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DIRECTORATE-GENERAL FOR JUSTICE AND CONSUMERS

Directorate D – Equality and Non Discrimination
Unit D.1 – Non Discrimination: LGBTIQ, Age, Horizontal Matters

**SYNOPSIS REPORT - CONSULTATION ON
THE 2026-2030 LGBTIQ EQUALITY STRATEGY**

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1. INTRODUCTION

In March 2025, the European Commission launched its consultation activities for the 2026-2030 LGBTIQ Equality Strategy, to be published in late 2025. This initiative aims to build on the progress achieved through the 2020-2025 strategy and tackle the persistent inequalities and challenges faced by lesbian, gay, bisexual, transgender, intersex, and queer (LGBTIQ) people in the European Union.

This document provides an overview of all consultation activities conducted with stakeholders from March 2025 to June 2025 as part of the drafting of the 2026-2030 LGBTIQ equality strategy. The general objective of all consultation activities was to collect stakeholders' views on the current challenges and situation of LGBTIQ people in the EU, to enable the Commission to gather evidence on the areas requiring further action at EU level to advance LGBTIQ equality, drawing on a comprehensive, transparent, and inclusive stakeholder perspective.

The following types of consultation took place:

- an **Open Public Consultation** through the 'Have Your Say' portal¹ (01 April 2025 - 24 June 2025)
- a **Call for Evidence** through the 'Have Your Say' portal (01 April 2025 - 24 June 2025)²
- **targeted consultations** with Member States, LGBTIQ civil society organisations and other stakeholders, through specific online questionnaires (April – July 2025)
- meeting of the **LGBTIQ Equality Subgroup**³ of the High-Level Group on Non-discrimination, Equality and Diversity and a **joint consultation meeting** (09 – 10 April 2025) with Member States, civil society organisations, academics and other stakeholders.
- **Roundtable** with civil society representatives (08 April 2025)
- A dedicated **meeting with social partners** under the Social Dialogue Committee (13 April 2025)
- a **joint consultation on the international dimension** of the strategy with international organisations, Member States, civil society organisations, and other stakeholders (12 June 2025)

2. OVERVIEW OF CONSULTATION ACTIVITIES

This section presents the methodological and procedural aspects of the different consultation activities that fed into the report.

2.1. Call for evidence

The call for evidence ran between 01 April 2025 and 24 June 2025 on the 'Have Your Say' portal. It aimed to compile a broad range of opinions from stakeholders. A total of 1682 contributions were received. Of these, 22 were unpublished due to non-compliance with moderation rules⁴ i.e. due to abusive, slanderous or hateful content.

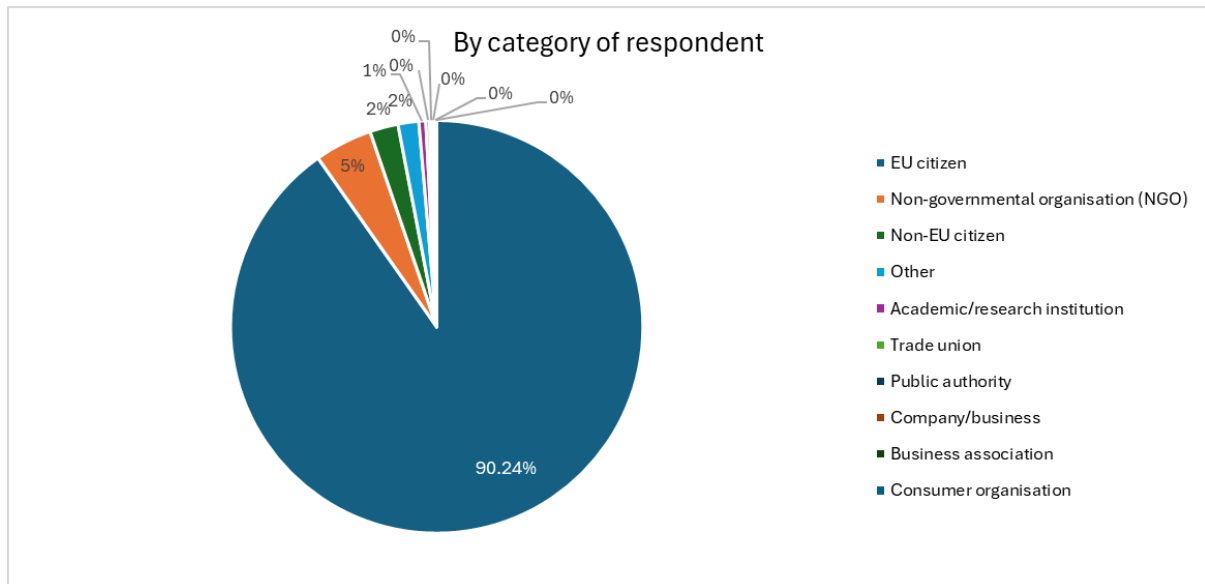
¹ The open Public Consultation is also summarized in the Factual Summary Report published on the ['Have Your Say' web portal](#)

² The full text of the call for evidence is available on the ['Have Your Say' web portal](#)

³ The LGBTIQ Equality Subgroup is composed of Government experts, nominated by Member States' governments. It supports and monitors progress in the protection of LGBTIQ people's rights in the Member States

⁴ The rules for feedback and suggestions are available on the ['Have Your Say' web portal](#).

Out of the published 1660 contributions, 1013 of the contributions have been associated with campaigns and most 1498 (90%) came from European citizens, 75 (4.5%) from NGOs, 37 (2.2%) from non-European citizens. In addition, the unique responses included a contribution from the LGBTIQ+ Intergroup of the European Parliament.



2.2. Open Public Consultation

The Open Public Consultation on the new LGBTIQ Equality Strategy 2026-2030 was open from 1 April to 24 June 2025. The online questionnaire, available in 24 EU languages, gathered views on EU actions for LGBTIQ equality. Although not statistically representative, the consultation will provide valuable insights into the needs of LGBTIQ individuals and communities.

A total of 243 responses were received, with the majority coming from EU citizens (58%, 140 responses), NGOs (27%, 66 responses), and non-EU citizens (6%, 14 responses). In terms of EU Member States, most respondents were from France (40 responses, 16%), followed by Germany (29 responses, 12%), Belgium (23 responses, 9%), and Ireland (22 responses, 9%). Responses coming from Italy and Spain are also notable, each with 18 responses (7%), followed by the Netherlands with 14 responses (6%).

A total of 20 Member States participated in the targeted consultation⁵. Of these, 17 replied through the online questionnaire, 3 provided their contribution through other means.

A second online questionnaire was designed to compile the opinions of civil society organisations. Five Commission's framework partners, i.e. LGBTIQ umbrella organizations receiving operating grants through the Citizens, Equality, Rights and Values (CERV) Programme⁶, replied to the consultation.

2.4. Meeting of the LGBTIQ Equality Subgroup and Joint Consultation Meeting

On 9 April 2025, the 15th meeting of the LGBTIQ Equality Subgroup of the High-Level Group on Non-discrimination, Equality and Diversity took place in Brussels, Belgium, with the participation of 21 Member States⁷, Norway, the European Union Agency for Fundamental Rights and the Commission. The agenda of the subgroup meeting included two dedicated consultation sessions aimed at informing the preparation of the 2026 – 2030 LGBTIQ equality strategy, focusing on the new mandate of the LGBTIQ Equality Subgroup and the role of Member States in implementing the forthcoming strategy.

The joint consultation meeting followed the LGBTIQ Equality Subgroup meeting and took place on 9 and 10 April 2025 in Brussels. The meeting brought together members of the LGBTIQ Subgroup, LGBTIQ civil society umbrella organisations⁸, other CSOs⁹, academics, EC services, the Secretary-General of the EP LGBTIQ+ Intergroup, and the Council of Europe. The agenda of the meeting included four thematic sessions focused on conversion practices, data collection, hate speech and hate crimes, and socio-economic inequalities and housing.

2.5. Roundtable meeting with LGBTIQ umbrella organisations

On April 18, 2025, the Commission held a consultative meeting in the form of a roundtable discussion, with the Commission's framework partners. This meeting gave the umbrella organisations the opportunity to share questions, preliminary comments and highlight key topics that require attention in regard to the 2026 – 2030 LGBTIQ equality strategy.

2.6. Consultation with the Social Partners

On May 13, 2025, the Commission held a consultation meeting with social partners¹⁰ on the LGBTIQ Equality and Anti-racism strategies post-2025. The meeting was attended by representatives from the Commission and was organised in the framework of the Social Dialogue Committee, comprising of recognised European cross-industry social partners and their national organisations. The purpose of the meeting was to gather the social partners' views and inputs on the upcoming Commission strategies on LGBTIQ Equality and Anti-racism. Background documents were provided to the social partners in advance of the meeting, and they were also invited to submit written contributions until 27 May 2025.

⁵ AT, BE, CY, CZ, DE, DK, EE, EL, ES, FR, HR, IE, LU, LV, MT, NL, PL, PT, SE, SI

⁶ EuroCentralAsian Lesbian Community (EL*C), Organisation Intersex International Europe (OII Europe), Europe Region of the International Lesbian, Gay, Bisexual, Trans and Intersex Association (ILGA Europe), The International Lesbian, Gay, Bisexual, Transgender and Queer Youth and Student Organisation (ILGYO) and Transgender Europe (TGEU).

⁷ AT, BE, BG, HR, CZ, DK, EE, FI, DE, EL, IE, IT, LT, LU, MT, NL, PL, PT, SI, ES, SE

⁸ ILGA-Europe, TGEU, EL*C, OII Europe and IGLYO

⁹ European Disability Forum (EDF), AGE Platform Europe, Institute for Human Rights Cities (IMPC)

¹⁰ European Trade Union Confederation (ETUC), Italian General Confederation of Labour (SGIL), European Public Service Union (EPSU), International Association of Educators (IAE), Council of European Professional and Managerial Staff (Eurocadres), General Workers' Union, BusinessEurope, Swedish Association of Local Authorities and Regions (SALAR), SMEunited, Swedish Confederation of Professional Employees (SN)

2.7. Meeting on the International Dimension of the Strategy

The 16th meeting of the LGBTIQ Equality Subgroup took place on 12 June 2025, with the express purpose of conducting a joint consultation on the international dimension of the new LGBTIQ equality strategy. Held in a virtual setting, the meeting brought together a diverse array of participants, including representatives from 12 EU Member States¹¹, as well as the Commission, Council of Europe, OECD, World Bank, UNESCO, and UN-OHCHR, and a range of civil society organisations¹² aim of meeting was soliciting input and expertise from a broad spectrum of stakeholders on the EU's external action to promote and protect the rights of LGBTIQ persons globally, with a view to informing the development of the 2026-2030 LGBTIQ equality strategy.

3. RESULTS OF CONSULTATIONS

The following analysis of the consultation results focuses on feedback received as regards the preparation of the 2026 – 2030 LGBTIQ equality strategy.

3.1. Call for evidence

The call for evidence has yielded a significant number of responses from a variety of stakeholders. The most represented were European citizens and NGOs. This section will highlight the main input from the call for evidence on the strategy.

Two campaigns were identified in the call for evidence. The first campaign appeared to be coordinated by an Italian organisation, following up on their petition opposing the Strategy, and resulted in 822 responses. The other was led by the LGBTIQ civil society organisation Forbidden Colours and yielded 191 responses, calling on the Commission to step up action for LGBTIQ equality.

In terms of unique contributions, the key themes that emerged from the consultation include a strong emphasis on the need to address hate-motivated harassment and violence against LGBTIQ individuals. Additionally, there was widespread condemnation of conversion practices, with respondents urging the Commission to take a strong stance against these practices.

In terms of areas for improvement, some respondents felt that the strategy did not adequately address the specific needs and concerns of certain LGBTIQ individuals, such as trans and intersex individuals. The need for more concrete actions and timelines in the strategy was also highlighted, with respondents urging the Commission to provide more detailed information on how the strategy will be implemented and monitored.

Moreover, some respondents opposed to Commission's action to enhance LGBTIQ equality and articulated their disagreement with the development of the 2026 – 2030 LGBTIQ Equality Strategy. Common arguments in these contributions were that the strategy allegedly infringes on the freedom of speech and on Member States sovereignty, and that the strategy's scope should be narrowed to exclude specific references to trans/intersex/queer communities, mainly under the premise of protecting women's rights.

All [contributions](#) from the call for evidence can be found online.

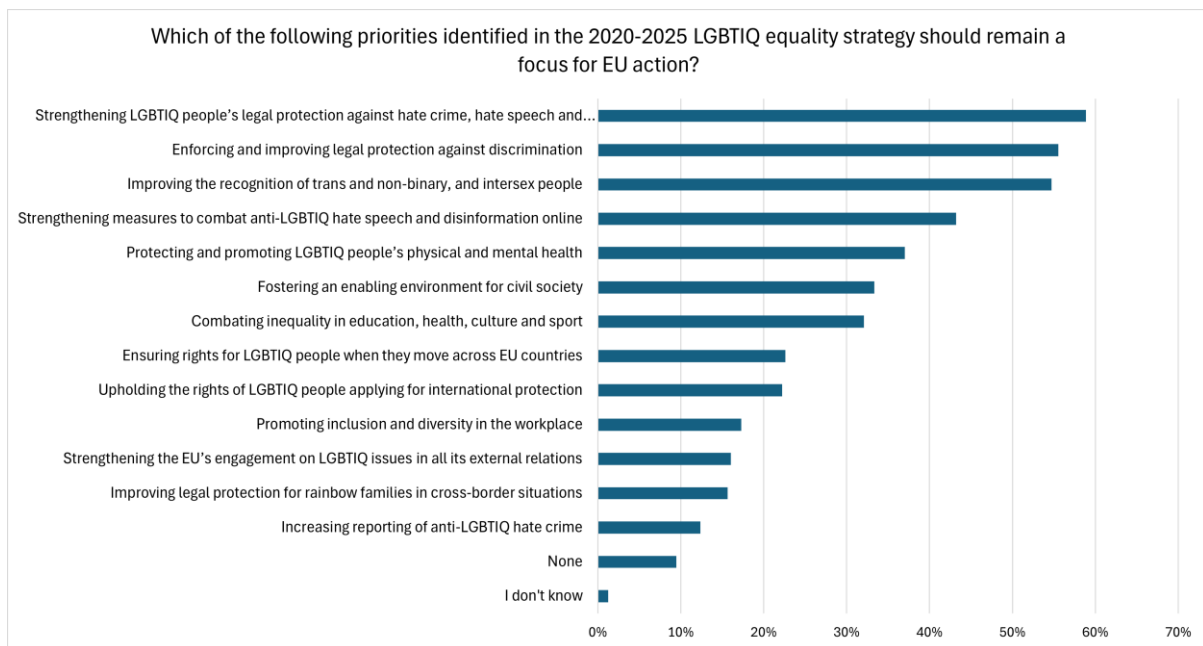
¹¹ BE, DE, DK, EE, ES, FR, IT, LU, MT, PT, SE, SI

¹² ILGA-Europe, IGLYO, Eurocentralasian Lesbian* Community, Organisation Intersex International Europe, AGE Network, European Disability Forum, European Network Against Racism, European Roma Rights Centre

3.2. Open Public Consultation

Majority of the respondents of the Open Public Consultation expressed concerns that the overall situation of LGBTIQ people in the EU has deteriorated over the past 5 years.

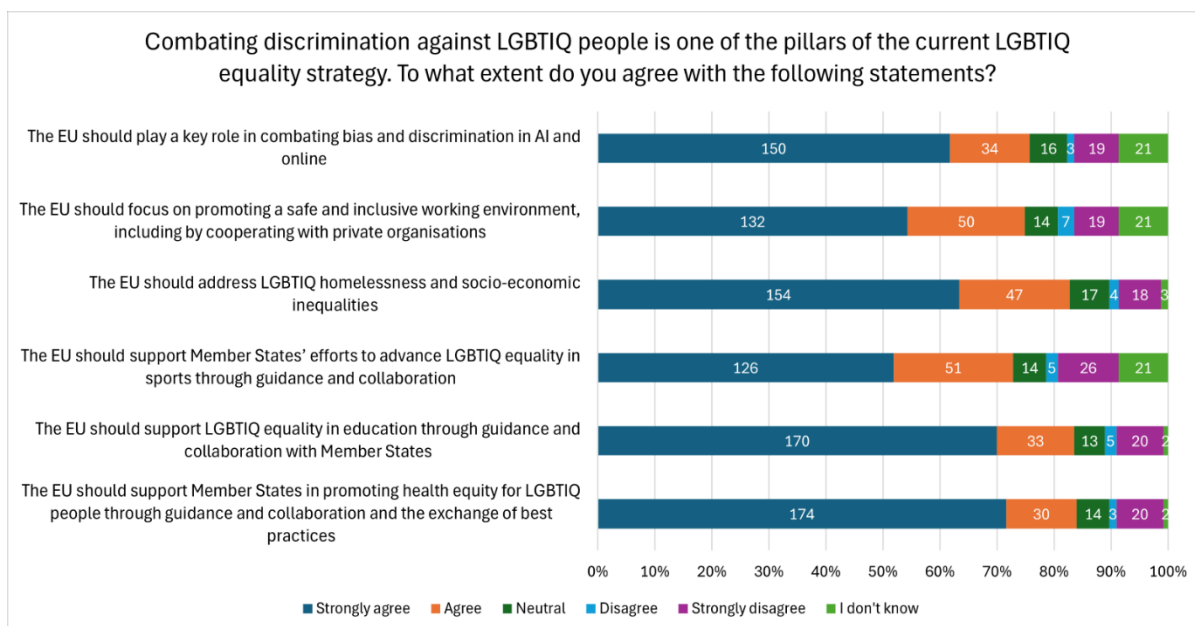
The key themes that emerged from the public consultation on the LGBTIQ Equality Strategy 2026-2030 include the need for improved legal protection against discrimination, hate crime, and hate speech, with the top priorities identified by respondents being strengthening legal protection against hate crime and hate speech (59%, 143 responses), enforcing and improving legal protection against discrimination (56%, 135 responses), and improving recognition of trans and non-binary and intersex people (55% 133 responses).



The majority of respondents supported the EU's role in promoting LGBTIQ equality, particularly in areas such as health equity (84%, 204 responses)¹³, education (81%, 203 responses)¹⁴, and combating bias and discrimination in AI and online.

¹³ Includes 'agree' and 'strongly agree' responses.

¹⁴ Ibid.



In regard to key areas for improvement, respondents also emphasized the need for the EU to address intersectional issues, enforce anti-discrimination laws, address hate speech, and improve access to healthcare, particularly for trans, non-binary, and intersex individuals. Additional actions the respondents identified were for the EU to integrate LGBTIQ equality into various policy areas, including crisis response efforts, and working with stakeholders to promote equality and inclusivity.

Some respondents who opposed to Commission’s action in this policy area expressed concerns that the strategy, in particular to the extent that it is intended to relate to trans people, may allegedly infringe upon the rights of women and children, while a few also questioned the overall EU's role in LGBTIQ issues.

A detailed descriptive analysis of the Open Public Consultation can be found in the Factual Summary Report published on the ['Have Your Say' web portal](#).

3.3. Results of the targeted consultation with Member States

3.3.1. Overall findings of the targeted consultation

The responses highlighted the need for the EU to take a stronger stance against discrimination and violence against LGBTIQ people, and to address the specific needs of LGBTIQ people and communities. The responding Member States almost unanimously support the goals of the 2020 – 2025 LGBTIQ Equality Strategy in all its four pillars, i.e. combating discrimination, improving safety, building inclusive societies, and advancing LGBTIQ equality in the EU's external relations. However, some Member States are partially concerned about whether the Commission has sufficient tools to achieve the presented goals.

The responses identified **several key themes and suggestions**, including:

- The need for the EU to take a more proactive and inclusive approach to promoting LGBTIQ equality, and to address the specific needs and concerns of LGBTIQ communities.
- The importance of ensuring that the EU's external relations and development policies promote LGBTIQ equality and human rights.

- The need for more funding and support for civil society organizations working on LGBTIQ equality and the importance of ensuring that EU funds are not allocated to organisations that act against EU values.
- The need for the EU to take a stronger stance against discrimination and violence against LGBTIQ people, including by supporting the development of national laws and policies that protect LGBTIQ rights and by collecting disaggregated data on these issues.
- The importance for the Commission to ban “conversion practices” across the EU, and to encourage Member States to prohibit non-consensual medical interventions on intersex children. The need to address potentially harmful use of AI to disseminate anti-LGBTIQ narratives.
- The need for the EU to oppose national laws aimed at restricting access to LGBTIQ content and at limiting LGBTIQ people’s freedoms of association.
- The importance of encouraging Member States that have not yet done so to provide legal recognition and protection for trans people and same-sex couples.

3.3.2. Focus on national action plans or strategies

13 Member States have put in place **national action plans or strategies** to promote LGBTIQ equality, namely, Belgium¹⁵, Denmark¹⁶, Germany¹⁷, France¹⁸, Greece¹⁹, Ireland²⁰, Italy²¹, Luxembourg²², Malta²³, Netherlands²⁴, Portugal²⁵, Spain²⁶, and Sweden²⁷.

The responses also highlighted **several challenges and barriers** that needed to be addressed in order to promote LGBTIQ equality, especially in regard to Member States developing national LGBTIQ strategies. These challenges include limited financial resources to implement equality initiatives, a lack of capacity or expertise within public institutions, and difficulties in securing political consensus or support. Furthermore, respondents identified resistance from societal or cultural groups and difficulty in collecting and using data on LGBTIQ issues as significant challenges.

3.4. Joint consultation meeting and meeting of the LGBTIQ Equality Subgroup

At the meeting of the LGBTIQ Equality Subgroup of the High-Level Group on Non-discrimination, Equality and Diversity, all interventions expressed support for the preparation of the new strategy and the renewal of the Subgroup's mandate. The discussions yielded a range of suggestions, including

¹⁵ See: [Pour une Belgique LGBTIQ+ Friendly - Plan d'Action Fédéral 2021-2024](#).

¹⁶ See: [Room for diversity in the community LGBT+ action plan 2022-2025](#)

¹⁷ See: [Queer leben Aktionsplan der Bundesregierung für Akzeptanz und Schutz sexueller und geschlechtlicher Vielfalt \(2022-2025\)](#)

¹⁸ See: [Plan national pour l'égalité, contre la haine et les discriminations anti LGBT+ \(2023-2026\)](#).

¹⁹ See: [ΕΘΝΙΚΗ ΣΤΡΑΤΗΓΙΚΗ ΓΙΑ ΤΗΝ ΙΣΟΤΗΤΑ ΤΩΝ ΛΟΑΤΚΙ+ \(2021-2025\)](#)

²⁰ See: [National LGBTIQ+ Inclusion Strategy II 2024-2028](#)

²¹ IT did not reply to this targeted consultation. See: [Strategia Nazionale LGBT+ 2022-2025](#)

²² See: [Plan d'action national de la promotion des droits des personnes lesbiennes, gays, bisexuelles, transgenres et intersexes](#)

²³ See: [LGBTIQ+ Equality Strategy 2023-2027](#)

²⁴ See: [Emancipation Memorandum 2022-2025](#)

²⁵ See: [Plano de ação para o combate à discriminação em razão da orientação sexual, identidade e expressão de gênero, e características sexuais \(PAOIEC\) \(2023-2026\)](#)

²⁶ See: [El Consejo de Ministros aprueba las primeras estrategias estatales LGTBI y trans - Ministerio de Igualdad](#)

²⁷ See: [Stolt och trygg Handlingsplan för hbtqi-personers lika rättigheter och möjligheter \(2024-2027\)](#)

strengthening the Subgroup's mandate, adopting an intersectional approach, as well as emphasizing the need for enhanced monitoring and data collection, increased support for national civil society organizations, and engagement with local authorities.

The joint meeting followed and the **key themes** and **areas for improvement** that emerged were:

The need for a **comprehensive ban on conversion practices**. Participants emphasized that conversion practices are a form of violence and discrimination that can have severe physical and emotional consequences for LGBTIQ individuals and emphasized the need for a good legal definition of conversion practices to avoid undesired outcomes. They also highlighted the importance of supporting national bans and non-legislative actions, such as guidance and awareness-raising.

Another key theme was the importance of **improved data collection** on LGBTIQ issues. Participants highlighted the need to collect data on LGBTIQ children and youth, improve accessibility of questionnaires for LGBTIQ people with disabilities, and harmonize definitions at the EU level. Dedicated budget and funding for specific data collection or research projects on SOGIESC was also considered crucial.

The consultation also highlighted the need for increased efforts to **combat hate speech and hate crimes** targeting LGBTIQ people. Participants emphasized the need to build bridges with the feminist movement to better protect trans persons attacked by the anti-LGBTIQ narratives, and to increase awareness-raising and information actions targeting young men and families. They called on the EU to commit to including hate speech and hate crime in the list of EU crimes, and to strengthen enforcement activities in the new strategy.

Participants also emphasized the importance of **addressing socio-economic inequalities and housing issues** affecting LGBTIQ individuals. Participants highlighted the need to address intersectional discrimination affecting, among other, older LGBTIQ individuals, LGBTIQ women, LGBTIQ people with disabilities, and racialized trans people. The EU was encouraged to work on mainstreaming, expanding legal protection, and supporting existing rights and legal protections for LGBTIQ individuals, especially in areas of employment and housing.

3.5. Results of the targeted consultation of civil society organisations and other stakeholders

3.5.1. Roundtable

The CSOs highlighted several key topics that require attention, including the potential impact of US executive orders on funding and on Diversity, Equity, and Inclusion (DEI) initiatives, the growing influence of anti-LGBTIQ narratives, and the need for a stronger intersectional approach to EU policies.

The key themes that emerged from the consultation include the need for comprehensive inclusion of intersex rights, explicit mention of LGBTIQ women, and age-specific considerations for children and youth. The organizations also emphasized the importance of addressing hate crime and online misinformation, enhancing mainstreaming in all policies, and devoting a section of the strategy to homelessness.

3.5.2. Targeted consultations survey

The consultation responses revealed a high level of consensus among civil society organizations on the need for the EU to take a strong stance against discrimination and violence against LGBTIQ people,

with a majority of respondents strongly agreeing on key priorities, with many respondents emphasizing the need for a more inclusive and intersectional approach to promoting LGBTIQ equality.

The responses identified several **key themes and suggestions**, including:

- The need for the EU to take a more proactive and inclusive approach to promoting LGBTIQ equality.
- The need for funding and support for civil society organizations working on LGBTIQ equality.
- The importance of addressing the specific needs and concerns of LGBTIQ women and trans people.
- The need for the EU to take a stronger stance against discrimination and violence against LGBTIQ people, including by supporting the development of national laws and policies that protect LGBTIQ rights.

The responses also highlighted several **challenges and barriers** that need to be addressed in order to promote LGBTIQ equality, including:

- Limited funding and resources for civil society organizations working on LGBTIQ equality
- Restrictive legal and policy environments that limit the ability of LGBTIQ people to exercise their rights
- Social and cultural backlash against LGBTIQ people and communities
- Safety concerns and violence against LGBTIQ people and activists

3.6. Consultation with the social partners

The consultation with social partners on the LGBTIQ Equality Strategy yielded valuable insights, highlighting the need for intersectionality, addressing socio-economic vulnerabilities, importance of protecting workers from discrimination, and addressing health inequalities.

One of the key themes raised by participants was the importance of addressing socio-economic vulnerabilities and intersectional discrimination and of adopting a life-cycle approach. Another critical theme that emerged from the consultation was the need to counter the backlash against LGBTIQ rights. Furthermore, participants stressed the importance of creating inclusive workplaces and addressing LGBTIQ-phobic biases that can perpetuate discrimination and exclusion. Education and training and the importance of collecting data on equality were also identified as crucial components of advancing LGBTIQ equality.

In terms of areas for improvement, one key area is strengthening legal protections against discrimination, by promoting stronger and harmonized legal frameworks across the EU and addressing the gaps in existing legislation. Another critical area is promoting LGBTIQ-inclusive healthcare and ending intersex genital mutilation.

3.7. Consultative meeting on the international dimension of the Strategy

The discussion focused on the EU's current efforts to promote LGBTIQ equality, including the EU Action Plan on Human Rights and Democracy and the EU Guidelines to promote and protect the enjoyment of all human rights by LGBTIQ persons.

The key themes that emerged from the discussion included the need to reinforce efforts to decriminalize same-sex relations and combat disinformation, online hate speech, and bullying in schools. Participants

also emphasized the importance of promoting safe spaces and funding for CSOs and human rights defenders, as well as increasing visibility of LGBTIQ equality.

Areas for improvement of promoting and protecting LGBTIQ rights were identified. The current global context, including the "anti-rights movement," was noted as posing a significant challenge to promoting and protecting LGBTIQ rights. Participants also highlighted the need for conditionality mechanisms in agreements, including trade agreements, to ensure the protection of LGBTIQ rights. Many interventions also called on the Commission to reinforce the intersectional approach in all Union of Equality strategies.

4. OVERALL RESULTS FROM CONSULTATIONS

Overall, stakeholders welcomed the Commission's commitment to combating inequalities experienced by LGBTIQ people and expressing appreciation for the effort to develop a new strategy. Stakeholders praised the Commission's focus on hate-motivated harassment and violence, and its recognition of the need to ban conversion practices. There was appreciation for the Commission's emphasis on the importance of data collection and research, and its commitment to supporting LGBTIQ organizations and communities. A strong support for addressing intersectional discrimination was present throughout the different consultation activities.

However, **not all inputs were positive** or convergent. Some respondents opposed to Commission's action to enhance LGBTIQ equality and expressed concerns that the strategy may infringe upon the rights of women and children, while a few also questioned the overall EU's role in LGBTIQ issues.

A key theme that emerged across the consultations was the need to **address hate-motivated harassment and violence against LGBTIQ individuals**, with stakeholders emphasizing the need to address hate crime, online and AI-facilitated misinformation. The **importance of education and training** was also emphasized throughout the consultation activities, with many respondents highlighting the need for LGBTIQ-inclusive education and school curricula.

Another recurring point was **the need to address intersectional discrimination**, particularly when linked to socio-economic vulnerabilities, disability, and migration status. An intersectional approach to data and the **need for improved data collection** and research on LGBTIQ issues was another recurring theme stressed by the stakeholders. The consultations also revealed a strong **support for the EU to work with stakeholders**, including LGBTIQ rights organizations, national governments, and human rights and civil society organizations, to advance LGBTIQ equality. The renewal of the LGBTIQ Equality Subgroup's mandate was also identified as key to continue supporting Member States actions.

The consultation process yielded a robust dataset of stakeholder feedback, which was meticulously reviewed and integrated into the initiative's refinement. Some of the input received during the consultations could not be fully integrated into the LGBTIQ Equality Strategy due to limitations in scope and as they may not be universally applicable or representative of the diverse experiences and needs of LGBTIQ individuals and communities across the EU.