LGBTIQ people to be ‘unnatural’ or mentally ill (64 % said they see them ‘always’ or ‘often’), references to LGBTIQ people posing a sexual threat (52 %), and other forms of hatred against LGBTIQ people (63 %). 38 % of respondents said they always or often face calls for violence against LGBTIQ people online.

FIGURE 28: FREQUENCY OF ENCOUNTERING OR SEEING SELECTED STATEMENTS ABOUT LGBTIQ PEOPLE ONLINE, EU-27 (%)



Source: FRA, EU LGBTIQ Survey III (2023).

▲ Notes:

Results for all respondents (EU-27 n = 98, 272); weighted results, sorted by the category ‘always’.

Response to the question ‘In the past 12 months, how many times have you encountered/seen the following [that is, items listed in the figure] online?’

‘Personally I have taken a step back from certain social media to reduce the psychological stress that the negative comments cause, and because social media platforms don’t take their social responsibility seriously when it comes to hate speech. People hide behind anonymous accounts to vent rage.’

(Sweden, lesbian non-binary, age 37)



2.2.4. Perpetrators

Respondents who experienced violence or harassment because of being LGBTIQ were asked to describe the perpetrators of the most recent incident and where it happened.

Respondents could select one or more categories from a list that described the perpetrator(s) of the physical or sexual attack. Hate-motivated violence tends to be perpetrated by people unknown to the respondents. Most (55 %) respondents experiencing hate-motivated violence said they did not know the perpetrator of the most recent incident; 18 % describe the perpetrators as 'a teenager or group of teenagers', 8 % as a 'member of an extremist/racist group' and 7 % as 'someone from school, college or university'. However, 2 % said the perpetrator of the violent attack was a police officer or border guard and 1 % said the perpetrator was another public official or civil servant. Among all respondent groups, more than 3 % of non-binary and gender-diverse respondents said that the perpetrator was a police officer or border guard.

Incidents involving sexual violence show a different pattern: 15 % of respondents who said they have been a victim of sexual attacks said that these were committed by somebody they describe as 'an acquaintance or friend', and 10 % describe the perpetrator as a partner or former partner.

More than half of respondents (60 %) said that the hate-motivated physical or sexual attacks they experienced were committed by a single perpetrator, and a notable share (40 %) said that they were committed by two or more perpetrators.

Most respondents who experienced hate-motivated violence (78 %) said the perpetrator of the most recent physical or sexual attack was a man, and 13 % said that the perpetrator was a woman. Only 7 % of respondents said that the violence was perpetrated by both women and men.

Similarly to those experiencing hate-motivated physical or sexual violence, 60 % of those experiencing hate-motivated harassment said that during the last incident one perpetrator was involved, with 40 % referring to more than one perpetrator.

Most of those who said that they experienced hate-motivated harassment (54 %) do not know the perpetrator, 17 % said it was a teenager or group of teenagers, 9 % someone from school, college or university, and 8 % a colleague at work. Moreover, 7 % described the perpetrator as an 'acquaintance or friend' and the same share as 'a family member or relative'.

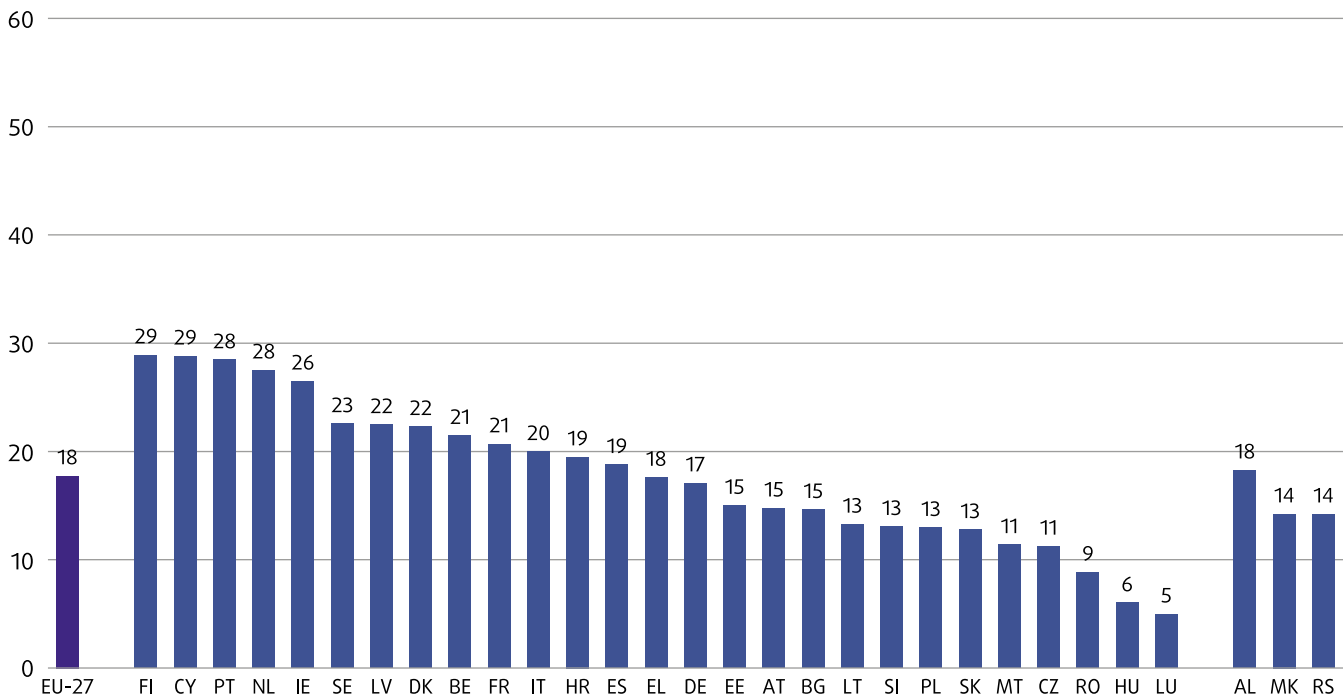
Two in three respondents experiencing harassment (68 %) said that the last incident involved a male perpetrator, 15 % a female perpetrator, and 13 % both female and male perpetrators.



2.2.5. Reporting violence and harassment

Figure 29 shows that among respondents who experienced an incident of hate-motivated violence only 18 % reported it to any authority or organisation. The highest reporting rates are observed in Cyprus and Finland (both 29 %), the Netherlands and Portugal (both 28 %) and Ireland (26 %). The lowest rates of reporting are observed in Luxembourg (5 %), Hungary (6 %), Romania (9 %) and Czechia and Malta (both 11 %).

FIGURE 29: REPORTING THE MOST RECENT HATE-MOTIVATED PHYSICAL OR SEXUAL ATTACK, BY COUNTRY (%)



Source: FRA, EU LGBTIQ Survey III (2023).

Of those respondents who experienced hate-motivated physical or sexual violence and who reported the most recent incidents, most preferred to report it to the police (63 %), 18 % to LGBTI organisations, 17 % to someone in the organisation or institution where it happened (at work, service provider), 13 % to a hospital or other medical service and 4 % to a general victim support organisation.

Only 8 % of respondents said that they reported incidents of hate-motivated harassment experienced in the year before the survey to any authority or organisation. The highest reporting rates are observed in Cyprus (13 %), France, Ireland and the Netherlands (all 11 %). The lowest rates of reporting are observed in Croatia, Czechia and Hungary (all 5 %).

Of those respondents who reported the most recent incident, 29 % reported it to the police, 28 % to someone in the organisation/institution where it happened (at work, service provider), 13 % to an LGBTI organisation and 2 % to a general victim support organisation.

When asked about the reasons for not reporting the most recent hate-motivated physical or sexual attack they experienced, respondents could select one or more answers: 44 % said it was because 'nothing would happen or change by reporting it', 35 % because it was not serious enough to report, 34 % because they did not trust the police, 33 % because they feared homophobic/transphobic reactions from the police, and 20 % because they felt ashamed or embarrassed and did not want anyone to know about it.

▲ Notes:

Results for all respondents who had experienced hate-motivated physical or sexual attacks in the 5 years before the survey (EU-27 n = 12 935); weighted results.

Response to the question 'Did you or anyone else report it [last incident] to any of the following organisations or institutions?'

'The police officers disdain, humiliate and sometimes do not care to help if they see a particular dress, haircut or walk of a woman that suggests she is a lesbian.'

(Greece, lesbian woman, age 47)



Regarding harassment, more than half (53 %) of respondents experiencing this said that they did not report it because the incident was not serious enough to report, 36 % because 'nothing would happen or change by reporting it', 21 % because they did not trust the police, and 16 % because they were afraid of homophobic/transphobic reactions from the police.

Among those who reported hate-motivated crimes to the police, the majority were dissatisfied with how the police handled the complaint: 69 % with respect to a hate-motivated physical violence incident, and 65 % with respect to a hate-motivated harassment incident.

2.2.6. Incident areas and avoiding certain locations – feelings of safety

The survey asked respondents who said that they experienced hate-motivated physical or sexual attacks about the consequences of the most recent incident on their health and well-being.

One in three of those who experienced physical or sexual attacks (33 %) said that the incident did not have an impact on them. However, the majority (63 %) said that they suffered from psychological consequences (e.g. depression or anxiety). More than half (52 %) were also afraid to leave their home or visit places, 8 % indicated that they needed medical assistance or hospitalisation, and 5 % said that they were unable to work or that they faced financial problems due to the incident.


More asexual and pansexual respondents (75 % and 68 %, respectively) said that they experienced psychological consequences, in contrast to respondents of other sexual orientations, for example gay (57 %) or lesbian (61 %) respondents. More trans women (72 %), trans men (71 %) and intersex respondents (69 %) also said that they experienced psychological consequences of an attack.

Three quarters of respondents who said that they experienced hate-motivated harassment in the year before the survey (73 %) said they avoid certain places or locations for fear of being assaulted, threatened or harassed because of being LGBTIQ.

The survey also asked respondents if they avoid being open about themselves as LGBTIQ in specific settings, areas or locations for fear of being assaulted, threatened or harassed by others. Overall, only a minority (7 %) said that they do not avoid being open. This proportion is higher in Malta (16 %), Denmark (13 %) and Portugal (12 %). Out of those who are not always open everywhere, most mention in a 'street, square, park, car parking lot or other public place' (54 %), on public transport (52 %), in the workplace (35 %), in public premises or buildings (36 %), in a family setting (35 %), in a café, restaurant, pub or club (32 %), in a healthcare setting (26 %) and in school (16 %).


'Years ago I was raped, and the man who did it motivated it by the fact that 'he was excited by the thought that I had done it with a woman.' He was acquitted and I was accused of mental illness.'

(Poland, bisexual woman, age 22)



'As a trans person, my life is one of constant stress, uncertainty and fear, and I feel like I have absolutely no future in this country.'

(Hungary, heterosexual trans man, age 46)



3

LIFE AND DIGNITY IN INCLUSIVE SOCIETIES

Legal corner

EU Charter of Fundamental Rights

Article 1 – Human dignity

Human dignity is inviolable. It must be respected and protected.

Article 3 – Right to integrity of the person

1. Everyone has the right to respect for his or her physical and mental integrity.
2. In the fields of medicine and biology, the following must be respected in particular:
 - (a) the free and informed consent of the person concerned, according to the procedures laid down by law;

[...]

Article 35 – Health care

Everyone has the right of access to preventive health care and the right to benefit from medical treatment under the conditions established by national laws and practices. A high level of human health protection shall be ensured in the definition and implementation of all Union policies and activities.

Article 34 – Social security and social assistance

1. The Union recognises and respects the entitlement to social security benefits and social services providing protection in cases such as maternity, illness, industrial accidents, dependency or old age, and in the case of loss of employment, in accordance with the rules laid down by Union law and national laws and practices.
2. Everyone residing and moving legally within the European Union is entitled to social security benefits and social advantages in accordance with Union law and national laws and practices.
3. In order to combat social exclusion and poverty, the Union recognises and respects the right to social and housing assistance so as to ensure a decent existence for all those who lack sufficient resources, in accordance with the rules laid down by Union law and national laws and practices.

When adopting into national law and implementing the employment equality directive (Directive 2000/78/EC) most Member States have extended protection on the basis of sexual orientation, and in some cases gender identity, to also cover areas such as social security and healthcare, education and access to and supply of goods and services, including housing. EU law also prohibits sex discrimination in employment and access to goods and services (the gender equality directive (recast) (Directive 2006/54/EC) and the goods and services directive (Directive 2004/113/EC)), partly covering trans people.

The international legal standards, as reflected in the EU, UN and Council of Europe treaties, policies and soft law, are increasingly focused on preventing and combating conversion practices. Various countries have implemented bans on conversion therapy, with a growing number of states taking steps to prohibit these practices. There is a clear recognition of the harmful and discriminatory nature of these practices, and efforts are being made to establish legal frameworks that prohibit and sanction them.

— **European Union.** The EU has adopted a clear position against conversion therapies. In its LGBTIQ equality strategy 2020–2025, the European Commission committed to ‘foster Member States’ exchange of good practice on ending these practices’. The European Parliament has also criticised these practices and supports measures to prevent and combat them ⁽¹⁾.

— **Council of Europe.** This organisation has also been at the forefront of efforts to end conversion therapies. The Commissioner for Human Rights has emphasised the need to put an end to these practices, highlighting that there is nothing therapeutic about them ⁽²⁾. General Policy Recommendation No 17 by the European Commission on Racism and Intolerance and the Council of Europe on preventing and combating intolerance and discrimination against LGBTI people also addresses the vulnerability of LGBTI young people to conversion practices and the need for more determined action to counter these practices ⁽³⁾.

— **United Nations.** The UN has been actively engaged in combating conversion practices. The UN Human Rights Council’s independent expert on protection against violence and discrimination based on sexual orientation and gender identity has called for the banning of conversion therapy practices. This includes establishing clear definitions of prohibited practices and ensuring that public funds are not used to support them.

Access to healthcare and to housing and ensuring a life in dignity are also promoted by the following EU and global key policy principles and major policy goals for more inclusive societies.

European Pillar of Social Rights

Principle 16 Health care

Everyone has the right to timely access to affordable, preventive and curative health care of good quality.

Principle 19 Housing and assistance for the homeless

Access to social housing or housing assistance of good quality shall be provided for those in need. Vulnerable people have the right to appropriate assistance and protection against forced eviction.

United Nations sustainable development goals

As adopted by world leaders in September 2015 and endorsed by the Council:

- SDG 1 – End poverty in all its forms everywhere;
- SDG 3 – Ensure healthy lives and promote well-being for all at all ages;
- SDG 8 – Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all;
- SDG 11 – Make cities and human settlements inclusive, safe, resilient and sustainable.

‘Resistance/intolerance/discrimination has become both better and worse – many have become more positive, especially young people, but on the contrary, some have become more negative and more pronounced hateful.’

(Denmark, non-binary, age 28)



3.1. ASSESSING PROGRESS BETWEEN 2019 AND 2023 – SELECTED RESULTS

This section compares the responses to the same questions in the 2019 and 2023 surveys where there is a significant difference between the results.

Compared with 2019, there is a clear decrease (from 30 % in 2019 to 25 % in 2023) in the proportion of respondents who think that the government in their country effectively combats prejudice and intolerance against LGBTIQ people. The difference is more pronounced in some countries than others.

Two in three (62 %) survey respondents in 2023 said that their school education never addressed LGBTIQ issues, compared with 71 % in 2019.

The majority of schools in the EU today may do more than they did before to address LGBTIQ issues, as the proportion of respondents aged 15–17 years who said that their school never addressed LGBTIQ issues decreased from 47 % in 2019 to 35 % in the 2023 survey.

3.1.1. Respondents' satisfaction with government efforts

The survey asked respondents to assess how their government responds to prejudice and intolerance against LGBTIQ people. Overall, about one in four respondents (26 %) thinks that the government in their country effectively combats prejudice and intolerance against LGBTIQ people. This proportion is lower for trans respondents (19 %). This is a general pattern with the notable exceptions of Estonia, Spain and Slovenia. The 2023 survey showed a large decrease in the level of trust in government efforts in countries where this was high in 2019, such as Luxembourg, Malta, Ireland, the Netherlands, Sweden, Finland, Portugal, Denmark and Greece.

Figure 30 shows the decrease in the level of trust in government efforts between 2019 and 2023, although the findings vary considerably between countries. In six Member States, the majority of respondents said that their government definitely or probably combats prejudice and intolerance: this is as high as 64 % in Luxembourg and 61 % Malta, 58 % in Spain, 55 % in Belgium, 53 % in Denmark, 52 % in Estonia. By contrast, in 12 Member States, this proportion is lower than 20 %, dropping to below 10 % in 5 countries: Hungary (3 %), Italy and Poland (4 %), Bulgaria (6 %) and Slovakia (7 %).

'Government agencies are currently doing too little, and the police are also not actively tackling violent crimes and threats against LGBTQ+ persons, so perpetrators often get away scot-free.'

(Netherlands, gay man, age 21)



FIGURE 30A: GOVERNMENT IN THEIR COUNTRY 'DEFINITELY' OR 'PROBABLY' EFFECTIVELY COMBATS PREJUDICE AND INTOLERANCE AGAINST LGBTIQ PEOPLE, BY COUNTRY, 2019 AND 2023 (%)

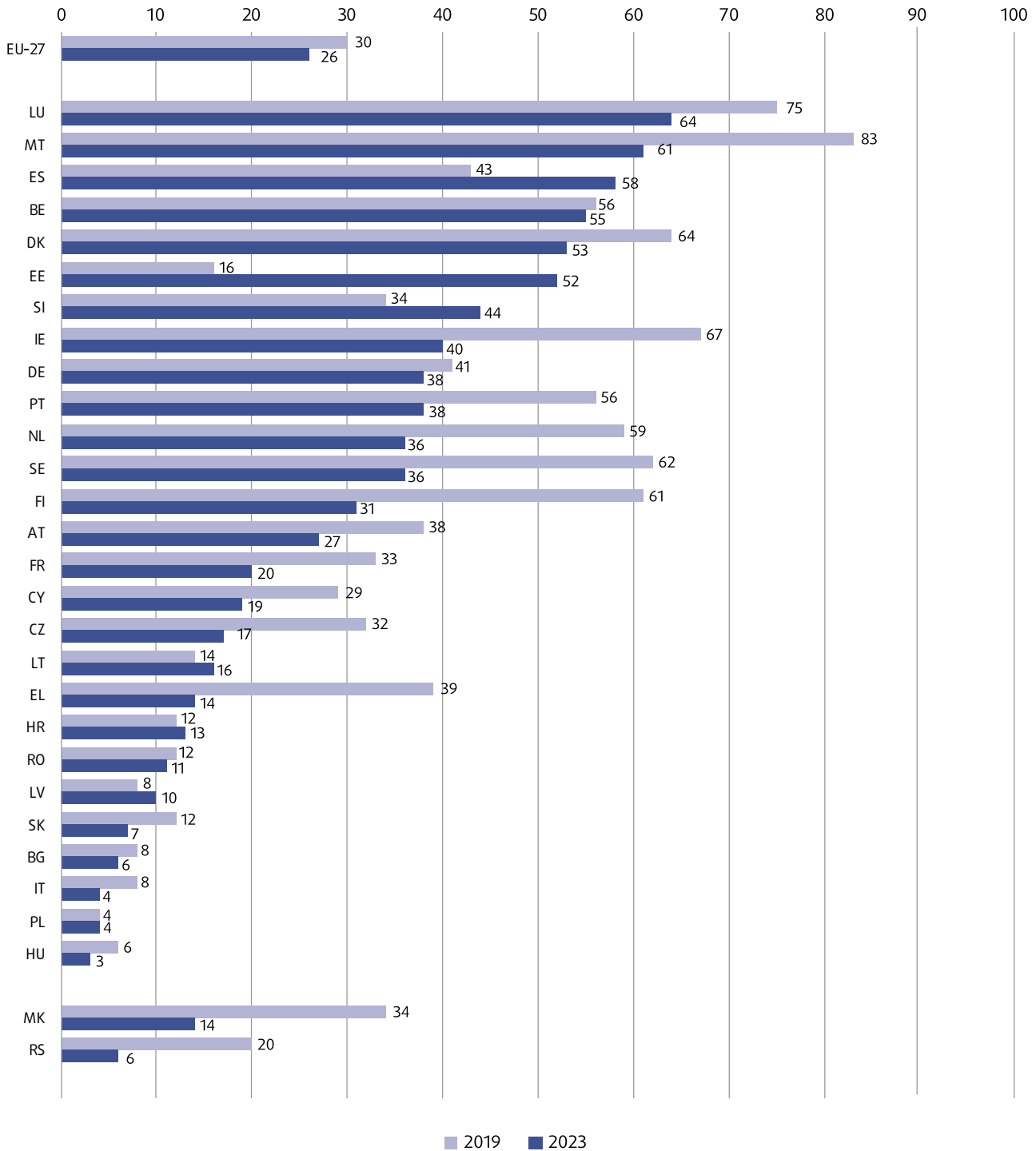
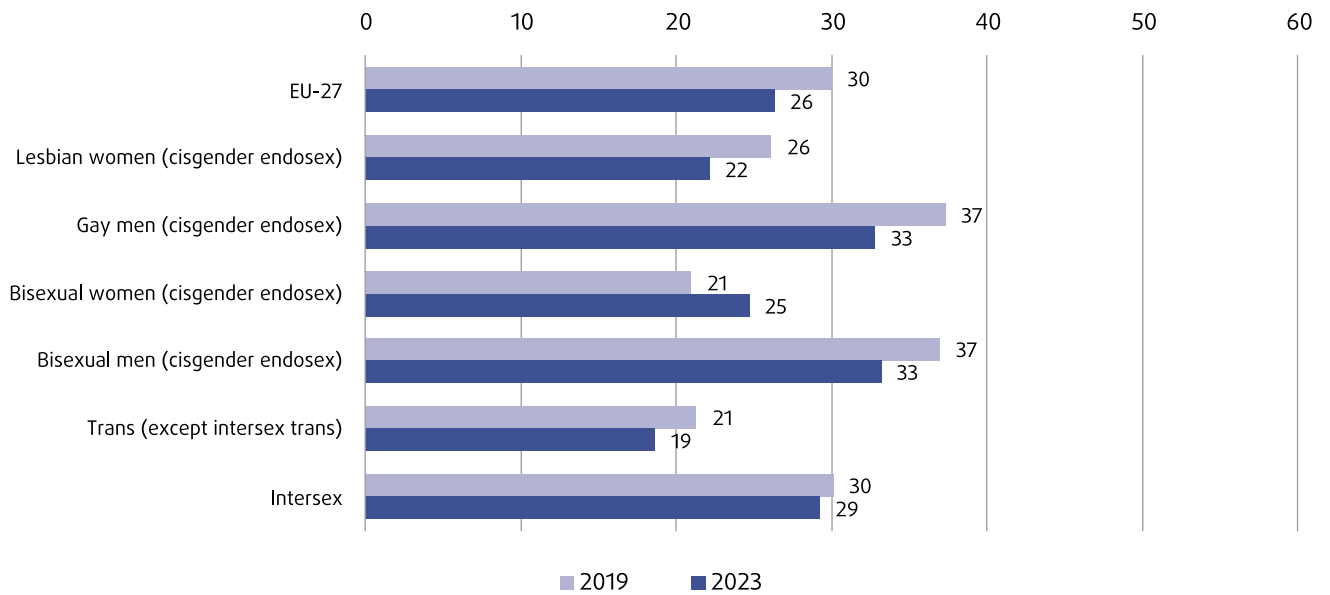


FIGURE 30B: GOVERNMENT IN THEIR COUNTRY ‘DEFINITELY’ OR ‘PROBABLY’ EFFECTIVELY COMBATS PREJUDICE AND INTOLERANCE AGAINST LGBTIQ PEOPLE, BY LGBTIQ GROUP, 2019 AND 2023 (%)



Source: FRA, EU LGBTIQ Survey III (2023).

▲ Notes:

Results for all respondents (2023: EU-27 n = 98 272, EU-27 + 3 n = 100 324; 2019: n = 139 799); weighted results.

Response to the question: ‘Do you think the government in [COUNTRY] combats effectively prejudice and intolerance against LGBTIQ people? 1. Yes, definitely; 2. Yes, probably; 3. No, probably not; 4. No, definitely not; 99. Do not know.’

Comparing the 2023 and 2019 survey findings, almost all comparable LGBTIQ groups of respondents show similar or slightly decreased rates of trust in their country’s government’s efforts. While one in three respondents (33 %) who are gay men said they think that the government of the country they live in does effectively combat prejudice and intolerance against LGBTIQ people, this was the case for only about one in five trans respondents (19 %) and lesbian women (22 %).

‘In Spain, great progress has been made, and the right has adapted its speech, ... The EU should do more to support LGTBIQ+ people. My childhood and adolescence passed in the 70s and 80s, stole[n from] me the power to love and have one teen agency and one childhood like the others because of intolerance and homophobia, I had to wait for 24 years before I could start to live my sexuality normally. This should never happen to anyone, and I see that what happens in Italy, Poland, Hungary, ... rather than moving forward.’

(Spain, gay man, 54)



‘As a double citizen (Hungarian and Serbian) I experience that both countries are trying to find a common enemy for the people to gain votes. In Hungary this already got out of hand. Everyday hate incident[s] increased visibly. Verbal abuse from the side of the government and propaganda media is everyday which generates a very unhealthy life. As a person actively trying to make new friendships and relationships I feel that LGBTQ people are shutting themselves more and more out of society although for example young people nowadays take the whole thing easily.’

(Serbia, gay man, age 48)



‘My teacher at school said that LGBTQ [people] are harmful to society and that the world would be better without them. My classmates agreed and laughed along.’

(Romania, bisexual trans man, age 18)

‘In Albania, especially at school, I hear homophobic slurs being thrown around every day. The only people who seem to care even a little are my foreign teachers. One of my classmates said that all gay people should die and my Albanian teacher said nothing.’

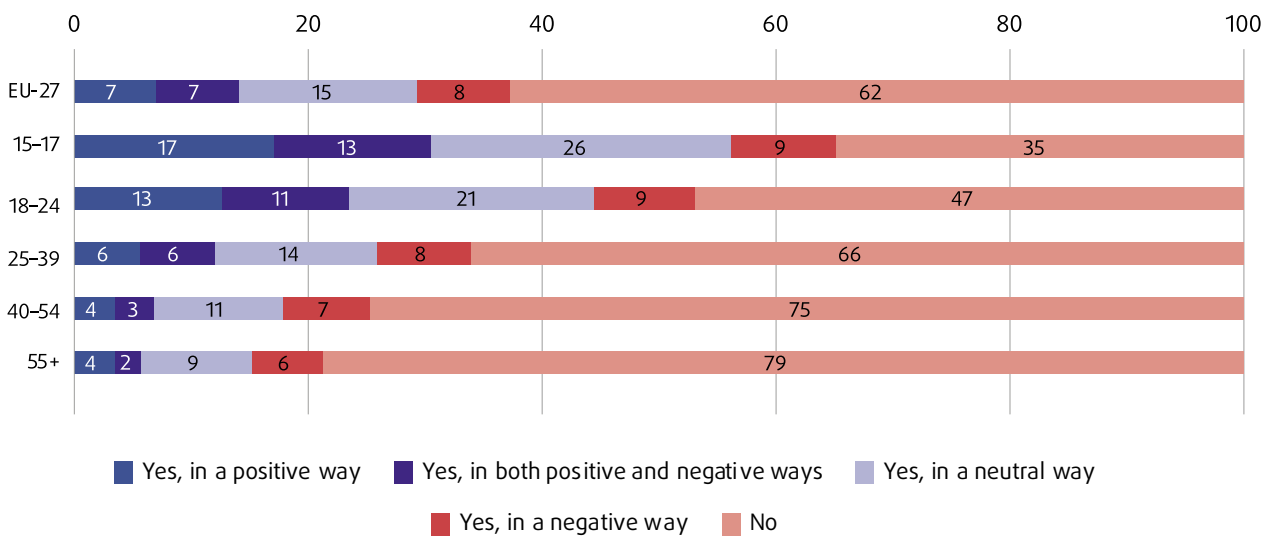
(Albania, lesbian genderqueer, age 18)

3.1.2. Schools addressing LGBTIQ issues

Overall, 62 % of respondents across the EU said that their school education never addressed LGBTIQ issues. Considerable differences are discernible between generations, and Figure 31 shows that younger age groups have more positive experiences.

Figure 31 shows that, in 2023, 35 % of respondents aged 15–17 said that their school education never addressed LGBTIQ issues. The figure for the same group was 47 % in the 2019 survey.

FIGURE 31: SCHOOL EDUCATION ADDRESSED LGBTIQ ISSUES AT SOME POINT, BY AGE GROUP (%)



Source: FRA, EU LGBTIQ Survey III (2023).

▲ Notes:

Results for all respondents (EU-27 n = 98 272); weighted results.

Response to the question ‘Did your school education address at any point LGBTIQ issues? A. Yes, in a positive way; B. Yes, both in a positive and negative way; C. Yes, in a neutral way; D. Yes, in a negative way; E. No.’

However, 9 % of respondents aged 15–17 said that their school education addressed LGBTIQ issues in a negative way. 26 % said they addressed it both negatively and positively.

3.2. KEY 2023 SURVEY FINDINGS

- 5 % of all survey respondents, including 18 % of trans women and 17 % of trans men, have foregone medical treatment they needed for fear of discrimination and negative reactions.
- One in seven trans women respondents said that they were refused medical treatment.
- 10 % of all respondents said that they had faced difficulties in accessing emergency care.
- 57 % of intersex respondents said that they or their parents did not provide informed consent before surgery or a hormonal treatment aiming to modify the respondents' sex characteristics.
- 12 % of all respondents reported 'often' or 'always' thinking of suicide in the past year. This proportion is much higher for trans women (24 %), trans men (28 %) and non-binary and gender-diverse respondents (22 %).
- Homelessness is a major concern for respondents, and especially for intersex respondents, a notable proportion of whom (6 %) have had to sleep rough in a public space at least once in their life, compared with 0.2 % of the general population.
- The proportion of intersex respondents who said they were diagnosed with cancer in the past year (2 %) is higher than for the general population (0.6 %) and the average for LGBTIQ respondents (0.7 %).
- The proportion of respondents who had cancer prevention medical checks last year is notably lower than for the general population, with the exception of colonoscopy, for which respondents report higher rates.

Accessing healthcare

- 6 % of all respondents, including 22 % of trans men and 16 % of trans women, have avoided using healthcare services in general.
- 45 % of those respondents who faced difficulties accessing healthcare services said that the services sought were sexual healthcare and 44 % said that they were general and other medical services.

Conversion practices

- One in four of all respondents (24 %) experienced some kind of 'conversion practices', which are interventions to change their sexual orientation and/or gender identity.
- These varied from interventions from family members (11 %) or religious prayer and counselling (5 %) to physical (3 %) or sexual (1 %) violence and verbal abuse and humiliation (14 %). Almost half of trans women (47 %) and trans men (48 %) respondents said they were subjected to such practices.
- Three of four respondents who went through such practices (76 %) did not consent to them, while 13 % did so as a result of pressure and threats.


'Schools need to do a better job of raising good people who are not homophobic, transphobic, racist, etc. In my experience, teachers are often the first to express their thoughts on LGBTIQ or other minority people (negative thoughts and prejudices), and of course, students agree with them ...'

(Latvia, genderqueer, age 15)




'I experienced the most transphobia from the staff of the psychiatric hospital where I attempted suicide after coming out as a transgender person. ... I was blackmailed – the doctor threatened to extend my treatment and stay in a closed ward when I refused to participate in occupational therapy, during which I was constantly deadnamed and misgendered.'

(Poland, pansexual woman, age 29)




'For many years I avoided gynaecological examination as I was afraid of [the doctor's] reaction if I revealed my sexuality.'

(Greece, lesbian woman, age 26)



'What is most lacking in my case is good psychological, affordable and available care. ... it makes it harder to manage (or not) the different situations in my life such as being LGTBIQ+ with disabilities.'

(Spain, pansexual trans man, age 26)



Moving freely within the EU

- 16 % of respondents said that, as same-sex couples, they faced restrictions when trying to access benefits and services available to heterosexual couples when moving to another Member State.
- 14 % of respondents in LGBTIQ-parented families faced problems in having their parenthood legally recognised.

3.2.1. Accessing healthcare

The survey asked respondents about specific problems they encountered in accessing healthcare.

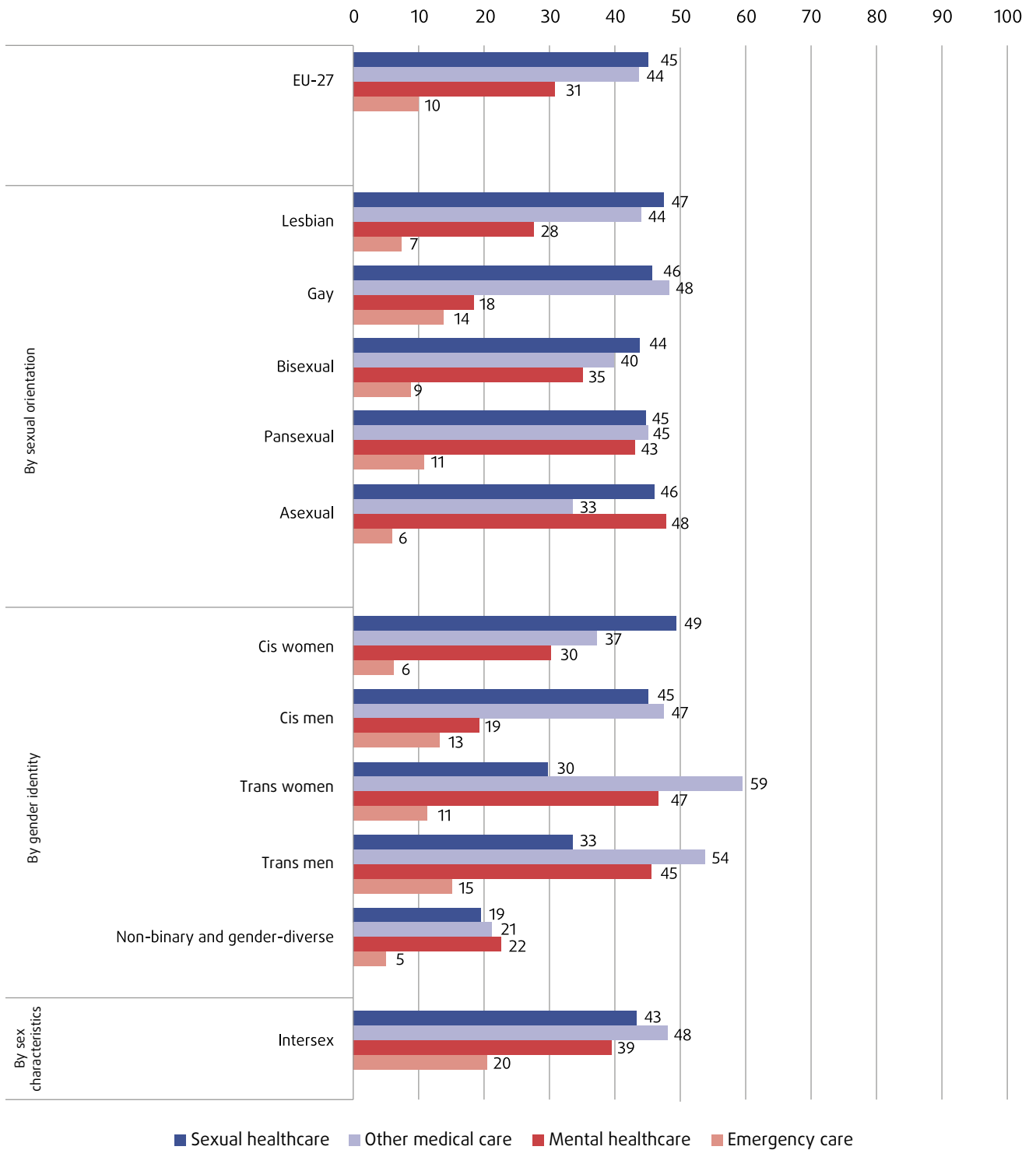
One in seven trans women (13 %), 10 % of trans men and 8 % of intersex respondents said that they were refused treatment. Around one in five trans women, trans men and intersex respondents said that they had to change their medical practitioner or specialist because of their negative reaction. 6 % of all respondents preferred not to access healthcare, avoiding treatment for fear of discrimination or intolerant reactions.

For all respondents, inappropriate curiosity or comments presented the most frequent problem they face in healthcare, particularly for trans men (38 %), trans women (33 %), non-binary and gender-diverse (23 %), intersex (24 %), pansexual (19 %) and lesbian (16 %) respondents.

Figure 32 shows that 45 % of all respondents, with higher shares of trans women and men and intersex respondents, encountered difficulties accessing healthcare services.

10 % of all survey respondents and 20 % of intersex respondents who faced problems accessing healthcare said that this had happened in the context of emergency care.

FIGURE 32: AREAS OF HEALTHCARE IN WHICH LGBTIQ RESPONDENTS ENCOUNTERED DIFFICULTIES WHEN USING OR TRYING TO ACCESS SERVICES, BY SEXUAL ORIENTATION, GENDER IDENTITY AND SEX CHARACTERISTICS (%)



Source: FRA, EU LGBTIQ Survey III (2023).

▲ Notes:

Results for all respondents (EU-27 n = 98, 272); weighted results.

Response to the question 'In which areas of healthcare have you encountered difficulties when using or trying to access healthcare services? A. Mental healthcare; B. Sexual healthcare; C. Emergency care; D. Other medical care.'

'I am an intersex person who has spent his entire life by concealing his status and trying to conform to the dominant cis heteronormative paradigm. ... My body has been modified without my consent to fit into the cultural norms related to sexuality.'

(Italy, bisexual woman, intersex, age 37)



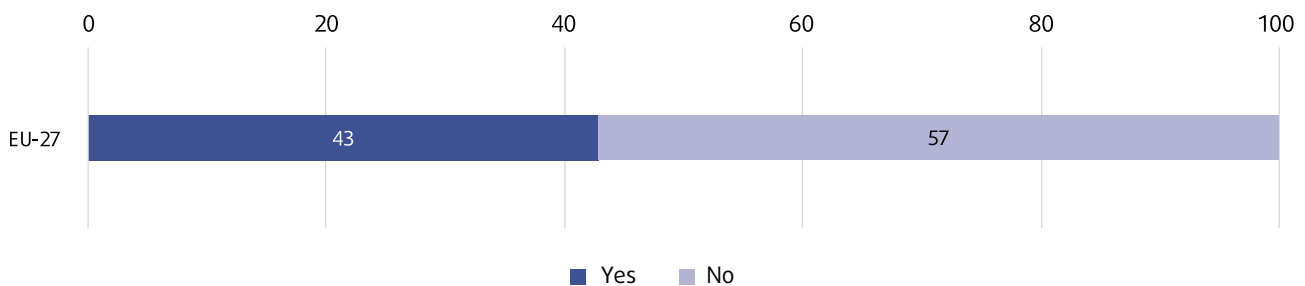
3.2.2. Intersex people: free and informed consent for medical treatment of variations

The EU Charter enshrines the right to integrity; 'the free and informed consent of the person concerned' must be respected (Article 3 – Title I 'Dignity'). The right to make informed decisions about care and treatment options, and the right to refuse treatment, are basic patient rights.

The absence of free and informed consent for any medical intervention, let alone interventions that modify the person's sex characteristics, violates the patient's right to human dignity and their integrity.

Figure 33 shows that 57 % of intersex respondents said that they did not provide – and were not asked for – their own or their parents' informed consent before their first treatment to modify their sex characteristics; 49 % of respondents said the same for hormonal treatment.

FIGURE 33: INTERSEX RESPONDENTS WHO DID OR DID NOT PROVIDE INFORMED CONSENT TO MEDICAL TREATMENT OF, SURGERY FOR OR HORMONAL TREATMENT OF VARIATIONS (%)



Source: FRA, EU LGBTIQ Survey III (2023).

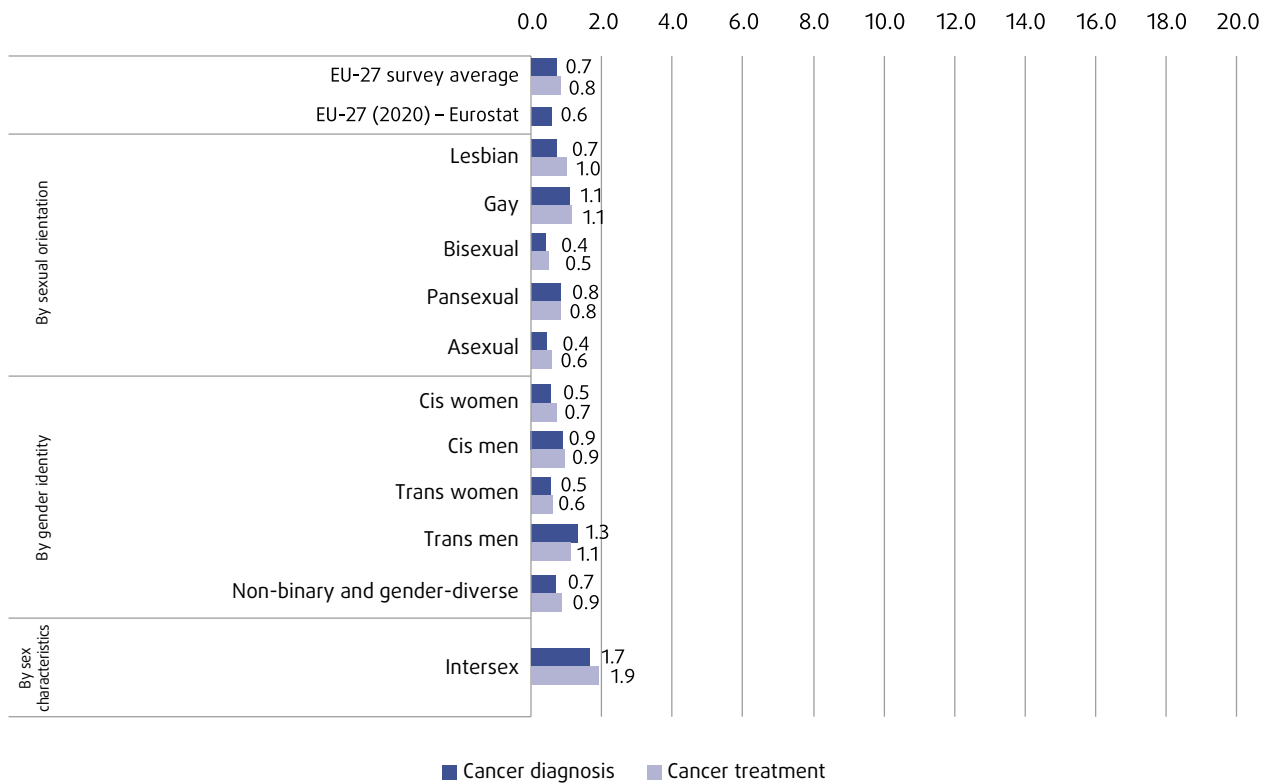
▲ Notes:

Results for all intersex respondents who have had any medical treatment or intervention to modify their sex characteristics (EU-27 n = 192). Response to the question 'Who gave consent before your first medical treatment or intervention to modify your sex characteristics? 1. I gave consent; 2. My parents gave consent; 3. Both me and my parents did; 4. Someone else / No one.'

3.2.3. Cancer diagnosis, treatment and prevention and HIV prevention

Respondents were asked whether they had been diagnosed or treated for cancer. Figure 34 shows that, overall, the share of respondents reporting a cancer diagnosis is similar to that for the general population (0.7 % v 0.6 %, respectively). Trans and intersex respondents reported slightly higher percentages.

FIGURE 34: DIAGNOSED OR TREATED FOR CANCER IN THE LAST 12 MONTHS, BY SEXUAL ORIENTATION, GENDER IDENTITY AND SEX CHARACTERISTICS, COMPARED WITH GENERAL POPULATION STATISTICS (%)



Source: FRA, EU LGBTIQ Survey III (2023).

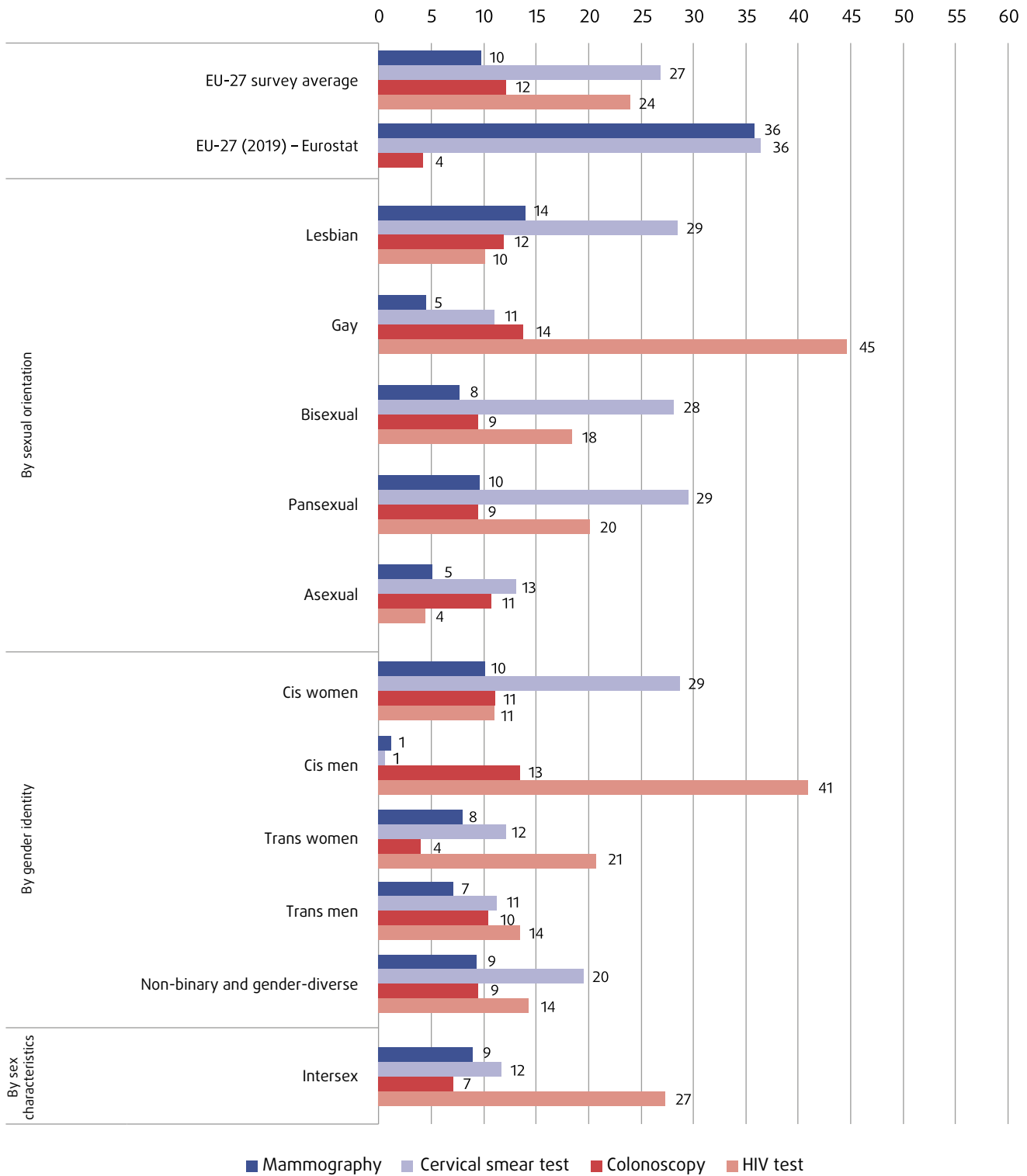
▲ Notes:

Results for all respondents (EU-27 n = 98 272).

Response to the question ‘Have you ... been diagnosed with cancer in the past 12 months? ... been treated for cancer in the past 12 months? Yes; No; Prefer not to say; Do not know.’

The survey asked respondents about the frequency of medical checks to prevent cancer and human immunodeficiency virus (HIV) infection. Figure 35 shows that, overall, 10 % of survey respondents said that they had a mammography in the last year compared with 36 % of the general population. About one in four (27 %) respondents had a cervical smear test in the year before the survey, compared with 36 % of the general population. More than 1 in 10 (12 %) had undergone colonoscopy in the year before the survey, compared with 4 % of the general population. One in four (24 %), and more frequently cis men (41 %), gay (45 %) and intersex (27 %) respondents, were tested for HIV in the 12 months before the survey.

FIGURE 35: MEDICAL CHECKS (MAMMOGRAPHY, CERVICAL SMEAR TEST, COLONOSCOPY, HIV TEST) IN THE 12 MONTHS BEFORE THE SURVEY, BY SEXUAL ORIENTATION, GENDER IDENTITY AND SEX CHARACTERISTICS, COMPARED WITH GENERAL POPULATION STATISTICS (%)



Source: FRA, EU LGBTIQ Survey III (2023).

▲ Notes:

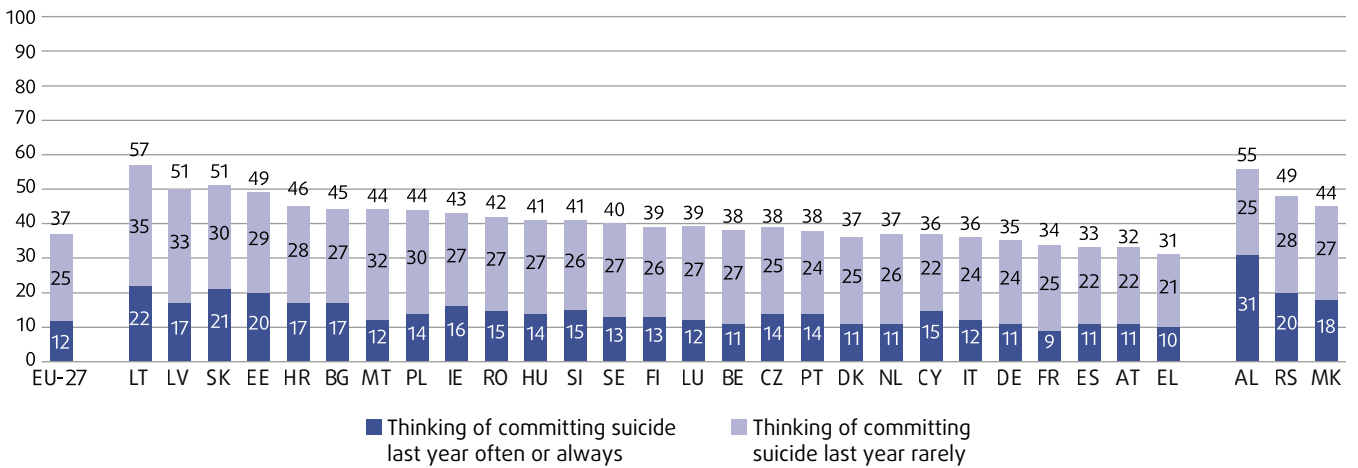
Results for all respondents (EU-27 n = 98 272).

Response to the question ‘When was the last time you had any of the following? A. Mammography; B. Cervical smear test; C. Colonoscopy; D. HIV test.’

3.2.4. Suicidal thoughts

Figure 36 shows that more than 1 in 10 of all survey respondents (12 %) said they were thinking of suicide 'often' or 'always'; 24 % of trans women and pansexual respondents said the same. The survey found similarly high proportions of frequent suicidal feelings among trans men (28 %), intersex (22 %), asexual (21 %) and non-binary and gender-diverse (22 %) respondents.

FIGURE 36: SUICIDAL THOUGHTS IN THE YEAR BEFORE THE SURVEY, BY COUNTRY (%)



Source: FRA, EU LGBTIQ Survey III (2023).

▲ Notes:


Results for all respondents (EU-27 n = 98 272, EU-27 + 3 n = 100 577).

Responses to the question 'In the past year, did you think of committing suicide? 1. Never; 2. Rarely; 3. Often; 4. Always.'



'At school, I received death threats for being a lesbian, which ultimately led me to believe my sexual orientation was disgusting, which led to two suicide attempts. There was no support for me in that time at all, because I was too afraid and too ashamed to reach out.'

(Luxembourg, lesbian woman, age 23)



'Please help us, the law must be changed. I'm afraid I won't be able to endure this, that I might contemplate suicide again.'

(North Macedonia, bisexual trans man, age 19)


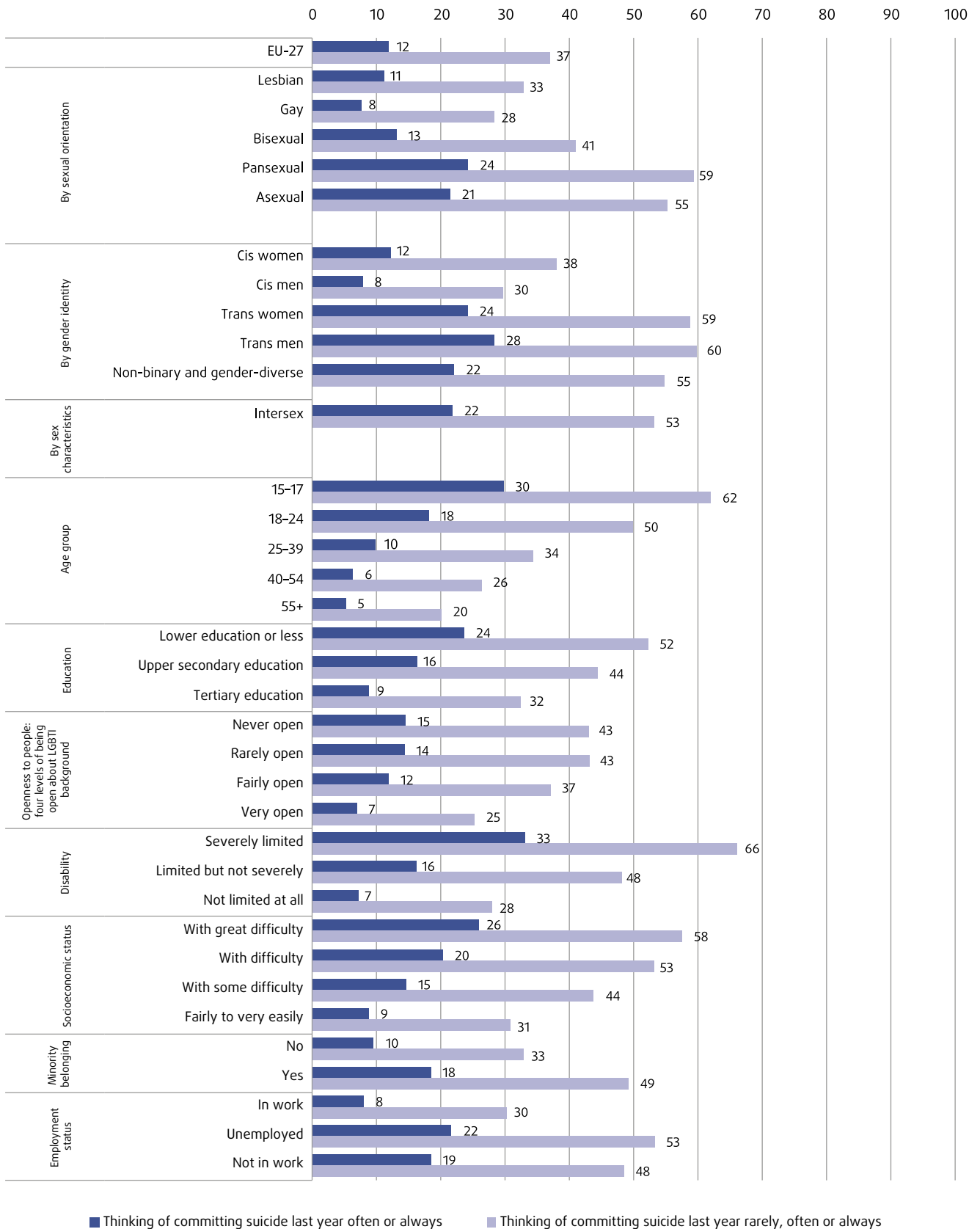


Figure 37 shows that one of the most alarming results is that about one in three respondents aged 15–17 years (30 %) and a similar proportion of respondents with severe limitations due to disabilities (33 %) had thought 'often' or 'always' of suicide during the year before the survey.

Two in three survey respondents (66 %) who are severely limited by disabilities thought of suicide rarely, often or always in the year before. Similarly, around half or more of the LGBTIQ respondents who face financial difficulties or are unemployed or belong to a minority, other than being LGBTIQ, reported that they thought of suicide in the year before the survey.

FIGURE 37: SUICIDAL THOUGHTS IN THE YEAR BEFORE THE SURVEY, RARELY, OFTEN OR ALWAYS, BY SEXUAL ORIENTATION, GENDER DIVERSITY AND SEX CHARACTERISTICS AND SOCIO-DEMOGRAPHIC CHARACTERISTICS (%)



Source: FRA, EU LGBTIQ Survey III (2023).

▲ Notes:

Results for all respondents (EU-27 n = 98 272).

Response to the question 'In the past year, did you think of committing suicide? 1. Never; 2. Rarely; 3. Often; 4. Always.'

‘Living in Lithuania as an trans person makes me feel more and more hopeless every day. It’s hard to find a point or meaning anymore, or even wish for things to get better in my lifetime.’

(Lithuania, asexual trans man, age 26)

‘I am an independent queer cis-woman, completely out to the world, and yet I have experienced most grave psychological violence in my family setting, especially by my mother. Even at this age and being financially independent does not protect me from the hurt my family has caused me. I hope LGBTQI kids today do not have to experience this! Thank you, FRA, for doing this survey!’

(Estonia, queer cis woman, age 44)

‘If conversion therapy had been forbidden by law when I was growing up, I would probably have had far fewer traumas, much better self-esteem and I probably hadn’t tried to commit suicide. The churches’ conversion therapy destroyed my self-image, my mental stability and robbed me of my innate identity as a homosexual.’

(Denmark, gay non-binary, age 37)

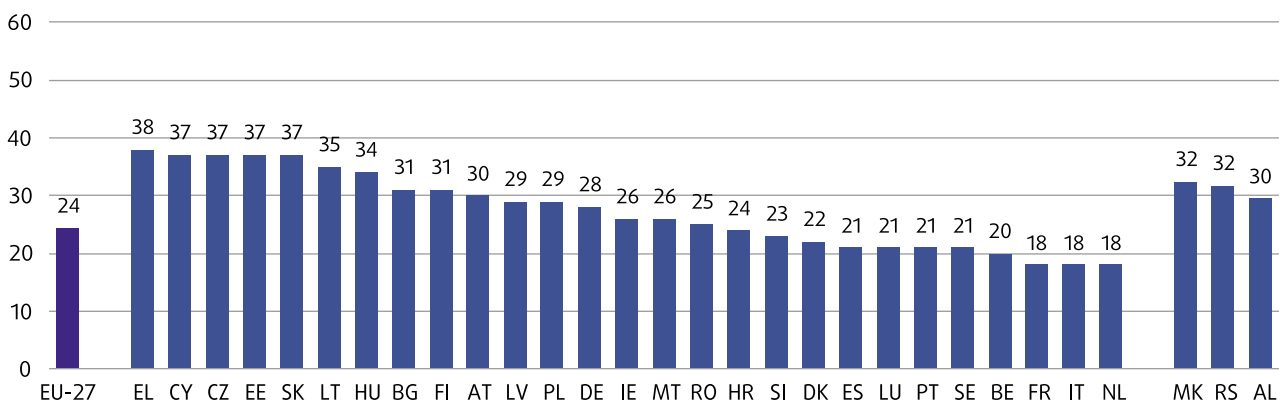
3.2.5. Conversion practices

So-called conversion practices (also called ‘conversion therapies’) are harmful, discriminatory, degrading and more or less physically and psychologically violent interventions with the aim of changing, repressing or suppressing the sexual orientation, gender identity or expression of LGBTIQ people. Such practices are currently being banned by a growing number of Member States and other countries. Malta was the first Member State to ban conversion practices in 2016. Since the UN call to ban conversion therapies (4) several Member States have taken action, including Germany, Greece, France and Spain. Initiatives for banning conversion practices have also been introduced in Austria, Belgium, Cyprus, Ireland, the Netherlands, Poland and Portugal (5).

As shown in Figure 38 one in four (24 %) survey respondents in the EU said that they experienced interventions to have their sexual orientation or gender identity changed. Higher proportions were reported in Greece (38 %), Cyprus, Czechia, Estonia and Slovakia (all 37 %), Lithuania (35 %), and Bulgaria (31 %) and Hungary (31 %) and lower proportions in France, Italy and the Netherlands (all 18 %).

The proportions of respondents who said they had experienced conversion practices are similar across all age groups, between 23 % of respondents aged 55 and above and 27 % of 15 - to 17-year-old respondents.

FIGURE 38: EXPERIENCED CONVERSION PRACTICES, BY COUNTRY (%)



Source: FRA, EU LGBTIQ Survey III (2023).

▲ Notes:

Results for all respondents (EU-27 n = 98 272, EU-27 + 3 n = 105 577).

Response to the question: ‘Have you experienced any of the following interventions to change your sexual orientation and/or gender identity? A. Intervention by family members; B. Prayer, religious ritual or religious counselling; C. Psychological or psychiatric treatment; D. Medication; E. Physical violence (such as beatings); F. Sexual violence; G. Verbal abuse or humiliation; H. Other; I. None of the above.’

The intensity of and harm caused by conversion practices varies depending on the type of intervention.

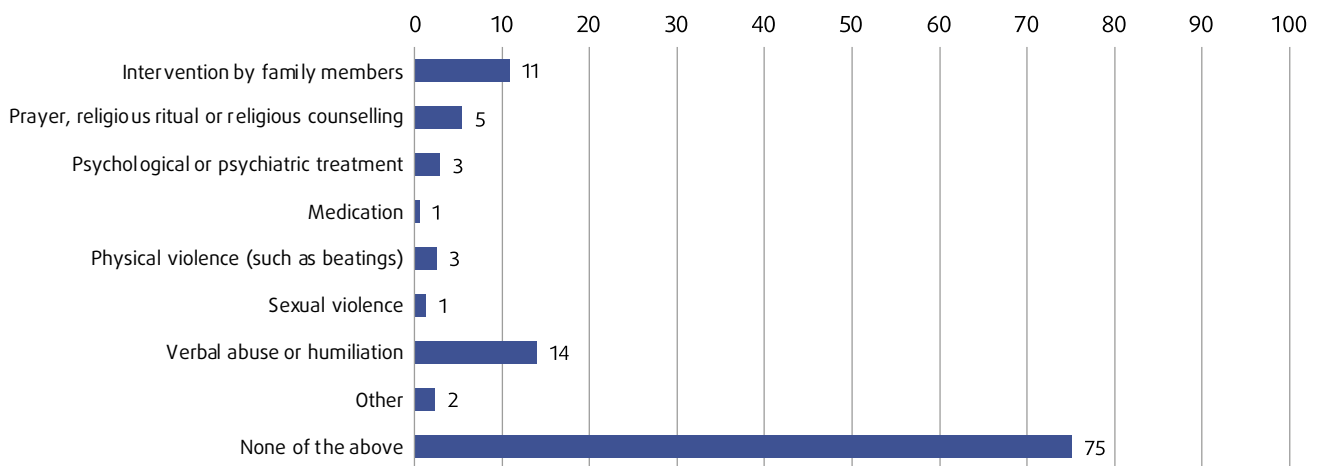
Figure 39 shows that, according to the survey respondents, the most frequent type of intervention was verbal abuse or humiliation (14 %), a good part of which, according to many personal stories the respondents shared during the survey, often happened in the family and involved close relatives. 3 % of survey respondents had to undergo psychological or psychiatric treatment, 1 % take medication and 5 % went through religious rituals or religious counselling and prayer.

‘I have been subjected to cultural and psychological constraints in order to deny my biological reality and to adapt to what was presented as acceptable and appropriate in relation to gender expression and sexual orientation.’

(Italy, bisexual intersex woman, age 37)



FIGURE 39: EXPERIENCED CONVERSION PRACTICES, BY TYPE (%)



Source: FRA, EU LGBTIQ Survey III (2023).

▲ Notes:

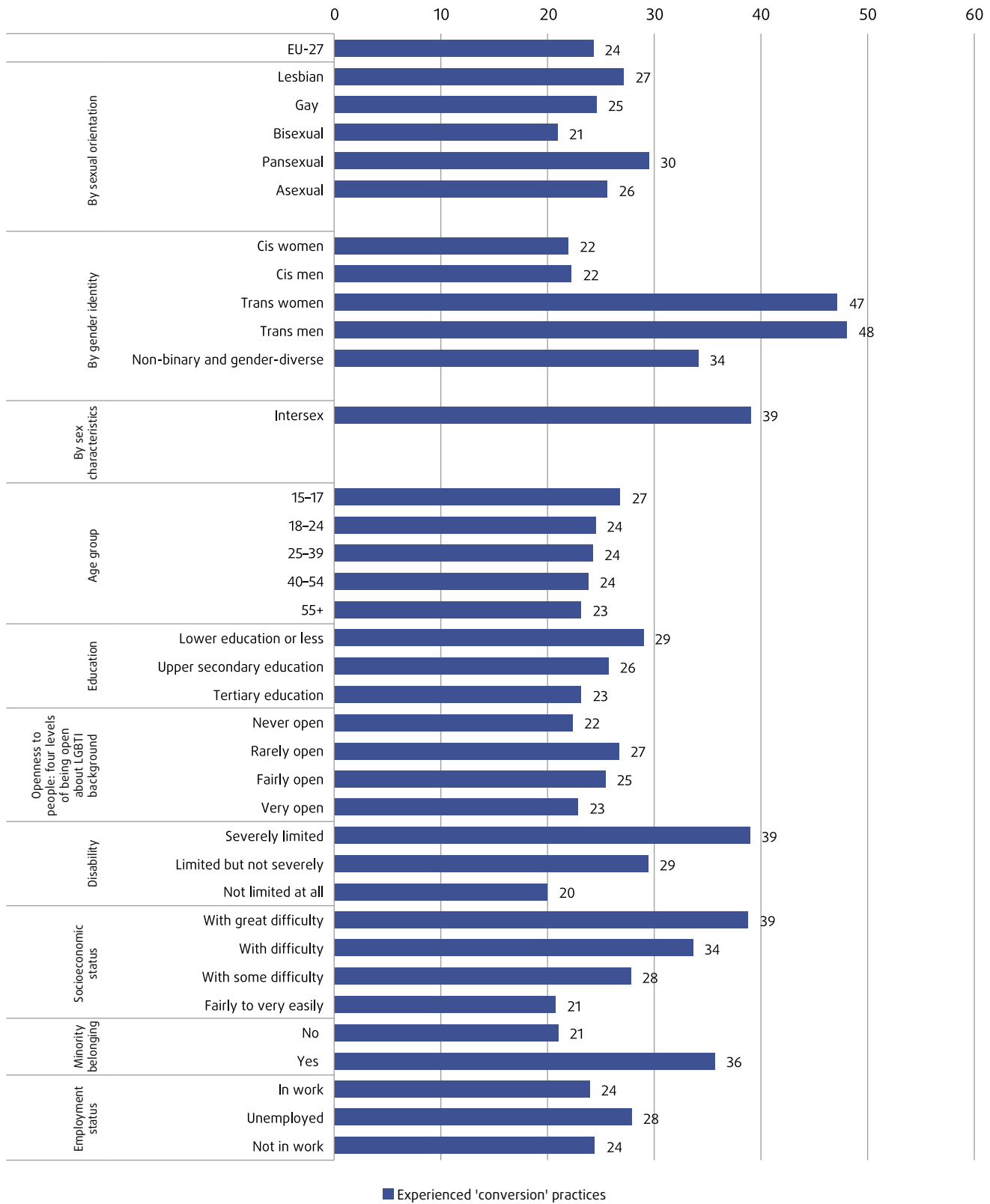
Results for all respondents (EU-27 n = 98 272).

Response to the question ‘Have you experienced any of the following interventions to change your sexual orientation and/or gender identity? A. Intervention by family members; B. Prayer, religious ritual or religious counselling; C. Psychological or psychiatric treatment; D. Medication; E. Physical violence (such as beatings); F. Sexual violence; G. Verbal abuse or humiliation; H. Other; I. None of the above.’

As shown in Figure 40, those who experienced such psychologically or physically harmful practices were more often trans men (48 %) and trans women (47 %), intersex (39 %) and non-binary and gender-diverse (34 %) respondents.

Among those who reported experiencing such practices, 39 % have severe limitations due to disability or face serious financial difficulties, 36 % belong to an ethnic or religious minority and 29 % have lower educational attainment.

FIGURE 40: EXPERIENCED CONVERSION PRACTICES, BY SEXUAL ORIENTATION, GENDER DIVERSITY AND SEX CHARACTERISTICS AND SOCIO-DEMOGRAPHIC CHARACTERISTICS (%)



Source: FRA, EU LGBTIQ Survey III (2023).

▲ Notes:

Results for all respondents (EU-27 n = 98 272).

Response to the question: 'Have you experienced any of the following interventions to change your sexual orientation and/or gender identity? A. Intervention by family members; B. Prayer, religious ritual or religious counselling; C. Psychological or psychiatric treatment; D. Medication; E. Physical violence (such as beatings); F. Sexual violence; G. Verbal abuse or humiliation; H. Other; I. None of the above.'

Most respondents (76 %) who experienced such conversion interventions did not consent to them.

More than 1 in 10 respondents (13 %) said that they gave their consent under pressure or threats. This was also the case for one in five (20 %) intersex respondents.

3.2.6. Homelessness and housing difficulties


Lack of adequate housing is a growing problem across the EU for everyone. The survey results show that this affects LGBTIQ people disproportionately. As shown in Figure 41, overall, 1 % of the survey respondents (6 % of intersex respondents) said that they had to sleep rough in a public space at least once or for a period in their life, while the proportion for the general population is 0.2 % (6).

13 % of all respondents said that they had had to stay with friends and relatives temporarily. This affected mostly non-binary and gender-diverse people (18 %), intersex people and trans women (both 17 %) and pansexual respondents (18 %). The respective percentage for the general population is 3 % (7).

Moreover, 6.6 % of trans women and 5.9 % of intersex respondents had to stay in inadequate accommodation, that is, a place not intended as a permanent home. This was also the case for some non-binary and gender-diverse (4.7 %) and trans men (4.3 %) respondents.

'I became godmother to my niece and our parish priest made me sign a declaration that I am not a lesbian. ... I was shocked and fearing that the ceremony would not be carried out, I signed it.'

(Greece, lesbian woman, age 34)



'I can't live freely and openly in my house because I believe [my parents] will throw me out.'

(Cyprus, lesbian woman, age 18)


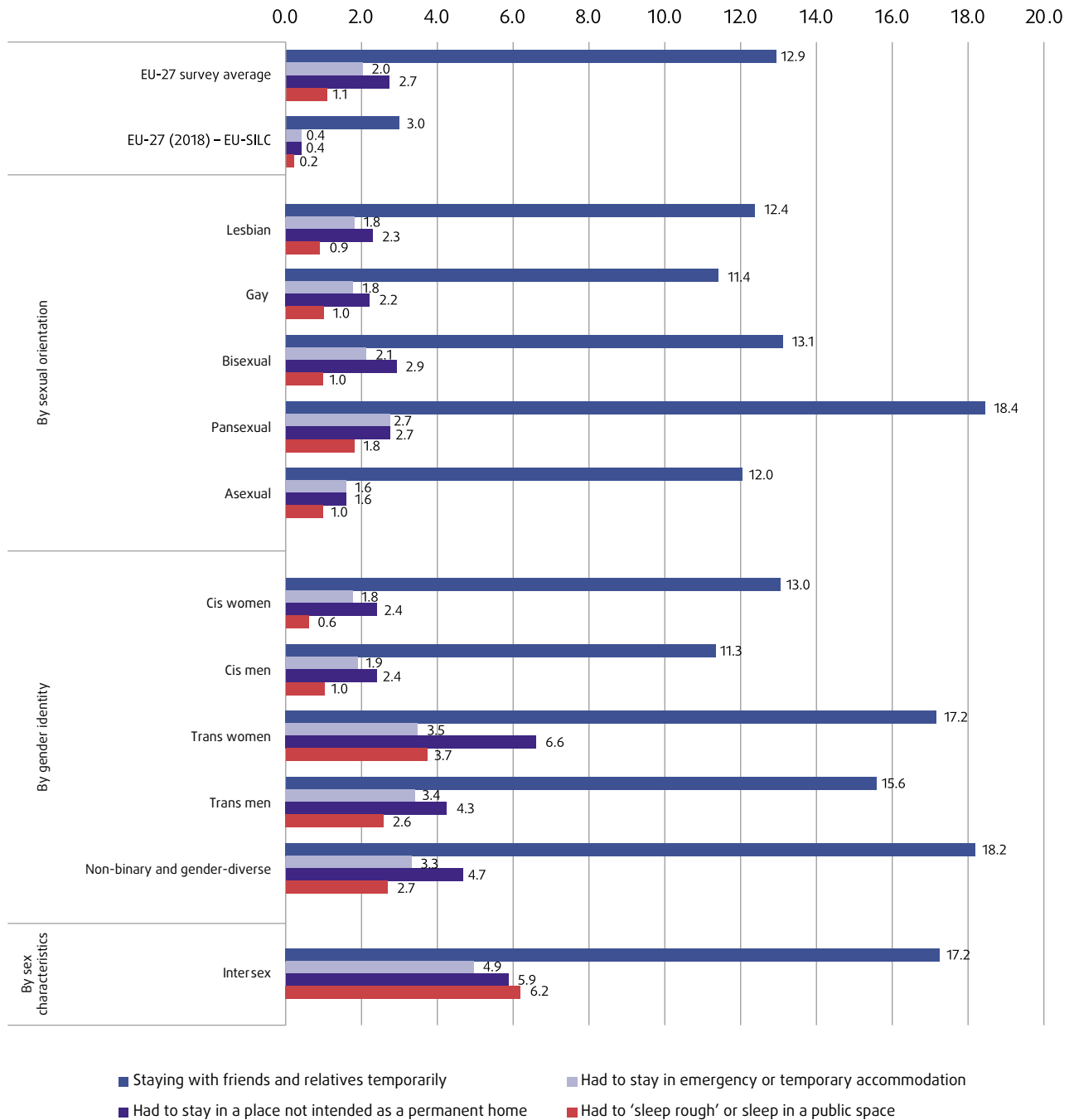


FIGURE 41: RESPONDENTS WHO FACED HOUSING DIFFICULTIES AT LEAST ONCE IN THEIR LIFE, BY TYPE OF DIFFICULTY AND SEXUAL ORIENTATION, GENDER IDENTITY AND SEX CHARACTERISTICS, COMPARED WITH GENERAL POPULATION STATISTICS (%)



Sources: FRA, EU LGBTIQ Survey III (2023), and Eurostat (2020), *EU-SILC 2018 – Material deprivation, well-being and housing difficulties*.

▲ Notes:

Results for all respondents (EU-27 n = 98 272).

Response to the question ‘Have you ever experienced any of the following housing difficulties? 1. Yes, I had to stay with friend or relatives temporarily; 2. Yes, I had to stay in emergency or temporary accommodation; 3. Yes, I had to stay in a place not intended as a permanent home; 4. Yes, I had to “sleep rough” or sleep in a public space; 5. No.’

3.2.7. Free movement and LGBTIQ-parented families

3.2.7.1. Free movement of same-sex couples

16 % of all respondents who moved to another Member State said that they faced restrictions as a same-sex couple in accessing benefits or services that were available to heterosexual couples.

3.2.7.2. Issues encountered by LGBTIQ-parented families

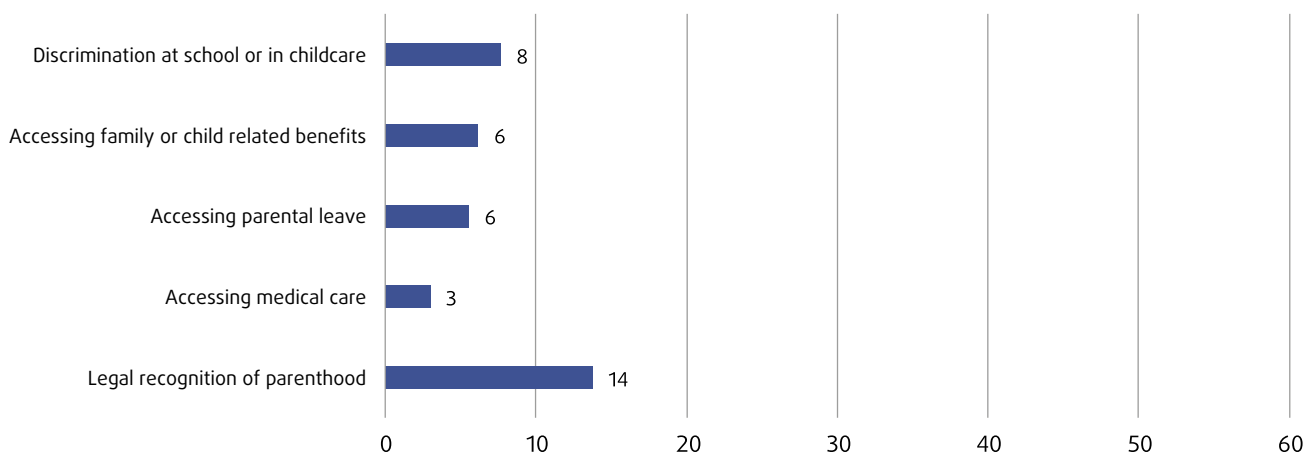
The survey asked respondents if they live in an LGBTIQ-parented family and what issues they face. Figure 42 shows that for the 14 % of respondents living in such families the major issue is the legal recognition of parenthood, and 8 % mentioned discrimination related to parenting, such as at school or in childcare. A smaller proportion of these respondents mentioned issues with access to benefits, such as parental leave.

'I am considering moving abroad to another country permanently since my rights in Poland are so limited – we are not able to marry [or] register our partnership, have (legally) children together or even partake in the governmental program for safe mortgage loans ... If we have children in another European state, they not only will not be recognized as a child of two parents, they might not get their Polish documents due to that, such as a passport or ID.'

(Poland, pansexual woman, age 36)



FIGURE 42: ENCOUNTERED PROBLEMS BECAUSE OF BEING IN LGBTIQ-PARENTED FAMILIES (%)



Source: FRA, EU LGBTIQ Survey III (2023).

▲ Notes:

Results for all respondents (EU-27 n = 7 415).

Response to the question 'Did your family encounter issues with any of the following due to being an LGBTIQ parented family? A. Legal recognition of parenthood; B. Accessing medical care; C. Accessing parental leave; D. Accessing family or child related benefits; E. Discrimination at school or in childcare; F. Other; G. No obstacles.'



'A sweet hug and thank you for what you do for me. I love you. I don't think I'll ever be able to live exactly as I dreamed, maybe in another life.'

(Comment addressed to FRA from a respondent in Greece, lesbian trans woman, age 51)

'We absolutely need more rights and recognition as an LGBT family with children. Nobody is properly trained on LGBT families, including schoolteachers and administration staff, and this is a major issue in 2023 ... that, such as a passport or ID.'

(Luxembourg, gay man, age 38)

Endnotes

- (¹) Policy Department for Citizens' Rights and Constitutional Affairs, Directorate-General for Internal Policies (2023), ***Conversion Practices on LGBT+ People***.
- (²) Council of Europe (2023), '**Nothing to cure: Putting an end to so-called "conversion therapies" for LGBTI people**', 16 February.
- (³) European Commission on Racism and Intolerance and the Council of Europe (2023), ***ECRI General Policy Recommendation No 17 on preventing and combating intolerance and discrimination against LGBTI persons***.
- (⁴) United Nations General Assembly (2020), ***Practices of so-called 'conversion therapy'; Report of the independent expert on protection against violence and discrimination based on sexual orientation and gender identity***, A/HRC/44/53, 1 May 2020.
- (⁵) Policy Department for Citizens' Rights and Constitutional Affairs, Directorate-General for Internal Policies (2023), ***Conversion Practices on LGBT+ People***.
- (⁶) Eurostat (2020), ***EU-SILC 2018 – Material deprivation, well-being and housing difficulties***.
- (⁷) Eurostat (2020), ***EU-SILC 2018 – Material deprivation, well-being and housing difficulties***.

Annex:

Survey sample, methodology and socio-demographics

The EU LGBTIQ Survey III was conducted online between 15 June and 24 August 2023, reaching out to more than 100 000 LGBTIQ respondents across 30 countries. Under FRA's guidance and oversight, Agilis SA and Metron Analysis SA conducted the background research, online data collection and preparation, data processing and key indicators. The online survey communication campaign and promotion was designed and implemented by Homoevolution and its European network of national survey promoters (1).

GEOGRAPHICAL COVERAGE

Respondents could take part in the survey only if they reported that they had lived for at least 1 year in one of the 30 countries covered by the survey. These countries were the Member States and the candidate countries Albania, North Macedonia and Serbia. The last three were included as candidate countries that have observer status on FRA's Management Board.

SAMPLE

The EU LGBTIQ Survey III, conducted online, collected data from 100 577 complete responses, including 98 272 from respondents living in the 27 Member States.

The survey questionnaire asked respondents about their sexual orientation (SO), gender identity (GIE) and sex characteristics (SC), resulting in a distinct three-dimensional SO-GIE-SC intersectional profile.

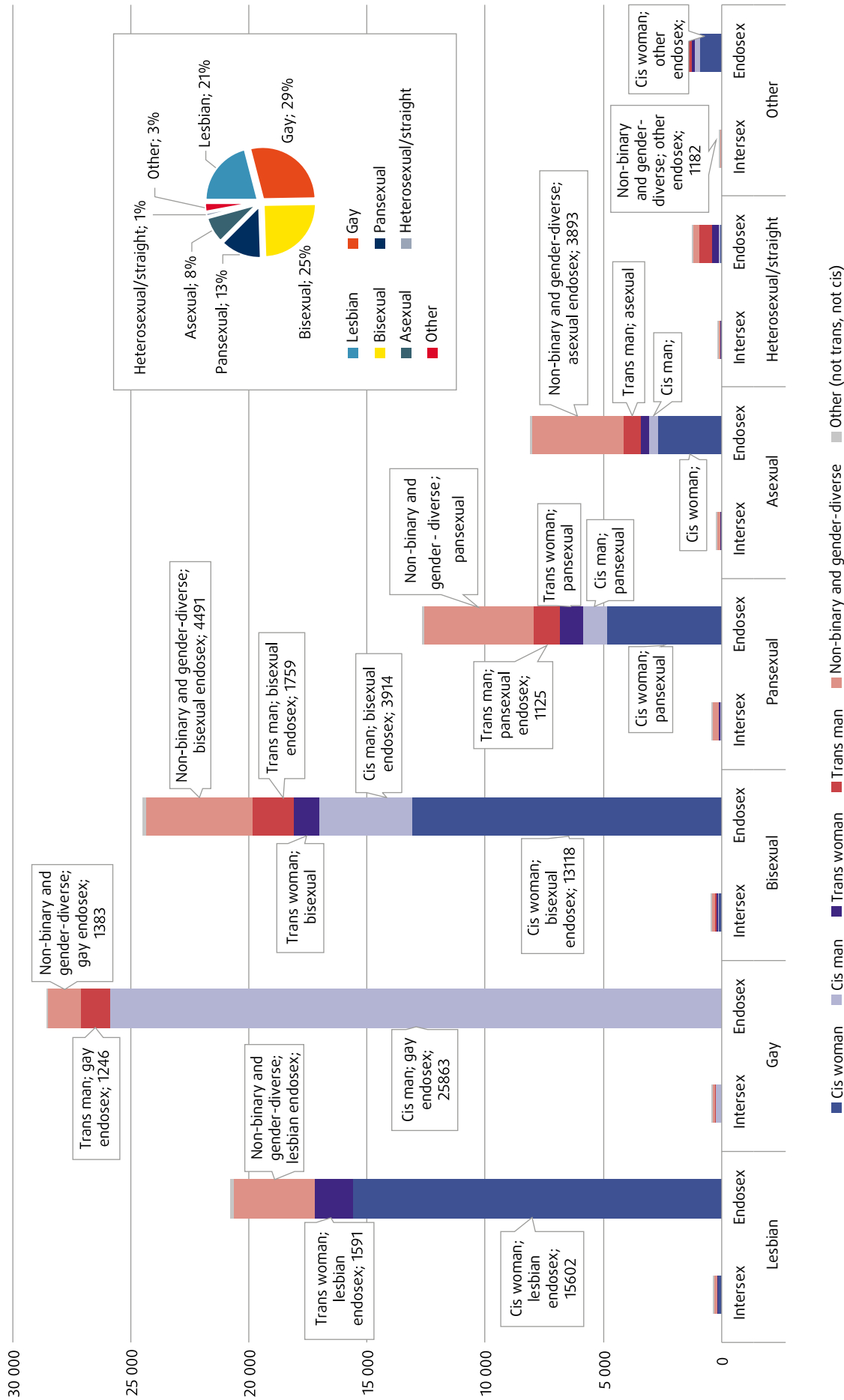
LGBTIQ-SO-GIE-SC INTERSECTIONS

The EU LGBTIQ Survey respondents can be mapped based on their threefold SO-GIE-SC identities, as in Figure 43 and Table 1, which provide the breakdown of the number of respondents according to their sexual orientation, gender identity and expression and sex characteristics.

The SO-GIE-SC identifications are dynamic, as they can change and evolve over time and in the way they are perceived, defined and represented in different social, historical and political contexts. They are linked to concepts, terms and words that can develop in a social or historical space, either bottom-up from LGBTIQ people and communities and through their daily use and affirmation in society or top-down via predominant terms and powerful informal or formal terminology used by governments, state or international actors, institutions and organisations for or on behalf of LGBTIQ people.

Figure 43 presents the breakdown of the survey sample across the three cross-cutting SO-GIE-SC dimensions, offering a comprehensive overview of the 100 577 EU LGBTIQ Survey III respondents and a unique perspective on the diversity of the LGBTIQ communities captured by this LGBTIQ survey, globally one of the largest of its kind with more than 100 000 respondents.

FIGURE 43: SAMPLE SIZE BY SEXUAL ORIENTATION (LESBIAN, GAY, BISEXUAL, PANSEXUAL, ASEXUAL, HETEROSEXUAL, OTHER), GENDER IDENTITY (CISGENDER, TRANS) AND SEX CHARACTERISTICS (ENDOSEX, INTERSEX), INCLUDING RESPONDENTS FROM 30 SURVEY COUNTRIES (EU-27 + ALBANIA, NORTH MACEDONIA AND SERBIA)



Source: FRA, EU LGBTIQ Survey III (2023).

▲ Notes:

Results for all respondents who provided a questionnaire response that passed the quality criteria (n = 100 577); unweighted results.

To avoid possible identification of respondents, the frequencies and proportions are not published if the sample size in a given individual category is less than 20.

Data based on responses to questions A2, A3, A4, A5, A6 and A8.

Table 1 presents in absolute numbers the size of the survey sample under the three intersecting dimensions of sexual orientation, gender identity and sex characteristics.

TABLE 1: SAMPLE SIZE BY SEXUAL ORIENTATION (LESBIAN, GAY, BISEXUAL, PANSEXUAL, ASEXUAL, HETEROSEXUAL, OTHER), GENDER IDENTITY (CISGENDER, TRANS) AND SEX CHARACTERISTICS (ENDOSEX, INTERSEX), INCLUDING RESPONDENTS FROM 30 SURVEY COUNTRIES (EU-27 + ALBANIA, NORTH MACEDONIA AND SERBIA)

50

GIE-SC	Lesbian		Gay		Bisexual		Pansexual		Asexual		Heterosexual /straight		Other		Totals by GIE-SC	
	Intersex	Endosex	Intersex	Endosex	Intersex	Endosex	Intersex	Endosex	Intersex	Endosex	Intersex	Endosex	Intersex	Endosex	Intersex	Endosex
Cis woman	143	15 602	121	13 118	45	4 854	22	2 689	< 20	60	924	350	37 247	37 597		
Cis man	232	25 863	55	3 914	< 20	1 023	< 20	395	< 20	46	190	317	31 431	31 748		
Trans woman	68	1 591	44	1 058	41	961	34	327	30	319	131	234	4 387	4 621		
Trans man	127	3 424	82	1 383	156	4 491	224	4 623	123	3 893	24	265	5 775	5 964		
Other (not trans, not cis)	< 20	135	< 20	124	< 20	110	< 20	68	< 20	< 20	< 20	49	556	605		
Totals	342	20 752	367	28 556	442	24 464	357	12 696	207	8 109	104	1 233	1 920	98 657	100 577	
Totals by SO	21 094	28 923	24 906	13 053	8 316	1 337	2 948									

Source: FRA, EU LGBTIQ Survey III (2023).

▲ Notes:

Results for all respondents who provided a questionnaire response that passed the quality criteria (n = 100 577); unweighted results. To avoid possible identification of respondents, the frequencies and proportions are not published if the sample size in a given cell is less than 20. Data based on responses to questions A2, A3, A4, A5, A6 and A8.

SURVEY TYPE

The EU LGBTIQ Survey is an open self-administered online survey. The method is selected because of the specific challenges of surveying LGBTIQ people with traditional methods, such as 'random probability sampling'. The spontaneity, the wide availability, and the anonymity and confidentiality ensured by this type of survey allow large numbers of respondents from different strata of the target population to participate, including those who do not wish to disclose being LGBTIQ in a traditional survey. To ensure high rates of participation, the survey was promoted via a promotional campaign, including carefully crafted messages and aesthetics, supported by a network of national survey promoters and European and many national LGBTI organisations. Moreover, mainstream and LGBTIQ-specific social media channels and dating apps were used to inform people about the survey, aiming to achieve a large number of respondents' spontaneous, random, unobstructed, anonymous and genuine participation in the survey.

QUESTIONNAIRE

The questionnaire was based on the one used in the previous wave of the survey in 2019. It was extended and developed following consultation with EU and international institutions, human rights bodies and organisations, and European and global LGBTI organisations and networks, experts and academics. The questionnaire comprised 126 single and multiple choice questions and included a number of controls to ensure quality. The online questionnaire could be completed in about 19 minutes.

REPRESENTATIVENESS

As a self-selected and self-administered anonymous and open online survey, the EU LGBTIQ Survey does not claim to be fully representative of the LGBTIQ population in the survey countries. FRA took steps to ensure that the survey is 'as representative as possible', for example by careful mapping of the LGBTI population in each country to calculate target sample sizes per country by LGBTI group and age category. The data used to calculate sample sizes were derived from the Office for National Statistics 2021 Census of England and Wales, the multi-country Ipsos survey conducted in 2021, the Annual Population Survey conducted in the United Kingdom in 2020 and the SEXUS project conducted in Denmark in 2018.

DATA QUALITY AND CONSISTENCY

The dataset was checked for internal consistency and controlled for genuine answers. The controls included checks for 'speeders' (those who completed the survey too fast, meaning that they replied to questions without taking the minimum time necessary to read them), internally inconsistent answers, answers that were aimed at distorting the results, etc. The responses were assigned a combined quality score and were deleted if they failed to meet the data quality standards. In total, FRA excluded 1 425 responses (1.4 %). Therefore, the analysis of the results presented in this report was based on a final sample of 100 577 responses – out of the 102 002 completed questionnaires collected via the online survey tool.

WEIGHTING

To avoid the survey results being distorted by a particular group in each country being over- or under-represented in the sample, sets of weights were calculated and applied.

Using **affiliation weights**, a respondent with a higher probability of participating in the survey because of their affiliation to an LGBTIQ organisation was assigned a lower weighting than someone who is not affiliated to any such organisation.

Benchmark weights were used to correct for over- or under-representation of a specific LGBTI group by age group in each country. This weight took into account the relative distributions between the LGBTI groups and age categories per country to correct for under-representation of some LGBTI and age groups.

Calculated benchmark weights per country corrected for under-representation of older respondents, under-representation of bisexual respondents (especially in older age groups, men in Poland, and women in Czechia and France) and over-representation of young trans respondents (especially in Germany, Estonia and Sweden). Online surveys promoted through social media tend to be affected by over- and under-representation of younger and older age groups, respectively, because of their use of the media.

Country weights were calculated as the standardised product of affiliation and benchmark weights. The overall effect of country weights adjusted for imbalances within-country distribution of LGBTI groups of respondents by age. It also corrected for the affiliation effect.

EU weights are the final weights that (a) adjust for the affiliation effect by age and country, (b) correct for imbalances in the LGBTIQ respondents by age distribution per country and (c) correct for deviations from the expected distribution of target population per country.

Weights were used in the analyses comparing the findings from the EU LGBTIQ Survey III and EU LGBTI Survey II. The results of the third wave of the survey are weighted by a combination of benchmark and affiliation weights.

Weight trimming was used as a process to reduce the effect of outlying weighting values on the weighted outcome of the survey. For this purpose, a trimming rule of identifying very high (more than 10.0) or very low (less than 0.1) weighting values was implemented.

Endnotes

- (¹) EU-based survey and communications companies in the consortium of external contractors awarded the LGBTIQ survey contract through an open call for tenders in 2022.

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PROMOTING AND PROTECTING YOUR FUNDAMENTAL RIGHTS ACROSS THE EU —

FRA's third LGBTIQ survey shows that people still experience hate-motivated violence and discrimination. Trans and intersex people face even greater victimisation. Yet, signs of progress show that the EU's and Member States' efforts can positively affect people's lives. More LGBTIQ people are open about their sexual orientation, gender identity, gender expression and sex characteristics.

FRA's survey is one of the biggest of its kind globally. It analyses the experiences of over 100,000 LGBTIQ people of all backgrounds aged 15 years and above in the EU and neighbouring countries. This is the third wave of the survey FRA first conducted in 2012 and again in 2019. It presents results showing gradual progress in equality over time. The findings contribute to developing legal and policy responses to meet the needs of LGBTIQ people and protect their fundamental rights. The report sets out ways forward for the EU and Member States to ensure dignity and equality. Now is a critical moment to step up efforts.



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