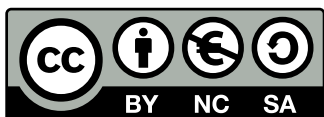




TRANS & POVERTY

POVERTY AND ECONOMIC INSECURITY IN TRANS COMMUNITIES IN THE EU



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or contact tgeu@tgeu.org.

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Author | Dodo Karsay

Editor | Anwar Ogrm

Project lead | Richard Köhler

Layout | Silja Pogule

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TGEU is a member-based organisation working to strengthen the rights and wellbeing of trans people in Europe and Central Asia.



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TGEU is a member-based organisation working to strengthen the rights and wellbeing of trans people in Europe and Central Asia. Find out more on **tgeu.org**



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INTRODUCTION

RATIONALE

Economic marginalisation severely affects trans communities all across the European Union (EU). Over the past two years, the COVID-19 pandemic exacerbated and thus shed light on much of the structural inequalities that are causes of this marginalisation. With this report, TGEU would like to build on the momentum of a growing body of research on the economic deprivation of trans people and a matching increase in measures and tools, including from the part of the European Commission, to address it.

In November 2020, TGEU welcomed the adoption of the first ever *EU LGBTIQ Equality Strategy (2020-2025)*, which sets out a number of measures to ensure that LGBTIQ and specifically trans and non-binary people enjoy their fundamental rights. The Strategy highlights the socio-economic marginalisation of trans people in the EU as a key concern and offers a number of practical measures that the European Commission and Member States should implement. In recent years, a number of other EU Strategies were also adopted, for instance on gender equality, disability, and anti-racism, which include additional measures that can alleviate poverty in trans communities, and particularly those most affected. Namely, trans women, trans sex workers, (undocumented) migrants, asylum seekers, refugees, trans people with disabilities, and trans people of colour.

This report will provide:

- a summary of recent research evidence on **trans people's economic insecurity** in the EU, including in the context of the COVID-19 pandemic (Chapter 1);
- an overview of **policy measures at EU level** relevant for improving the economic situation of trans communities (Chapter 2);
- **strategies for civil society organisations** to address poverty among trans people (Chapter 3);
- **key recommendations** to the European Commission and EU Member States (Chapter 4).

METHODOLOGY & LIMITATIONS

This report is the outcome of a desk research process (July - October 2021) and an informal expert discussion on the economic situation and needs of marginalised trans people, which was held by TGEU in September 2021. TGEU invited a number of trans-led organisations and groups to discuss four key topics. These were economic issues that marginalised trans groups are facing; responses by trans organisations, groups, and communities to those issues; good practices at municipal and/or state level and/or from funders; and needs at municipal and/or state level and/or from funders.

Those invited included the regional organisations Trans Mreža Balkan (TMB) and Trans United Europe, as well as TransAktion in Denmark, Acathi in Spain, and ACCEPT and TransCore both based in Romania. These organisations were selected because they are well-established, trans-led, and/or they have specific expertise and experience working with trans communities who have been most left behind during the COVID-19 crisis, including trans women, trans sex workers, trans (undocumented) migrants, asylum seekers, refugees, trans people with disabilities, and trans people of colour. Transgender Northern Ireland, and Sex Work Call in Romania were also invited, but were unable to join. While TGEU does not know this for certain, the lack of capacity and responsiveness may speak of a structural lack of resources that has been aggravated by the pandemic.

The focus of this report is the situation in the European Union, but it is in no way to give a comprehensive overview of the socio-economic marginalisation of trans people in all EU countries. It does however hope to provide an overview of the key issues.

1. TRANS PEOPLE'S ECONOMIC INSECURITY

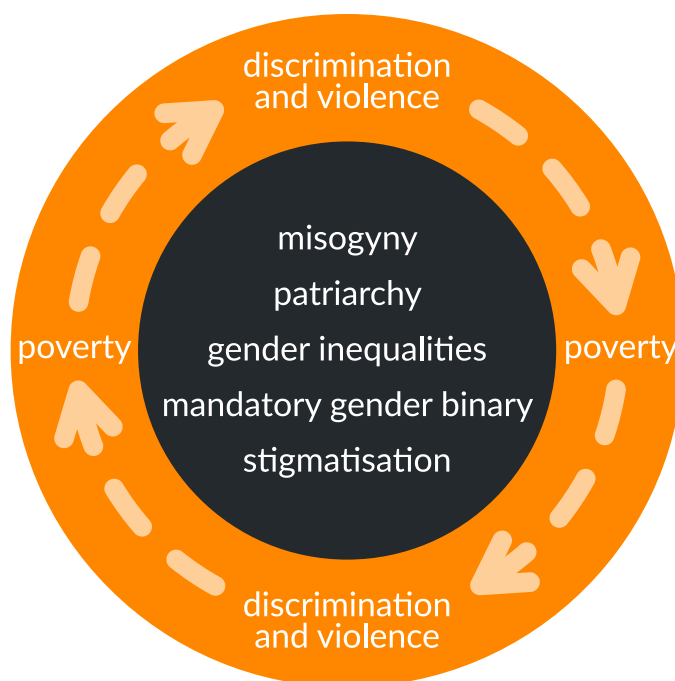
DEFINING POVERTY

Poverty is understood today as being multidimensional, which means that it is not only about finances. As GATE's 2021 report Freedom from fear and want summarises, "simply put, someone's economic situation does not only determine what they can buy, but also the extent to which they are able to live with dignity and participate fully in their community, including through access to education, healthcare, or decent work".¹

It is also widely recognised that discrimination, violence, and poverty mutually reinforce each other in a **vicious cycle**.² Citing GATE's report again, "those living in poverty are more likely to suffer human rights violations and those disproportionately affected by discrimination and violence, are more likely to be living in poverty." This means that trans people, who are affected by high rates of discrimination in education, housing, employment, healthcare, and other key spheres of life will also be affected by high rates of poverty as a result. Once living in poverty, they will then experience more discrimination and violence than others. Those experiencing intersectional discrimination on grounds of their race, ethnicity, disability, gender, age, and migrant status are even more affected by this vicious cycle; those most vulnerable include trans Black people and people of colour, trans people with disabilities,

trans women, trans youth and elderly trans people, trans asylum seekers, refugees, and undocumented migrants, and trans sex workers.

The following visual can help understand the cycle:³



THE IMPACT OF THE COVID-19 PANDEMIC

"What COVID-19 has done is uncover and stress all the vulnerabilities that we already knew and had been fighting against."

Sabrina Sánchez, APROSEX, Spain⁴

Research on the impact of the COVID-19 pandemic on trans people and trans

¹ GATE (2021) *Free from fear and want. Trans and gender diverse issues in the international response to poverty*. Available: <https://gate.ngo/>

² Ibid.

³ Misogyny, patriarchy, gender inequalities, the mandatory gender binary, and stigma are added on the basis of UN reports, which have established the link between these and discrimination and violence that trans people face. See UN Human Rights Council (2019) Protection against violence and discrimination based on sexual orientation and gender identity, 17 July 2019, A/74/181. Para 35. Available: <https://undocs.org/A/74/181>

organisations continues to evolve, but current data points to the same conclusion. Namely, the pandemic further exacerbated existing structural inequalities that trans people, and particularly trans women, trans black people and people of colour, trans sex workers, undocumented migrants, asylum seekers and refugees, trans youth, and trans people with disabilities face. The following findings highlight what we know thus far.

IMPACT ON TRANS PEOPLE

- **TGEU's 2020 Impact assessment: COVID-19 and trans people in Europe and Central Asia** revealed that “[s]ocio-economic injustice affecting [minority and marginalised groups] has never been more visible” and that “those belonging to multiple of these groups, such as sex working trans women of colour, were especially disproportionately impacted”. The report looked at existing research reports and summarised that those most affected have been:

- sex workers and others working in informal and/or criminalised economies;
- undocumented migrants;
- racial/ethnic minorities.

Looking specifically at the socio-economic impact of the pandemic, TGEU's member organisations reported that many trans people:

- “struggle to cover bare necessities since many have lost their jobs and/or homes”;

- “suffer decrease or loss of income, especially undocumented migrants and/or sex workers and face high risk of homelessness”;
- “shelter with unaccepting or abusive family members or relatives”.⁵

- **ILGA-Europe's 2020 COVID-19 impacts on LGBTI communities in Europe and Central Asia: A rapid assessment report** documented several country examples of how trans people have been struggling during the pandemic.⁶ For instance, trans people with disabilities (including HIV) in Romania risked fully or partially losing their disability pensions and benefits if they were found to violate lockdown restrictions; migrant sex workers in the Netherlands were unable to access financial aid from the state; and many trans people have gone into debt.⁷

- In **ILGA-Europe's Annual Review 2021**, covering the calendar year of 2020, civil society in almost all EU Member States reported a devastating impact of the COVID-19 pandemic on the socio-economic situation of trans people, and particularly trans sex workers. Reports included a loss of income, having to live with unsafe families, lacking access to savings and/or state benefits, being unable to afford food and rent, and being evicted.⁸

⁴ TGEU (2020) Webinar: Coping from the margin. Youtube. Available: https://www.youtube.com/watch?v=xd1KMcMim_M&t=516s.

⁵ Boglárka Fedorkó, Anwar Ogrm, and Sanjar Kurmanov (2021) Impact assessment: COVID-19 and trans people in Europe and Central Asia. TGEU, p. 17. Available: <https://tgeu.org/wp-content/uploads/2021/01/impact-assessment-covid19-and-trans-people-in-europe-and-central-asia.pdf>.

⁶ ILGA-Europe (2020) COVID-19 impacts on LGBTI communities in Europe and Central Asia: A rapid assessment report. Available: <https://ilga-europe.org/sites/default/files/LGBTI%20and%20COVID-19%20rapid%20assessment%20report.pdf>

⁷ Ibid. p. 9.

⁸ ILGA-Europe (2021) Annual Review of the Human Rights Situation of Lesbian, Gay, Bisexual, Trans and Intersex People in Europe and Central Asia. Available: <https://rainbow-europe.org/sites/default/files/annual-report/Annual-Review-Full-2021.pdf>.

IMPACT ON TRANS GROUPS & ORGANISATIONS

- In **TGEU's** 2020 *Impact assessment*, several trans organisations, including those in EU Member States France, Malta, Romania, and Slovenia, reported that they have “completely shifted their focus to support members with basic necessities, such as food packages, medicine and personal protective equipment, or with money collected through crowdfunding campaigns”.⁹

- **TGEU's** 2021 report *What happened to the money?* found that “most of TGEU's trans-led member organisations [were] going through major organisational and financial difficulties and lack resources to survive this unprecedented crisis. Some have stopped their activities altogether until further notice, while others have pivoted towards direct community support, focusing particularly on those most vulnerable and harshly impacted by the health and socio-economic consequences of the crisis.”¹⁰

- **ILGA-Europe's** *Annual Review 2021* also documented that most states either did not provide benefits or those benefits were not accessible or specifically targeted at trans people. ILGA-Europe's *Rapid assessment* report found that many “LGBTI organisations reported having shifted their previous plans and budgets to cover humanitarian aid gaps within the State response to the crisis.”

- The **Global Philanthropy Project's** 2021 report *Where are the global COVID-19 resources for LGBTI communities?*¹¹ analysed 4467 COVID-19 resource mechanisms and found that only one explicitly described funding to support LGBTI+ communities, and none to specifically support trans people.¹²

- The **UN's Global Humanitarian Response Plan** monitored 3000 resource mechanisms, finding that “none explicitly describes funding to LGBTI+ communities”.¹³

TRANS PEOPLE IN POVERTY: CAUSES AND CONSEQUENCES¹⁴

“One of the things that really connects us, the total trans community and trans migrants and people of color, is poverty. We all work beyond our capacity and we all get lower wages, right?”

Dinah de Riquet-Bons, Trans United Europe

Data about the socio-economic situation of trans people in the EU and individual EU Member States is still scarce, but data that is available shows that, from a socio-economic perspective,

- **LGBTQI** people fare worse than cisgender heterosexual people, and that

- **trans and intersex** people face most socio-economic exclusion within the LGBTQI community.

⁹ Boglarka Fedorko, Anwar Ogrm and Sanjar Kurmanov (2021), op. cit., p. 18.

¹⁰ Anwar Ogrm (2021) *What happened to the money?* Fundraising toolkit for trans organising in times of COVID-19. TGEU. Available: <https://tgeu.org/wp-content/uploads/2021/10/TGEU-COVID-19-report-2021.pdf>

¹¹ Global Philanthropy Project (2020) *Where are the global Covid-19 resources for LGBTI communities?* Available: <https://globalphilanthropyproject.org/wp-content/uploads/2021/01/Mapping-COVID-Report-2021-Final-1.21.21.pdf>

¹² Anwar Ogrm (2021) *What happened to the money?* Fundraising toolkit for trans organising in times of COVID-19, op. cit p. 18.

¹³ Ibid.

¹⁴ Some quotes in this section are from trans organisations and advocates who shared their experiences with TGEU directly via TGEU's panel discussion on the 13th September 2021: *Expert discussion on the economic security needs of marginalised trans groups.*



The FRA LGBTI Survey II found that **almost half (46%)** of trans respondents had **difficulty making ends meet**. 54% of trans women reported difficulties – the highest rate among all trans subgroups.¹⁵ Studies from outside the EU, namely from the US, affirm that black people and people of colour are affected significantly higher by poverty within the LGBT community.¹⁶

The **EU's Agency for Fundamental Rights (FRA)** has carried out two large surveys to learn about the experiences of LGBTI people in the EU. The **LGBT Survey I** was launched in 2012, and the EU summarised its findings in a [comprehensive report](#) (2014), but also published a report specifically focusing on [Being trans in the EU](#).

Following up a few years later, the FRA launched the **LGBTI Survey II** in 2019, which this time also included questions about the experiences of intersex people. Almost 140,000 participants filled out the survey, of whom **19,445** were trans. The EU published its findings in a [summary report](#) in 2020. There was no standalone publication about trans people's experiences this time, but TGEU has highlighted some of the most important trans-specific data.



CHECK OUT

TGEU's factsheets on the findings of the LGBTI Survey II, [here](#). The factsheets focus on different topics, such as [school bullying](#), [work discrimination](#), and [financial instability](#).



Causes and consequences through a data lens

Many trans children and youth face family **rejection and violence due to their trans identity**, and may be thrown out of the family homes, pushed into **housing insecurity or homelessness**. Family and societal rejection also result in many trans young people suffering from **mental health problems**, anxiety, depression, loneliness, low self-

¹⁵ 51% of intersex people, 35% of cisgender lesbian women, 32% of cisgender gay men, 39% of cisgender bisexual women, 36% of cisgender bisexual men reported difficulties. European Union Agency for Fundamental Rights (2020) *A long way to go for LGBTI equality*. Available: https://fra.europa.eu/sites/default/files/fra_uploads/fra-2020-lgbti-equality-1_en.pdf

¹⁶ See for instance Badgett, M.V. Lee, Choi, Soon Kyu, Wilson, Bianca D.M. (2019) *LGBT Poverty in the United States: A study of differences between sexual orientation and gender identity groups*. Available: <https://williamsinstitute.law.ucla.edu/wp-content/uploads/National-LGBT-Poverty-Oct-2019.pdf>

esteem, and thoughts of suicide.¹⁷ All these factors can lead to trans youth **struggling in school**, which can increase their chance of **financial insecurity** in the future.



The FRA LGBTI Survey II found that 33% of trans people experienced discrimination in education and of all age groups, trans and intersex young people were most likely to experience physical and sexual assault in school.²¹ LGBTI pupils in general are three to five times more likely to be targeted by bullying than their non-LGBTI peers.²²



The European Commission acknowledges that while most violent anti-LGBTI hate crimes take place in public places, trans and gender diverse children and youth face neglect and violence in their own families, including through the denial of their gender identity by legal guardians.¹⁸



The FRA *LGBTI Survey II* found that trans youth (aged 15 to 24) experienced violence at higher rates than those older.¹⁹

Discrimination, bullying, and violence in education also can result in trans children and youth **struggling in school**.²⁰ Trans young people face specific barriers in school, that their cisgender LGB peers may not, such as being banned from certain gendered teams and facilities, or being unable to use their correct name and gender in class. Some trans pupils **drop out** of school, which has a severe impact on their employability later in life, and can result in **poor job prospects**.

Trans people face **high rates of discrimination and violence, including murder, physical and sexual assault and harassment**. Discrimination and violence can target trans people on a daily basis, particularly trans black people and people of colour, trans women, and trans migrants. Anti-trans violence jeopardises trans people's **physical and mental health issues** and leaves many trans people **struggling for daily survival**.

¹⁷ See for instance TGEU (2017) *Overdiagnosed but Underserved*. Available: <https://tgeu.org/healthcare>; Stonewall (2018) *LGBT in Britain: Health report*. Available: <https://www.stonewall.org.uk/lgbt-britain-health>; Anderssen, N., Sivertsen, B., Lønning, K.J. et al. (2020) *Life satisfaction and mental health among transgender students in Norway*. Available: <https://doi.org/10.1186/s12889-020-8228-5>

¹⁸ European Union (2020) *Union of Equality: LGBTIQ Equality Strategy 2020-2025*. Available: https://ec.europa.eu/info/sites/default/files/lgbtiq_strategy_2020-2025_en.pdf

¹⁹ European Union Agency for Fundamental Rights (2020) *A long way to go for LGBTI equality*, op. cit.

²⁰ European Union (2020) *Union of Equality: LGBTIQ Equality Strategy 2020-2025*, op. cit. p. 6.

²¹ European Union Agency for Fundamental Rights (2020) *A long way to go for LGBTI equality*, op. cit.

²² UNESCO (2019) *Behind the numbers: ending school violence and bullying*. Available: <https://unesdoc.unesco.org/ark:/48223/pf0000366483>



The FRA *LGBTI Survey II* found that trans people were more likely to experience physical or sexual violence (17%) or harassment (48%) in the past five years than LGBTI people in general (11% and 38%).²³



35% of trans respondents felt discriminated against at work in the past 12 months.²⁶ Trans women experienced the highest rates of discrimination and violence at work among all trans people.²⁷



TGEU's Trans Murder Monitoring Project found 2021 to be the deadliest year so far for trans communities, documenting 375 trans and gender-diverse people reported murdered.²⁴



Only 19 EU Member States explicitly protect against discrimination in employment on the ground of gender identity²⁸ and gender expression appears in anti-discrimination legislation in only a few Member States.²⁹

Trans people face high rates of **discrimination, harassment, and violence when searching for employment or while being employed**, and thus have limited options for gaining long-term and secure jobs. As a consequence, **unemployment** is common among trans communities.

The FRA *LGBTI Survey II* found that less than a third (27%) of trans respondents had paid work at the time of the survey.²⁵

The structural **exclusion from legal and formal employment** leads to a high prevalence of trans people **working in criminalised and/or informal settings**, for instance, doing sex work or care work. The **criminalisation of sex work** increases trans people's vulnerability to **discrimination, violence, exploitation, and HIV**. The lack of official recognition of sex workers as workers also means that those engaging in sex work are **not entitled to social and welfare benefits**, such as sick pay, parental leave, or pension schemes.

²³ European Union Agency for Fundamental Rights (2020) *A long way to go for LGBTI equality*, op. cit.

²⁴ TGEU (2021) *TvT TMM: Trans Day of Remembrance 2021. Transrespect versus Transphobia Worldwide*. Available: <https://transrespect.org/en/tmm-update-tdor-2021/>

²⁵ Vs. 46% of cis lesbian and 54% of cis gay respondents. European Union Agency for Fundamental Rights (2020) *LGBTI Survey Data Explorer*. Available: <https://fra.europa.eu/en/data-and-maps/2020/lgbti-survey-data-explorer>

²⁶ Compared with 32% of intersex people, 20% of cisgender lesbian women, 19% of cisgender gay men, 18% of cisgender bisexual women, 17% of cisgender bisexual men. Ibid.

²⁷ Government Equalities Office, Mordaunt, Penny (2018) *National LGBT Survey: Summary Report*. P. 22. Available: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/722314/GEO-LGBT-Survey-Report.pdf

²⁸ TGEU (2020) *Trans Rights Europe & Central Asia Index 2020*. Available: https://tgeu.org/wp-content/uploads/2020/05/index_TGEU2020.pdf

²⁹ European Union (2020) *Union of Equality: LGBTIQ Equality Strategy 2020-2025*, op. cit. p. 8.

SPOTLIGHT: DECRIMINALISATION OF SEX WORK

The full decriminalisation of sex work is recognised³¹ as the best legal approach to sex work by the global and European sex worker movement and a number of UN agencies, including UNDP and UN AIDS.³² Decriminalisation allows for sex workers to be protected by employment law, to negotiate, organise, and challenge exploitation. As the European Sex Workers' Rights Alliance highlighted in 2021, "decriminalisation also contributes to enabling sex workers' rights to health, housing and justice, access to which is hampered through criminalisation."³³

In 2020, Malta became the first EU country to announce plans to decriminalise sex work.³⁴

It is important that advocacy at national level continues across the EU to halt any measures to criminalise and further marginalise sex workers, and instead, move towards full decriminalisation.

Other measures, such as the criminalisation of undocumented migrants, or the barring of asylum seekers from employment, further expose trans migrants to a lack of economic agency, autonomy, and security.

Structural discrimination and violence, including at home, in school, and in the labour market, can drive many trans people into homelessness and render them to a cycle of poverty, exclusion and violence.³⁵



The FRA LGBTI Survey II found that 1 in 3 trans people have experienced homelessness. Alarming, 11% of trans youth between the ages of 15 and 17 have been homeless.³⁶



FEANTSA's 2020 study found that identity related family conflict was the most common reason why LGBTQI young people became homeless, in line with previous studies on the topic.³⁷ FEANTSA

³⁰ European Sex Workers Rights Alliance (2021) *Don't outlaw sex workers' consent! - Policy Brief in response to law proposal to criminalise sex work in Spain*. Available: https://d3n8a8pro7vhmx.cloudfront.net/eswa/pages/189/attachments/original/1636109911/DIGI-TAL_-_Don't_outlaw_sw_consent!.pdf?1636109911

³¹ See Boglárka Fedorkó (2016) *Sex Work Policy*. TGEU. Available: https://tgeu.org/wp-content/uploads/2016/11/TGEU_SexWork-Policy_en.pdf

³² European Sex Workers Rights Alliance (2021) *Don't outlaw sex workers' consent! - Policy Brief in response to law proposal to criminalise sex work in Spain*, op. cit, p. 2.

³³ Ibid, p. 3.

³⁴ Guilia Magri (2020) *Decriminalisation of sex work: Technical committee report on the way to Cabinet*. The Independent. Available: <https://www.independent.com.mt/articles/2020-08-29/local-news/Decriminalisation-of-sex-work-Technical-committee-report-on-the-way-to-Cabinet-6736226504>

³⁵ ILO, OHCHR, UNAIDS Secretariat, UNDP, UNESCO, UNFPA, UNHCR, UNICEF, UNODC, UN Women, WFP and WHO (2015) *Joint UN statement on Ending violence and discrimination against lesbian, gay, bisexual, transgender and intersex people*. Available: https://www.ohchr.org/Documents/Issues/Discrimination/Joint_LGBTI_Statement_ENG.PDF

³⁶ 1 in 5 members of the LGBTIQ community and 40% among intersex people.

³⁷ Shelton, J., Stakelum, R., and Dodd, S.J. (2020) *LGBTIQ Youth Homelessness in Europe: Findings from a Survey of FEANTSA Membership Organisations*. FEANTSA, True Colors United, and the Silberman Center for Sexuality and Gender at Hunter College. Available: https://www.feantsa.org/public/user/Resources/reports/Youth_Homelessness_in_European_Context_v5.pdf



also highlighted that “in a social climate that is oppressive to LGBTIQ people, the experience of LGBTI homeless youth may also be in part due to their status as a stigmatised and marginalised group” and that “this type of social climate may also contribute to an inability to become financially stable, if employers and landlords are free to discriminate on the basis of sexual orientation and gender identity.”³⁸



Data from outside the EU also warns about the scale of trans homelessness. A study in Canada for instance found that one in four young trans people were forced to leave their homes and that among homeless queer and trans youth, people of color and indigenous people fared worst.³⁹

Many trans people want to go through legal gender recognition (LGR), which for some could make it easier to find employment. As a manifestation of structural discrimination and violence, most EU countries **fail to provide for legal gender recognition** that is quick, easy, and accessible and is based solely on self-determination. This impacts trans people’s **financial stability, and physical and mental well-being** and can expose them to further discrimination.

SPOTLIGHT: LEGAL GENDER RECOGNITION (LGR) AND ITS PRICE TO PAY

● **LGR can help prevent discrimination and violence.** Many trans people want to access LGR to make sure that their documents reflect their gender identity. Once LGR is available, accessible, affordable, and is based on self-determination, a whole range of other rights may open up for trans people to enjoy. For instance, having correct documents can make it easier to pursue education, get and retain a job, open a bank account, find housing, or access healthcare. It may also decrease the risk of harassment and violence, which many trans people face when they have to show their mismatching documents.

● **LGR is not available to all.** Some groups face discriminatory hurdles in accessing LGR. For instance, most EU countries do not allow for LGR for asylum seekers and refugees, or those without citizenship. Undocumented migrant also lack access to correct documents. In most EU countries, only male and female gender markers are available, leaving those outside the gender binary without an option. In several EU countries, people with disabilities, especially those under some form of guardianship and/or with psycho-social disabilities are explicitly barred from LGR access or face intrusive questioning that undermines their self-determination. Only a handful of EU countries provide access to LGR for minors.

● **LGR may be costly.** The European Commission’s 2020 report *Legal gender recognition in the EU* found that in almost half

³⁸ Ibid, p. 7.

³⁹ BC Poverty Reduction Coalition (2013) Poverty is a Queer and Trans Issue Factsheet. Vancouver: BC Poverty Reduction Coalition. Available: http://bcpovertyreduction.ca/wp-content/uploads/2014/08/2013_prc-lgbqt-poverty-factsheet.pdf

of the Member States, the cost of LGR was higher than the monthly minimum median wage.⁴⁰ Namely, the costs varied between 80 and 822 euro, costing least where self-determination models were in place and highest where medical interventions were requirements.⁴¹

● **Abusive LGR requirements jeopardise well-being.** In addition to financial costs, abusive LGR requirements can also impact trans people's physical and mental well-being. For instance, the mandatory sterility requirement has been recognised as a form of torture and ill-treatment by the UN.⁴² They may also take years to complete, leaving trans people in a legal limbo.

Many trans people need to access **trans healthcare services** (hormones, surgeries, etc.). As another manifestation of structural discrimination and violence, most EU countries fail to make trans healthcare services available, accessible, and affordable. This can also result in trans people's **financial instability** and may **risk their physical and mental well-being**.



The 2008 Transgender EuroStudy found that at least half of trans people accessing trans specific healthcare had to pay for services out of pocket.⁴³

In a context where trans people are already prone to be economically insecure, the high costs of LGR procedures or trans healthcare services nurture the discrimination and violence trans people and a lack of financial resources.

SPOTLIGHT: TRANS HEALTHCARE SERVICES - THE ROAD TO THRIVING OR DEBT?

"As trans women on the job market, we find ourselves not only having to live up to corporate expectations about hireability, but also the gendered expectations of society. This makes for example professional clothing and make up unavoidable extra financial burdens, and they are also often necessary for simply safely existing outside our apartments, especially during the COVID-19 pandemic."

Fernanda Milán, TransAktion, Denmark⁴⁴

⁴⁰ Namely Bulgaria, Latvia, Romania, Hungary, Croatia, Czechia, Slovakia, Estonia, Lithuania, Poland, Portugal, Greece and Malta. European Commission and ICF (2020) Legal gender recognition in the EU: The journeys of trans people towards full equality. P. 164, op. cit.

⁴¹ European Commission and ICF (2020) Legal gender recognition in the EU: The journeys of trans people towards full equality. Available: https://ec.europa.eu/info/sites/default/files/legal_gender_recognition_in_the_eu_the_journeys_of_trans_people_towards_full_equality_sept_en.pdf

⁴² UN Human Rights Council (2013) Report of the Special Rapporteur on torture and other cruel, inhuman or degrading treatment or punishment, Juan E. Méndez, 1 February 2013, A/HRC/22/53. Available: https://www.ohchr.org/documents/hrbodies/hrcouncil/regularsession/session22/a.hrc.22.53_english.pdf

⁴³ ILGA-Europe and TGEU (2008) *Transgender EuroStudy: Legal Survey and Focus on Transgender Experience of Health Care*. Available: https://tgeu.org/wp-content/uploads/2009/11/transgender_web.pdf

⁴⁴ TGEU's panel discussion on the 13th September 2021: Expert discussion on the economic security needs of marginalised trans groups. TGEU.

- **Trans healthcare services can improve well-being.** Many trans people need and want to go on hormones and/or undergo surgeries as part of their medical transition. Trans healthcare services can greatly improve trans people's mental and emotional well-being, and also make it easier to thrive in a school or work environment. That said, trans healthcare services are unavailable, or inaccessible, or unaffordable in many EU countries.

- **Trans healthcare is not available to all.** Non-binary and gender non-conforming people, trans black and people of colour, sex workers, migrants and those with a disability are routinely denied trans healthcare or face additional barriers in access.⁴⁵

- **Trans healthcare may be costly.** A study about trans people's experiences in Russia, as reported to TGEU by the **Transgender Legal Defense** Project monitoring program found that 62% had or were planning to take out a loan to cover healthcare costs.⁴⁶ TGEU's 2017 report *Trans healthcare lottery: Insurance coverage for trans specific healthcare references* describes the financial barriers in detail.⁴⁷

CASE STUDY: At TGEU's panel discussion, the Romania-based TransCore reported that while the minimum wage in Romania averages 300 euro per month, the monthly cost of buying hormones legally and staying up to date with recommended screenings and necessary visits to doctors amounts to over 100 euro monthly.⁴⁸ This financial conundrum, combined with a poorly-equipped and trained medical and pharmaceutical infrastructure, pushes many towards ordering hormones online to save on the costs and reduce the efforts involved. According to a recent 2021 regulation however, possessing hormones purchased illegally can lead to a heavy fine and even incarceration. This means that those who purchase hormones outside the healthcare system, but want to have it safely administered by a doctor or nurse (as was the case until recently), could be reported and fined and/or jailed for possession. Additionally, many websites which offered these hormones in Romania either closed down or reduced the quality of their service due to the new regulation. According to a recent survey, 77% of trans people in Romania struggle to cover medical costs related to HRT, and 96% struggle with paying for desired surgical interventions.⁴⁹

⁴⁵ TGEU (2019) *Guidelines to human rights-based trans-specific healthcare*. Available: <https://tgeu.org/wp-content/uploads/2019/12/TGEU-Guidelines-to-Human-Rights-Based-Trans-specific-Healthcare-EN.pdf>

⁴⁶ Dodo Karsay (2017) *Trans healthcare lottery: Insurance coverage for trans specific healthcare. An overview on the basis of 17 countries in Europe*. TGEU, p. 37. Available: <https://tgeu.org/wp-content/uploads/2017/12/TGEU-trans-healthcare-lottery.pdf>

⁴⁷ Ibid, pp. 36-37, op. cit.

⁴⁸ TGEU's panel discussion on the 13th September 2021: Expert discussion on the economic security needs of marginalised trans groups. TGEU, op. cit.

⁴⁹ Ioana Fotachem (2021) *Trans on the Labour Market in Romania A national report on the career paths, employability and workplace experiences of transgender, non-binary and intersex Romanians*. Available: http://www.t-jobs.org/uploads/2/3/9/7/23979604/trans_on_the_labour_market_in_romania.pdf

2. POLICY MEASURES AT EU LEVEL

The European Union has several ‘**Strategies**’ in place.

- Strategies are policy documents that include what the European Union wants to achieve in a certain area, such as gender equality, LGBTIQ equality, anti-racism, and other key topics that the EU cares about.
- Strategies usually include a set of actions that the European Commission, the European Parliament, and other EU entities will undertake, such as providing funding, conducting research, reviewing EU legislation, etc.
- Strategies also include recommendations to Member States as to what they should do.
- Strategies are not legally binding, unless they specifically mention examples of how (binding) EU legislation needs to be implemented.
- The European Commission is limited in what it can ask from Member States, so the recommendations often focus on good practice exchanges or the implementation of EU law.
- Strategies are also important because they clarify the positions of the EU on certain issues. In the case of trans rights, for instance, they highlight the importance of recognising trans parenthood across borders,

or the need for Member States to protect trans people from discrimination, etc.

- Strategies are in place usually for a set period, such as five or ten years.
- The degree of detail and quality of the Strategies in terms of including trans people greatly varies, and so does the extent to which civil society organisations and trans organisations are involved in the consultation processes.

The LGBTIQ Equality Strategy (2020-2025)

specifically outlines the EU’s commitment to trans people’s equality and fundamental rights, and makes targeted recommendations to Member States. This is not the only Strategy that is important for trans people. In fact, the Strategy pledges that it will mainstream LGBTIQ concerns, “*into all EU policies, legislation and funding programmes*” [ed: italics added by TGEU]. Further tools relevant to the economic security of trans people include:

- the Gender Equality Strategy (2020-2025);⁵⁰
- the EU anti-racism action plan (2020-2025);⁵¹
- the Strategy on the Rights of the Child (2021-2024);⁵²
- the Strategy for the Rights of Persons with Disabilities (2021-2030);⁵³

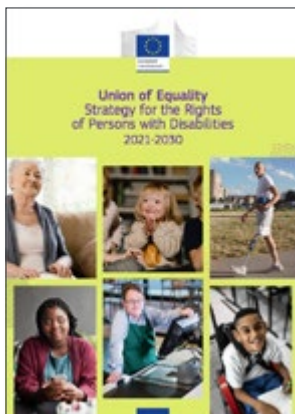
⁵⁰ European Commission (2020) *A Union of Equality: Gender Equality Strategy 2020-2025. COM/2020/152 final*. Available: <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52020DC0152&from=EN>

⁵¹ European Commission (2020) *A Union of equality: EU anti-racism action plan 2020-2025*. Available: https://ec.europa.eu/info/sites/default/files/a_union_of_equality_eu_action_plan_against_racism_2020_-2025_en.pdf

⁵² European Commission (2021). *EU Strategy on the Rights of the Child*. Available: https://ec.europa.eu/info/sites/default/files/ds0821040enn_002.pdf

⁵³ European Commission (2021) *Union of Equality: Strategy for the Rights of Persons with Disabilities 2021-2030*. Available: <https://ec.europa.eu/social/main.jsp?catId=738&langId=en&pubId=8376&furtherPubs=yes>

- the Strategic EU Framework for Roma equality inclusion and participation (2021-2030⁵⁴), or
- the Strategy on victims' rights (2020-2025)⁵⁵.



In the following section we will focus on some of these Strategies and highlight what they say about socio-economic marginalisation, including of trans people.



EU LGBTIQ EQUALITY STRATEGY (2020-2025)

The European Commission adopted its first ever EU LGBTIQ Equality Strategy in 2020. Here are some **key points about what the EU LGBTIQ Strategy covers**:

- It consists of four pillars:
 - Tackling **discrimination** against LGBTIQ people;
 - Ensuring LGBTIQ people's **safety**;
 - Building LGBTIQ **inclusive societies**;
 - Leading the call for LGBTIQ **equality around the world**.

Pillar one on tackling discrimination against LGBTIQ people talks most about poverty and economic exclusion, but all pillars are interconnected.

- It highlights in the introduction that **trans and non-binary people** are among those least accepted in society and face more discrimination and violence than (cisgender) LBQ people.

- It affirms that the EU will address discrimination in an **intersectional** way, making sure to pay attention to those most vulnerable,⁵⁶ for instance those with an

⁵⁴ European Commission (2021) *EU Roma strategic framework for equality, inclusion and participation for 2020-2030*. Available: https://ec.europa.eu/info/sites/default/files/union_of_equality_eu_roma_strategic_framework_for_equality_inclusion_and_participation_en.pdf

⁵⁵ European Commission (2020) *EU Strategy on victims' rights (2020-2025)*, COM/2020/258 final. Available: <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:52020DC0258>

⁵⁶ European Union (2020) *Union of Equality: LGBTIQ Equality Strategy 2020-2025*, op. cit. p. 5.

ethnic minority or immigrant background, living in remote areas⁵⁷, elderly, or people with disabilities.⁵⁸

- It highlights the economic exclusion of LGBTIQ and particularly trans people as a key concern. It warns that:
 - a significant number of LGBTIQ people are at risk of poverty and social exclusion in the EU⁵⁹ and that trans people “encounter additional barriers when seeking to access the labour market”;⁶⁰
 - that LGBTI people and particularly youth “suffer from high rates of homelessness”, and that this is particularly so in the case of trans people;⁶¹and,
 - that “[g]ender biases and other stereotypes are among the main drivers of negative or hostile attitudes towards LGBTIQ people”, which can lead to “exclusion and stigmatisation of anyone who does not conform to fixed norms/ images of women and men, such as non-binary and queer people”.⁶²

WHAT DOES THE EUROPEAN COMMISSION PROMISE TO DO IN THE EU LGBTIQ EQUALITY STRATEGY (2020-2025)?

This Strategy includes several measures that are important for addressing the socio-economic marginalisation of trans people. Some examples are:

- To **monitor** whether Member States implement EU law in the area of employment.⁶³
- To **monitor** whether Member States have an equality body, such as a National Human Rights Institution, Ombudsperson, or similar in place.⁶⁴
- To **propose** EU legislation on the role of equality bodies.⁶⁵
- To **examine** how non-binary, intersex and queer people can be better protected against discrimination.⁶⁶
- To **promote** diversity management through the EU Platform of Diversity Charters.
- To **promote** the use of the European Social Fund Plus (ESF+) to improve the socio-economic position of trans people.
- To **uphold** the rights of LGBTIQ applicants for international protection.
- To **gather evidence** about the barriers to full equality experienced in employment and social protection and **provide guidance** for Member States and businesses on enhancing trans people’s participation in the labour market.
- To **support** measures under the Gender Equality Strategy intended to improve the

⁵⁷ Ibid.

⁵⁸ Ibid, p. 6.

⁵⁹ Ibid, p. 4.

⁶⁰ Ibid, p. 6.

⁶¹ Ibid.

⁶² Ibid, p. 10.

⁶³ Ibid, p. 7.

⁶⁴ Ibid.

⁶⁵ Ibid.

⁶⁶ Ibid, p. 8.

socio-economic position of women, including those that are relevant for LBTIQ women.

- To **publish** a European action plan for social economy and address how better to include specific marginalised groups in the society, including trans people.
- To **support** best practice exchanges between Member States and experts on ensuring safe and inclusive education for all children; and on legal protection against discrimination on the grounds of SOGIESC.⁶⁷

WHAT CAN YOU DO?

- You can **encourage** public bodies, NGOs, or businesses to sign on to the EU Platform of Diversity Charters and adopt diversity and inclusion policies. Some workplaces have established internal LGBTIQ networks, provided training for their staff, celebrated the IDAHOT, and participated in national Pride events.
- You can keep an eye out for **calls for input** from the Commission. They might ask NGOs to send them information about trans and non-binary people's experiences in the labour market; good practices in creating inclusive workplaces or school environments, and other key topics; or when they start working on the European action plan for social economy.
- You can **encourage** your government to apply for funding from the Commission, including through the European Social Fund and European Social Fund Plus.

If you want to learn more about **trans people's RIGHT TO EMPLOYMENT in the EU**, check out these TGEU resources:

- **Activist's Guide on Trans People's Rights under EU Law** (2015), see [here](#)
- **Guide to legal aid for trans people in Europe** (2017), see [here](#)
- **Trans People's EU Employment Rights and National Gender Recognition Laws** (2014), see [here](#)



EU GENDER EQUALITY STRATEGY (2020-2025)

In 2020, the European Commission also adopted a Gender Equality Strategy for the same period, 2020-2025. Here are some **key points about what the Gender Equality Strategy covers:**

- It focuses specifically on equality between “men and women **in all their diversity**” [ed: highlights by TGEU] and explains that “the expression ‘in all their diversity’ is used in this strategy to express that, where women or men are mentioned, these are a heterogeneous categories including in

⁶⁷ Ibid, p. 8.

relation to their sex, **gender identity, gender expression or sex characteristics**".⁶⁸

- The Strategy sets out that "men and women in all their diversity should have **equal opportunities to thrive and be economically independent**, be paid equally for their work of equal value, have equal access to finance and receive fair pensions".⁶⁹
- It also highlights that **some women experience increased "barriers** to joining and remaining in the labour market", [...] are "structurally underrepresented in the labour market, often resulting from the intersection of gender with additional conditions of vulnerability or marginalisation such as belonging to an **ethnic or religious minority or having a migrant background.**" This recognition implies that the Commission is aware of intersectional discrimination that may put trans women, trans black women and women of colour, trans migrant women, trans women with disabilities, and others to an ever greater extent of disadvantage in the labour market.

The Gender Equality Strategy also consists of **pillars**. These are: being free from violence and stereotypes; thriving in a gender-equal

economy; leading equally throughout society; gender mainstreaming and an intersectional perspective in EU policies; funding actions to make progress in gender equality in the EU; and addressing gender equality and women's empowerment across the world.

WHAT DOES THE EUROPEAN COMMISSION PROMISE TO DO IN THE EU GENDER EQUALITY STRATEGY (2020-2025)?

This Strategy also includes measures that are important for addressing the socio-economic marginalisation of trans people. Some examples are:

- To **ratify** and implement the Istanbul Convention and encourage Member States to do the same.⁷⁰
- To **collect** data on gender-based violence.⁷¹
- To support civil society and public services in preventing and combating gender-based violence and gender stereotyping, including with the help of EU funding available under the "citizens, equality, rights and values" programme (2021-2027).⁷²
- To **encourage** Member States to target actions that support the specific needs of women in the asylum procedure, as well as actions that support the integration of women in the new society.⁷³
- To **support** women's entrepreneurship.⁷⁴
- To **support** best practice exchanges between Member States, for instance on preventing domestic and/or gender-based violence.⁷⁵

⁶⁸ European Commission (2020) *A Union of Equality: Gender Equality Strategy 2020-2025*. COM/2020/152 final. op. cit., p. 2, footnote 9.

⁶⁹ Ibid, p. 7.

⁷⁰ Ibid.

⁷¹ Ibid.

⁷² Ibid.

⁷³ Ibid, p. 16.

⁷⁴ Ibid, p. 9.

⁷⁵ Ibid, p. 8.

WHAT CAN YOU DO?

- You can **encourage** your government to ratify and implement the Istanbul Convention.
- You can keep an eye out for **calls for input** from the Commission. They might ask NGOs to send them information gender-based.
- You can **encourage** your government to apply for funding from the Commission, for instance for employability programs or programs supporting trans women's entrepreneurship.

WHAT DOES THE EUROPEAN COMMISSION PROMISE TO DO IN ITS OTHER STRATEGIES?

There are several other Strategies that include specific measures that are important for addressing the socio-economic marginalisation of trans people. Some examples are:

- **EU Strategy on the Rights of the Child (2021-2024)** states that *"too many children live at the risk of poverty and social exclusion, struggle with accessing medical services or can not go to school"*⁷⁶ and the Commission promises to:
 - **monitor** how Member States address child poverty;

- **provide funding** through the European Social Fund to combat child poverty; and,
- **help** achieve fast and inclusive recovery from the COVID-19 pandemic, including through the promotion of policies for children and youth.

- In the **EU anti-racism action plan 2020-2025**, the Commission promises to:

- **support** Member States in preventing discrimination by law enforcement, and in developing the necessary skills for investigation and prosecution against hate crimes and ensuring a fair and adequate treatment of victims;⁷⁷ and,
- continue **recommending** that Member States reach out to the most vulnerable young people in all their vocational education and training.⁷⁸

- In the **Strategy for the Rights of Persons with Disabilities 2021-2030**, the Commission promises to:

- **support** a disability-inclusive COVID-19 response and recovery;⁷⁹ and,
- **present** a package to improve labour market outcomes of persons with disabilities.⁸⁰

⁷⁶ European Commission (2021). *EU Strategy on the Rights of the Child*. op. cit.

⁷⁷ European Commission (2020) *A Union of equality : EU anti-racism action plan 2020-2025*, op. cit. p. 7.

⁷⁸ Ibid, p. 10.

⁷⁹ European Commission (2021) *Union of Equality: Strategy for the Rights of Persons with Disabilities 2021-2030*. Op. cit, p. 5.

⁸⁰ Ibid, p. 15.

3. STRATEGIES FOR CIVIL SOCIETY ORGANISATIONS

A. EMPLOYMENT SUPPORT

Trans organisations, sometimes in cooperation with local institutions, have for long provided targeted employment support for their communities:

- In Catalonia (Spain), the trans organisation Acathi put in place an employment support program, which includes training, building a database and cooperation with trans-friendly companies, and forging alliances with public entities. Acathi has successfully integrated 33 trans women, men, and non-binary people in the labour market, who now all have a contract. Catalonia has also created a number of initiatives to support trans women's employment. In one initiative they supported 200 trans women to find a job in different sectors.

"If you discriminate against a Trans Person and refuse to offer her a job in your company, you are directly part of the problem, so are you willing to be the change you want to see?"
Yoana Mata Cruz, Acathi

- In Romania, ACCEPT has cooperated with human resources specialists and the municipal employment agency in Bucharest to jointly find employment that is LGBT-friendly. ACCEPT also organises workshops on how to apply for a job, write a CV or motivation letter, to help boost trans people's confidence. MozaiQ also hosts workshops and training in hairdressing and tattooing, which allow trans people to find work without having to necessarily go through more traditional hiring processes.

"It's also a community network effort, so if one of us sees a job opportunity posted somewhere, we take a photo of it and share it, pass it on."
Ioana/Ionică Fotache, TransCore, Romania

Check out TGEU's guide for employers and businesses:

- Trans-Inclusive Workplaces – A Guide for Employers and Businesses (2017), see [here](#)

B. DIRECT SUPPORT

Over the past two years, trans organisations have had to step up to support their communities when they were hit with a loss of income, housing, and access to food and basic necessities. Trans organisations have proved during the COVID-19 pandemic that they can efficiently provide immediate support and respond to the trans communities' diverse needs, while most governments failed to. Several civil society organisations and groups found ways to provide direct financial support to trans people in need:

"We created our own crowdfunding so that we could, at least each week give €50 to individuals to have the possibility to buy food. We had points where people could pick up their food and we also took them to houses where a few dozen trans migrants were living together, along with medical supplies."
Dinah de Riquet-Bons, Trans United Europe

"We got some donations from people, and we were able to give that to those most in need, for instance trans refugees and undocumented sex workers. That was very effective. And we just asked for a receipt so it's documented that it was used for food."
Fernanda Milán, TransAktion, Denmark

"We have only been able to provide ad hoc support, because we did not receive anything from the state. So we've been using our own homes and our office for emergency shelter. We also know of a person who worked in a hostel that closed for the pandemic, and she helped use that for shelter."

Ioana/Ionică Fotache, TransCore, Romania

- Acceptess-T, a trans sex workers and migrant led organisation in France, drastically re-shifted their programmatic work towards direct community support as the pandemic began, focusing particularly on those most vulnerable, those lacking food, medical supplies and shelter, mostly trans women, trans sex workers and trans migrants. In 2020 alone, Acceptess-T provided more than 1000 community members with direct support and delivered over 3000 food packages. The organisation ran a very successful crowdfunding campaign by investing a lot in social media and reaching out to public celebrities.

- Trans United Europe supported its communities in Amsterdam with money, HIV medication, and hormones through their Dutch emergency fund and in partnership with medical professionals. Undocumented trans migrants were unable to work, as they could have risked deportation.

"It was really severe to see the impact of lockdowns on trans women of colour. Their primary source of income through sex work stopped instantly, and some could not get their HIV medication, when they were stuck

by the closing of borders, thus unable to travel to their HIV treatment centers outside of the Netherlands."

Dinah de Riquet-Bons, Trans United Europe

C. FINANCIAL RE-STRATEGISING

Trans organisations heavily rely on volunteer work and receive significantly less funding than larger LGBTI organisations.⁸¹ Those that have access to some funding have deliberately chosen to redistribute those funds:

"Besides other projects where some women of color are able to get paid for their work hours, we also got a small grant of 5000 euro with which we were able to bring other people, and pay for their work, to collaborate with us, we were able to create safer spaces, with small resources. And the difference is great. For example we could bring some overheard voices to white dominated platforms. We need to be more aware of power structures to dismantle them and actually be able to hire more women of color."

Fernanda Milán, TransAktion, Denmark

"Most of the trans organisations in the [Balkans] region are trying to hire people from the community for most of the work that we do. And I know that it may not sound so much, but when you provide people €100 for a text or for a workshop, for a lot of people it is a big amount of money and important money."

Aleksa Milanović, Trans Mreža Balkan

⁸¹ Scamell, D. (2019) *The State of Trans Funding: Funder Briefing*. New York: Global Philanthropy Project, American Jewish World Service, Astraea Lesbian Foundation for Justice and GATE. Available: <https://www.transfund.org/wp-content/uploads/2019/10/Funder-Briefing-The-State-of-Trans-Funding.pdf>

- Some groups have moved to diversifying their funding. Trans United Europe for instance reported that due to the increasingly hostile anti-trans and anti-sex worker rhetoric in France and the Netherlands, they started applying to non-LGBTI funding.

“For BIPoC trans people and BIPoC sex workers, it has gotten harder, because anti-sex worker and anti-trans radical feminists have been undermining our work from different angles with their lobby, trying to make sure that we don’t get funding”.

Dinah de Riquet-Bons, Trans United Europe

- Diversifying your funding can also be important as many of the traditional donors of the LGBTQI movement are considering shifting their funding priorities due to the COVID-19 pandemic.

Check out:

- TGEU’s **Tips for fundraising!** The tips were developed as an adaptation from TGEU’s COVID-19 online training ‘Organisational sustainability’, which was held in March 2021. You’ll find the tips on page 23 of TGEU’s 2021 COVID-19 report, [here](#).
- TGEU’s online discussion **“COVID-19: coping from the margins”**, see [here](#), where trans communities share insight, tools, and best practices with trans activists and donors!

D. COOPERATION WITH LOCAL INSTITUTIONS

- Civil society organisations may force alliances with municipalities, employment agencies, homeless shelters, healthcare providers, to alleviate multidimensional poverty trans communities face.

“We work with the municipality health services, as part of their ‘harm reduction’ work, so not LGBTI-specific work. This has been strategic on our side and it has worked really well. And it’s really good to have a stakeholder that believes in your work, and knows that it’s really important for the community.”

Dinah de Riquet-Bons, Trans United Europe

E. FUNDING ADVOCACY

Trans organisations have been historically underfunded compared to other human rights areas and also compared to mainstream LGBTI organisations.⁸² The 2017 *State of Trans Organizing* Survey found that more than two in five trans groups had no external funding whatsoever. In Denmark for instance, organisations working against intersectional oppression, and/or led by trans and intersex people, Black, Indigenous, and People of Color (BIPoC), and other marginalised groups, have for long been underfunded. The lack of funding has been critical during the COVID-19 pandemic, which has exacerbated marginalisation and violence against Black trans people and trans people of colour, trans migrants, and trans sex workers.

⁸² Howe, E, Frazer, S, Dumont, M. and Zomorodi, G. (2017) *The State of Trans Organizing (2nd Edition): Understanding the Needs and Priorities of a Growing but Under-Resourced Movement*. New York: American Jewish World Service, Astraea Lesbian Foundation for Justice and Global Action for Trans Equality. Available: <https://ajws-americanjewishwo.netdna-ssl.com/wp-content/uploads/2017/10/Trans-report.pdf>

“There is an issue of access to resources. For example this year the municipality gave significant funding to mainstream LGBT organisations here, but did not give anything to any trans organisations. There is a huge difference in how the government treats and funds us. The redirection of the resources and the prioritisation of the most marginalised is not working.”

Fernanda Milán, TransAktion, Denmark

“We need continuous, core, and flexible funding.”

Aleksa Milanović, Trans Mreža Balkan

In its 2020 Annual Report, the International Trans Fund highlighted the following:⁸³

“The need for funds dramatically outweighs the amount of money flowing to global trans movements and this lack of funding is the harsh reality for trans communities. We are working to change that through our grantmaking and philanthropic advocacy. Please join us!”

⁸³ Dodo Karsay (2020) *Annual Report 2020. International Trans Fund (ITF)*, p. 6. Available: <https://www.transfund.org/wp-content/uploads/2021/08/ITF-Annual-Report-2020.pdf>

4. KEY RECOMMENDATIONS

KEY RECOMMENDATIONS TO THE EUROPEAN COMMISSION

1. Provide **LEGAL PROTECTION AGAINST DISCRIMINATION** under EU law, on the explicit grounds of gender identity and gender expression, including in employment and also in the context of hate speech and hate crimes.

2. Carry out and/or fund community-led **RESEARCH** that investigates the specific experiences of trans people, and subgroups within the trans community.

3. Dedicate **FUNDING** in order to alleviate trans people's socio-economic marginalisation, for instance by:

- a. supporting positive action initiatives, employability programmes, and funding for civil society groups, including as part of the *European Social Fund* and *ESF Plus*;
- b. giving priority to those most affected by multiple and/or intersectional discrimination;
- c. simplifying funding applications and procedures to increase accessibility.

4. Encourage Member States, including via best practice exchange, to ensure quick, accessible and transparent **LEGAL GENDER RECOGNITION** procedures based solely on self-determination and to make **TRANS SPECIFIC HEALTHCARE** available, accessible, affordable, of quality, and also based on informed consent and self-determination.

5. Apply an **INTERSECTIONAL APPROACH** in all efforts aimed to combat poverty, considering that those most affected by socio-economic marginalisation are those facing intersectional discrimination and violence, including trans black people and people of colour, trans women, trans sex workers, trans youth and elders, trans people with disabilities, trans migrants, including asylum seekers, refugees, and undocumented migrants, trans homeless people, and non-binary trans people.

KEY RECOMMENDATIONS TO THE MEMBER STATES

1. Provide explicit **LEGAL PROTECTION AGAINST DISCRIMINATION** on the grounds of gender identity and gender expression in all areas of life, including in education, employment, housing, healthcare, and others.

2. Carry out and/or fund **RESEARCH** that investigates the specific experiences of trans people, and subgroups within the trans community.

3. Dedicate **FINANCIAL SUPPORT OR FUNDING** in order to alleviate trans people's socio-economic marginalisation, for instance by supporting positive action initiatives and employability programmes; **MAKING** poverty reduction and social protection measures, including emergency or recovery measures related to **COVID-19**, available and accessible to trans people and/or those working in the informal sector; **GIVING** priority to those most affected by multiple and/or intersectional discrimination; and **INCLUDING** trans-led organisations in decision making over dedicated financial support.

4. Introduce **LEGAL GENDER RECOGNITION** procedures that are quick, accessible, transparent and are based solely on self-determination.

5. Ensure that **TRANS SPECIFIC HEALTHCARE** services are available, accessible, affordable, of quality, and are based on self-determination.

6. Fully **DECRIMINALISE** sex work with the meaningful involvement of sex worker communities.

7. Apply an **INTERSECTIONAL APPROACH** in all efforts aimed to combat poverty, considering that those most affected by socio-economic marginalisation are those facing intersectional discrimination and violence, including trans black people and people of colour, trans women, trans sex workers, trans youth and elders, trans people with disabilities, trans migrants, including asylum seekers, refugees, and undocumented migrants, trans homeless people, and non-binary trans people.

