PRINCIPLES AND ACTION PLAN FOR PROMOTION OF LGBTIQ EQUALITY 2025–2030

CONTENTS

BACKGROUND 3
Connection to other strategies 4
International strategies and recommendations 5
Creation of the action plan and principles 6
PRINCIPLES 7
The first principle: Estonia is supportive 7
The second principle: Estonia is inclusive 8
The third principle: Estonia is safe 8
ACTION PLAN 2025–2030 11
I ESTONIA IS SUPPORTIVE 11
1.1 Education and young people 11
1.2 Legal system 13
1.3 Civil society 15
II ESTONIA IS INCLUSIVE 16
2.1 Health 16
2.2 Working life 18
III ESTONIA IS SAFE 19
3.1. Safety 19
3.2 Foreign policy 21
MONITORING, UPDATING AND ASSESSMENT 23

BACKGROUND

Over the past 35 years, Estonia has taken significant steps to improve the well-being of lesbian, gay, bisexual, transgender, intersex and queer people (hereinafter: *LGBTIQ* people). In 1992, Estonia abolished the criminal code still in effect as a relic from the Soviet era, which had banned sexual relations between men. Five years later, Estonia became one of the first countries in the region to regulate gender recognition and transition-related medical services. Over the past 35 years, Estonia has progressively recognised LGBTIQ families, which culminated in the Cohabitation Act that came into force in 2016 and marriage equality that entered into force in 2024. In the same period, LGBTIQ organisations have become important strategic partners for the state and are involved in the decision-making process concerning LGBTIQ people.

People in Estonia are increasingly positive towards LGBTIQ people and consider it more and more important that LGBTIQ people are guaranteed equal opportunities with other people.[1] Transgender and homosexual people have become increasingly accepted in Estonian society over the past decade.[2] LGBTIQ people in Estonia also feel more and more that the state's actions are reducing prejudice and intolerance against LGBTIQ people in our society.[3]

At the same time, LGBTIQ people still do not have equal opportunities to participate in all areas of society compared to others. A clear majority of LGBTIQ students in Estonia were not told about LGBTIQ issues at school or it was done in a negative way.[4] This deprived young LGBTIQ people of important knowledge about themselves. 65% of LGBTIQ students experienced bullying from fellow students or school staff because of who they are.[5] An overwhelming majority of health professionals say they were not adequately trained to work with LGBTIQ patients.[6] LGBTIQ people often do not feel safe and included enough in their working life, which is why around 70% of them are not out as LGBTIQ to their managers or clients at work.[7] At the same time, even the working environments that promote inclusion and diversity often avoid addressing LGBTIQ issues.[8]

LGBTIQ people are still experiencing appalling levels of violence. In the last five years, 9% of LGBTIQ people in Estonia have been physically or sexually assaulted. In 12 months, one in two LGBTIQ people experienced harassment such as threats of violence, stalking, staring,

---

[1] Estonian Human Rights Centre. Turu uuringud AS. Public Opinion Survey Concerning LGBT Issues. 2023.
[2] *Ibid*.
[3] FRA. EU LGTIQ Survey III. 2024. LGBTIQ equality at a crossroads: progress and challenges | European Union Agency for Fundamental Rights.
[4] *Ibid*.
[5] *Ibid*.
[6] Praxis. Attitudes and awareness of health professionals and students regarding LGBTI people. Survey report 2023. Page 58. https://www.praxis.ee/uploads/2022/08/Tervishoiutootajate-ja-tudengite-hoiakud-ja-teadlikkus-seoses-LGBTI-inimestega.pdf.
[7] FRA. EU LGTIQ Survey III. 2024. LGBTIQ equality at a crossroads: progress and challenges | European Union Agency for Fundamental Rights.
[8] Centre for Applied Anthropology. Diversity and inclusion through the eyes of employers. Short survey report. 2023. Page 12.

name-calling.[9] A clear majority of LGBTIQ people are afraid to hold hands with a same-sex partner in public for fear of violence. All this has a significant negative impact on the mental health of LGBTIQ people. 20% of LGBTIQ people in Estonia think about suicide often or always. Almost one in three young LGBTIQ people aged 15–17 have attempted suicide.[10] LGBTIQ people may experience barriers both in seeking and receiving help, which are related to their sexual orientation, gender identity, gender expression or sex characteristics.[11]

Estonia's first Action Plan and Principles for Promotion of LGBTIQ Equality was prepared to ensure that everyone in Estonia has equal opportunities for self-fulfilment and participation in society. This is irrespective of our gender identity, gender expression, sex characteristics or sexual orientation. Ensuring equal opportunities for LGBTIQ people is not just a question of deliberately treating someone worse. Mostly, the problem is that the needs of LGBTIQ people are not sufficiently taken into account in different areas of life. This is a structural problem that cannot be solved by individual actions.

The Action Plan and Principles for Promotion of LGBTIQ Equality 2025–2030 is a strategic development document of the Ministry of Economic Affairs and Communications that aims to support the comprehensive and targeted promotion of equal opportunities for LGBTIQ people. This is a cross-sectoral agreement to ensure equal opportunities for LGBTIQ people. The action plan helps to approach the promotion of equal opportunities for LGBTIQ people systematically and across various sectors. It sets specific goals and a pathway that will bring us closer to an Estonia where we are all included, supported and feel safe.

We consider it important that the action plan and the principles are as accessible as possible to all Estonian citizens. Including young people, people with special needs and non-Estonian speakers.

Connection to other strategies

The state's long-term strategy Estonia 2035 set out strategic goals for Estonia for the next fifteen years. According to its principles, everyone in Estonia must have equal opportunities for self-fulfilment and participation in society, irrespective of individual characteristics and needs, and regardless of the different social groups to which one belongs. The Action Plan and Principles of LGBTIQ equality support the following strategic goals: an intelligent, active and healthy human being; a caring, cooperative and open society; a responsible economy; a safe living environment; and a trustworthy and people-centred public administration.[12]

---

[9] FRA. EU LGTIQ Survey III.2024. LGBTIQ equality at a crossroads: progress and challenges | European Union Agency for Fundamental Rights.

[10] *Ibid*.

[11] Gene Lim, Stephanie Lusby, Marina Carman, Adam Bourne. Affective Barriers to Accessing Professionalized Intimate Partner Violence Services Among LGBTQ People in Australia. Violence against Women. 2025. https://doi.org/10.1177/10778012251323237; Welsh Government Social Research. Barriers Faced by Lesbian, Gay, Bisexual and Transgender People in Accessing Domestic Abuse, Stalking and Harassment, and Sexual Violence Services. 2014. Barriers Faced by Lesbian, Gay, Bisexual and Transgender People in Accessing Domestic Abuse, Stalking and Harassment, and Sexual Violence Services.

[12] Government of the Republic. Strategy "Estonia 2035". Website of the Government of the Republic. Strategy "Estonia 2035" | Government of the Republic of Estonia.

The action plan and the principles contribute to the implementation of the objectives and recommendations set out in the following national development plans and other listed strategic documents: Estonian Foreign Policy Strategy 2030, Education Strategy 2021–2035, Welfare Development Plan 2023–2030, Youth Sector Development Plan 2021–2035, National Health Plan 2020–2030, Cohesive Estonia Strategy 2030, Internal Security Strategy 2020–2030, Human Rights Diplomacy Bases and Action Plan, Estonia's EU Policy Priorities 2025–2027, General Principles of Criminal Policy 2030, Violence Prevention Agreement 2021–2025, National HIV Action Plan 2017–2025, Estonian Suicide Prevention Action Plan 2025–2028, Action Plan for the Prevention of Domestic Violence 2024–2027 and the Green Paper on Mental Health.

International strategies and recommendations

The goal set by the European Commission's LGBTIQ Equality Strategy 2020–2025 is a European Union where LGBTIQ people, in all their diversity, feel safe and have equal opportunities to participate fully in society and fulfil their potential. This action plan and the principles contribute to all four pillars of the European Commission's strategy. These are to fight discrimination against LGBTIQ people, to ensure the safety of LGBTIQ people, to shape an inclusive society for LGBTIQ people and to stand up for equality for LGBTIQ people worldwide.[13]

Recommendation CM/Rec(2010)5 of the Committee of Ministers of the Council of Europe calls on Member States to combat discrimination on grounds of sexual orientation or gender identity. The Recommendation states that discrimination and social exclusion on the grounds of sexual orientation or gender identity are best overcome through measures that target both those who experience such discrimination or exclusion and the population as a whole.[14] The Council of Europe has explained that, alongside legal instruments, national action plans play an important role in improving the protection of fundamental freedoms.[15]

The UN 2030 Agenda for Sustainable Development sets seventeen global sustainable development goals to be achieved in the next fifteen years. The goals apply to all mankind, on the principle of "Leave No One Behind". The Action Plan and Principles for Promotion of LGBTIQ Equality contribute to the following Sustainable Development Goals: 1. no poverty, 2. zero hunger, 3. good health and well-being, 4. quality education, 5. gender equality, 8. decent work and economic growth, 10. reduced inequalities, 11. sustainable cities and communities, and 16. peace, justice and strong institutions.[16]

---

[13] European Commission. Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions "Union of Equality: LGBTIQ Equality Strategy 2020–2025". IMMC.COM%282020%29698%20final.EST.xhtml.1_ET_ACT_part1_v2.docx.

[14] Council of Europe. Recommendation CM/Rec(2010)5. Recommendation CM/Rec(2010)5 of the Committee of Ministers to member states on measures to combat discrimination on grounds of sexual orientation or gender identity – Sexual Orientation and Gender Identity.

[15] Council of Europe. National Action Plans as Effective Tool to Promote and Protect the Human Rights of LGBTI People. 2016. 168066d620.

[16] UN. 2030 Agenda for Sustainable Development. Global Sustainable Development Goals | Government Office.

The Yogyakarta Principles explain how to implement binding international human rights standards to LGBTIQ people. The recommendations to states made in them were taken into account in the preparation of the Action Plan and Principles for Promotion of LGBTIQ Equality.[17]

Creation of the action plan and principles

From January 2024 to November 2025, the Equality Policy Department of the Ministry of Economic Affairs and Communications led the process of establishing the Action Plan and Principles for Promotion of LGBTIQ Equality. Its preparation involved gathering and analysing the necessary data, policy recommendations, guidance and good practices from Estonia and abroad. The main LGBTIQ advocacy organisations and the Gender Equality and Equal Treatment Commissioner were involved, with whom the possible focus areas and the plan for the establishment of an action plan and principles were discussed.

Policy makers and practitioners involved in the focus areas at the national and local levels, trainers, researchers, professional associations, trade unions, politicians and LGBTIQ advocacy organisations were involved in gathering input and feedback. After a cross-sectoral discussion[18] with the aforementioned target groups, five sectoral working groups were convened in the following focus areas: health, education, security, working life and trans wellbeing. In addition, two targeted inclusions were organised on the topics of community building and civil society. The first of these took place in cooperation with Tartu Pride 2024, which included a public discussion. The second was targeted at the LGBTIQ civil society.[19]

In cooperation with the various stakeholders responsible for different areas, the actions, their timeframe, the authorities responsible and the programmes under which they will be implemented and financed were finalised. The Action Plan and Principles of LGBTIQ Equality were approved in the Draft Legislation Information System in August 2025. More than 170 citizens, scientists, officials, experts, politicians and representatives of the third sector contributed at various stages to the process of creating the action plan and principles.[20]

---

[17] The Yogyakarta Principles. Yogyakartaprinciples.org – The Application of International Human Rights Law in Relation to Sexual Orientation and Gender Identity.

[18] Ministry of Economic Affairs and Communications. The action plan will strengthen the sense of security and equal treatment of LGBT+ people. 2.04.2024. The action plan will strengthen the sense of security and equal treatment of LGBT+ people | Ministry of Economic Affairs and Communications.

[19] Ministry of Economic Affairs and Communications. The wellbeing of LGBT+ people and the action plan were discussed in Tartu. 13.08.2024. The wellbeing of LGBT+ people and the action plan were discussed in Tartu | Ministry of Economic Affairs and Communications.

[20] People from the following organisations and expert groups contributed to the preparation of the action plan and principles: Ministry of Education and Research, Ministry of Justice and Digital Affairs, Ministry of Defence, Ministry of Economic Affairs and Communications, Ministry of Finance, Ministry of Regional Affairs and Agriculture, Ministry of the Interior, Ministry of Social Affairs, Ministry of Foreign Affairs, Government Office, Education and Youth Board, Estonian Internal Security Service, Police and Border Guard Board, Social Insurance Board, Statistics Estonia, Health Board, National Institute for Health Development, Health Insurance Fund, Labour Inspectorate, Unemployment Insurance Fund, Gender Equality and Equal Treatment Commissioner, Chancellor of Justice, LGBT+ Community Support Group of the Riigikogu, Association of Estonian Cities and Rural Municipalities, Estonian Public Service Academy, Tallinn University of Technology, Tallinn University, University of Tartu, Estonian Confederation of Trade Unions, Estonian Educational Personnel Union, Estonian Society of Medical Students, Estonian Association of Youth Workers, Estonian Society of Family Doctors, Estonian Society

PRINCIPLES

Vision

Estonia is a great place to live for LGBTIQ people. All of us, irrespective of sexual orientation, gender identity, gender expression or gender markers, have equal opportunities to thrive, be healthy and included, and looked after.

Principles

Achieving the vision is based on three principles and the strategic priority based on them. The three principles are as follows:

1. **Estonia is supportive**, meaning that LGBTIQ people have the necessary knowledge, skills and opportunities to have a say in the decisions that affect their lives.
2. **Estonia is inclusive**, meaning that LGBTIQ people have equal opportunities to participate in all areas of society.
3. **Estonia is safe**, meaning that LGBTIQ people can live openly as themselves, without fear of disapproval, bullying or violence.

The first principle: Estonia is supportive, meaning that LGBTIQ people have the necessary knowledge, skills, means and opportunities to have a say in the decisions that affect their lives.

Strategic priority 1: Areas of education and youth that offer equal opportunities for LGBTIQ people will be developed

Everyone has the right to quality and inclusive education. Education is accessible and available to LGBTIQ people, learning is supported and opportunities are tailored to the abilities and needs of the learner. Education that focuses on the learner takes into account the individual differences and developmental needs of LGBTIQ learners. Education supports learners, teachers and lecturers, promotes choice and responsibility, and social cohesion. Educational institutions ensure the mental and physical safety of LGBTIQ students and staff. The staff of an educational institution create a learning environment and organisational culture that is supportive of development and health, safe and oriented on cooperation, and promotes equal opportunities.

Every child and young person has the right to an independent voice in all matters concerning them and the right to express their views. Values and ethics are shaped through the youth sector, deepening openness, caring and respect for themselves and others in young people. The dignity and right to self-determination of young LGBTIQ people are respected and their specific needs and wishes are taken into account in communication with them. Young people are given attention and support to reduce the risk of social vulnerability. The self-development process of young LGBTIQ people includes a variety of opportunities to challenge themselves in new

of Psychiatrists, Estonian Association of Psychologists, Estonian Sexual Health Association, Estonian Nurses Union, Peaasi, Union of Tallinn School Managers, medical expert committee on gender reassignment, Estonian Human Rights Centre, Estonian LGBT Associations, Estonian Trans Alliance, Think Tank Praxis, LGBTQ+ community centre Peemoti Keskus and Q-Space.

situations, to safely experiment and make mistakes, and to learn from experience, finding understanding and expert support along the way.

Strategic priority 2: A legal system that supports LGBTIQ people will be developed

The fundamental rights of LGBTIQ people are guaranteed and protected. The legal system helps guarantee the wellbeing of people and the safety of society. The legislation necessary to promote equal opportunities for LGBTIQ people has been updated and streamlined.

Strategic priority 3: The community building and self-representation of LGBTIQ people is supported

Everyone has the right to peaceful assembly and form non-profit associations and organisations. Funding for NGOs is transparent and effective, and it is accessible to different LGBTIQ NGOs with a reasonable administrative burden. The activities and development of civil society organisations promoting equal treatment of LGBTIQ people are supported. LGBTIQ stakeholders are involved in decisions that affect them. LGBTIQ people actively participate in the community and society, and contribute to the development of the state.

The second principle: Estonia is inclusive, meaning that LGBTIQ people have equal opportunities to participate in all areas of society.

Strategic priority 1: An area of health that offers equal opportunities for LGBTIQ people will be developed

Everyone has the right to health protection. People-centred healthcare focuses on preventing health problems and reducing harm, and promoting people's physical, mental and social wellbeing. When interventions are planned, it is kept in mind that they should not widen existing gaps in health indicators, but rather help reduce them. Cooperation with the LGBTIQ community is developed to increase inclusion and to facilitate the exchange of knowledge and experience. LGBTIQ people have the knowledge, skills and support network they need to make decisions that promote, improve or maintain their health and that of their loved ones. LGBTIQ people live as long and are as healthy as possible throughout their lives, and their health and wellbeing are looked after and supported.

Strategic priority 2: An area of work that offers equal opportunities for LGBTIQ people will be developed

Everyone has the right to work and to be active in a freely chosen or accepted occupation. The long and quality working life of LGBTIQ people is supported. Employers and workers are supported and advised on how to mitigate risks in the working environment. Preventive actions will be planned and implemented, taking into account the specificities and needs of workers and employers. Employers are aware of the need to ensure equal opportunities for LGBTIQ people in working life. The awareness of LGBTIQ workers about their rights and how to protect them will be raised.

The third principle: Estonia is safe, meaning that LGBTIQ people can live openly as themselves, without fear of disapproval, bullying or violence.

Strategic priority 1: A society that is safe for LGBTIQ people will be developed

Everyone has the right to personal freedom and security. LGBTIQ people feel that they live in a free and safe society where everyone's value, inclusion and contribution to the security of the community create one of the safest countries in Europe. Prevention and shaping attitudes and values are used to fight violence. People are intolerant of violence, know how to spot violence and have the courage to respond appropriately, including report violence. All reports of violence are responded to and all victims of violence receive help. LGBTIQ people feel protected and safe in public places. Prisons ensure the safety of LGBTIQ detainees and decent conditions of imprisonment.

Strategic priority 2: The human rights and equal treatment of LGBTIQ people is supported globally

The protection of human rights and the promotion of democracy is one of Estonia's foreign policy priorities. Estonia stands with the like-minded for ensuring the rights and equal treatment of LGBTIQ people. Estonia condemns discrimination based on sexual orientation, gender identity, gender expression or sex characteristics, and violence against LGBTIQ people. Estonia is actively involved in protecting the rights of LGBTIQ people. It is important to Estonia that equal opportunities for LGBTIQ people are promoted in all policy areas in the European Union.

Metrics

The target set in the Action Plan for Promotion of LGBTIQ Equality is to move towards an Estonia that is a great place to live as an LGBTIQ person. In order to understand whether the lines of action set in the principles and the action plan based on them are contributing to this, it is important to monitor quantitative indicators related to the well-being of LGBTIQ people in Estonia over time.

The choice of metrics was based on the following three principles. Firstly, all metrics had to be updated at least every five years. The ones that are updated over a shorter period were preferred. Secondly, as it is important for the target to compare the situation in Estonia with that in other European Union countries, preference was given to measures that allow such comparisons where possible. Finally, it was important to reflect the views of three different target groups in order to get a complete picture: Estonian society as a whole, Estonian LGBTIQ people and LGBTIQ civil society. Based on these principles, the following four metrics were selected:

Database	**Metric**	**Starting level**	**Target level 2030**
ILGA Europe	Index on the legal situation of LGBTIQ people	45,9% (2024)	56%
Public Opinion Survey Concerning LGBTIQ	Percentage of the population who consider transgender people acceptable.	47% (2023)	53%

Issues of the Estonian Human Rights Centre			
Public Opinion Survey Concerning LGBTIQ Issues of the Estonian Human Rights Centre	Percentage of the population who consider homosexuality acceptable.	56% (2023)	65%
FRA LGBTIQ Survey	Percentage of LGBTIQ people who have experienced harassment in the past 12 months because they are LGBTIQ people.	48% (2023)	40%

The target levels of the metrics were set according to the principle that they must be realistic yet ambitious. The change in the metric over time in respect of different demographic characteristics was monitored for this purpose and, where possible, compared with those of countries that are similar to or examples for Estonia. The broader trends in Estonia and Europe today and their potential impact on the change in indicators were assessed. Finally, the potential short- and long-term positive impact of the agreed actions themselves on society was analysed.

ACTION PLAN 2025–2030

I ESTONIA IS SUPPORTIVE

1.1 Education and young people

No	Activity	Responsible authority (authorities)[21]	Programme	Deadline
1.1.1	Questions will be included in the national satisfaction and school environment surveys to regularly assess how safe and inclusive the school environment is for LGBTIQ students, as perceived by the students themselves, the teachers and parents.	**Ministry of Education and Research (HTM)**, Education and Youth Board (Harno)[22]	Education and Youth Programme	2028 IV
1.1.2	A survey aimed at LGBTIQ students and young people up to 26 years old will be carried out to help shape a more inclusive, supportive and safer education and youth sector for LGBTIQ people. The Ministry of Economic Affairs and Communications (MKM), which commissioned the survey, involves HTM and Harno in its preparation and implementation.	**MKM,** HTM, Harno	Gender Equality and Equal Treatment Programme	2027 IV
1.1.3	The strategic documents of the education and youth sector focus on ensuring an inclusive, supportive and safe environment for LGBTIQ students and young people. LGBTIQ topics are covered in, among others, the Education and Youth Programme of the HTM and the strategy of Harno.	**HTM**, Harno	Education and Youth Programme	2026 IV

[21] Here and hereinafter: the name of the main authority responsible for the activity is indicated in bold. The co-responsible authority is indicated in normal font.
[22] Education and Youth Board.

1.1.4	The HTM will prepare guidelines for the implementation of curricula and descriptions of learning processes, explaining how LGBTIQ topics can be addressed in appropriate contexts in different subjects. For example, LGBTIQ topics can be addressed within the scope of the subject of social sciences (history; personal, social and health education; social studies) in basic and upper secondary schools.	**HTM**	Education and Youth Programme	2026 IV
1.1.5	A subsection will be created on the website of the HTM to bring together supportive information for students, teachers, support specialists and parents that concerns LGBTIQ students.	**HTM**	Education and Youth Programme	2025 IV
1.1.6	The professional standard for teachers sets the expectation that teachers are able to provide an inclusive, supportive and safe learning environment for LGBTIQ students.	**HTM**	Education and Youth Programme	Continuous
1.1.7	Higher education institutions will be supported to ensure that the formal education curricula of teacher, educational leader and youth worker include science-based knowledge to create an inclusive, supportive and safe environment for LGBTIQ students and young people.	**HTM**	Education and Youth Programme	Continuous
1.1.9	State-funded anti-bullying activities focus on ensuring a safe environment for LGBTIQ students and young people as a risk group.	**HTM**	Education and Youth Programme	Continuous
1.1.10	Periodical dissemination of science-based information on LGBTIQ topics to young people through the teeviit.ee youth information portal will continue.	**Harno**	Education and Youth Programme	Continuous
1.1.11	A guide on how to create an inclusive, supportive and safe environment for LGBTIQ students and young people in the education and youth sector will be prepared for the specialists working in the education and youth sector.	**MKM,** Harno	Education and Youth Programme	2028 IV
1.1.12	Science-based knowledge on creating an inclusive, supportive and safe environment for LGBTIQ students and young people in the education and	**Harno**	Education and Youth Programme	Continuous

	youth sector will be added to the recommendations on how to shape a learning environment in the training for employees in the sector.			
1.1.13	Science-based knowledge on creating an inclusive, supportive and safe environment for LGBTIQ students and young people in the education and youth sector will be disseminated to the stakeholders in the sector through the Rajaleidja network.	**Harno**	Education and Youth Programme	Continuous
1.1.14	The option to mark learning materials in such a way that the materials supporting the LGBTIQ topic can be more easily found will be added to the E-Koolikott portal.	**HTM**	Education and Youth Programme	2026 IV
1.1.15	The preparation of a children and youth charter will be initiated to reach a social consensus on issues concerning the wellbeing and autonomy of young people. More clearly defined principles for ensuring the welfare and protecting the rights of children against bullying and violence will be developed in cooperation with the education, social and health sectors. The principles for promotion of LGBTIQ equality will be taken into account in the preparation of the children and youth charter.	**HTM**	Education and Youth Programme	2027 I

1.2 Legal system

No	Activity	Responsible authority (authorities)	Programme	Deadline
1.2.1	We are working to ensure that the Equal Treatment Act bans discrimination on the grounds of sexual orientation in access to products and services, social services, and education and health, in addition to employment.	**MKM**	Gender Equality and Equal Treatment Programme	Continuous

1.2.2	Awareness will be raised of the fact that gender discrimination in the Gender Equality Act includes unequal treatment based on gender identity, gender expression and sex characteristics.	**MKM,** Gender Equality and Equal Treatment Commissioner	Gender Equality and Equal Treatment Programme	Continuous
1.2.3	The terminology used in the provisions of the Vital Records Act that regulate changing gender data will be updated.	**Ministry of the Interior (SiM)**	Smart Census Programme	2027 I
1.2.4	The options for updating the procedure for changing gender data will be analysed. Changing the procedure to one based on a declaration of intent will also be addressed.	**SiM, Ministry of Social Affairs (SoM),** MKM	Smart Census Programme	2027 I
1.2.5	The principle of equal treatment on the basis of sexual orientation, gender identity, sex characteristics and gender expression will be ensured when legislation in the youth work and non-formal education sector is updated.	**HTM**	Education and Youth Programme	2026 IV
1.2.6	Practices that harm intersex children will be analysed, including the practice of mutilating genitalia in order to make their bodies conform to a typical female or male body. Where necessary, proposals will be drawn up to curb these practices and reduce their impact.	**MKM**, SoM	Gender Equality and Equal Treatment Programme	2027 IV
1.2.7	The services in Estonia that attempt to change sexual orientation, gender expression or gender identity will be analysed. Proposals to ban such practices will be prepared where necessary.	**MKM**, Ministry of Justice and Digital Affairs (JDM), SoM	Gender Equality and Equal Treatment Programme	2028 IV
1.2.8	Awareness will be raised and discussion of the reasons, consequences and measures for prevention of hate speech and hate-motivated violence against LGBTIQ people will be encouraged in the steering group of the LGBTIQ action plan and in other relevant networks.	**MKM**	Gender Equality and Equal Treatment Programme	Continuous

1.3 Civil society

No	Activity	Responsible authority (authorities)	Programme	Deadline
1.3.1	Cooperation with LGBTIQ civil society through a strategic partnership will continue, in which partners support the Ministry's action plan in achieving its objectives and contribute to the development and shaping of policies aimed at LGBTIQ people.	**MKM**	Gender Equality and Equal Treatment Programme	Continuous
1.3.2	A network of equal opportunities for LGBTIQ people will be set up to provide regular advice on the development and implementation of the policy concerning LGBTIQ people. The network does not have a permanent membership. LGBTIQ civil society representatives and researchers in the field will be invited to the meetings, based on their expertise or experience in LGBTIQ policy.	**MKM**	Gender Equality and Equal Treatment Programme	Continuous
1.3.3	Civic education for young people addresses LGBTIQ issues. Through civic education, young LGBTIQ people will be given the skills and knowledge they need to participate in public decision-making processes and shape their own lives.	**HTM**, SiM	Education and Youth Programme, Community Estonia Programme	Continuous
1.3.4	Young LGBTIQ people are encouraged to do community practice in NGOs. The LGBTIQ community and associations are encouraged to offer community practice to young people.	**SiM, HTM**	Community Estonia Programme	Continuous

II ESTONIA IS INCLUSIVE

2.1 Health

No	Activity	Responsible authority (authorities)	Programme	Deadline
2.1.1	A target group survey aimed at LGBTIQ people will be carried out to help shape a more inclusive, supportive and safer health sector for LGBTIQ people.	**MKM,** National Institute for Health Development (TAI)[23]	Gender Equality and Equal Treatment Programme	2027 IV
2.1.2	The strategic documents of the health sector visibly focus on ensuring an inclusive, supportive and safe environment for LGBTIQ people. LGBTIQ topics are reflected, among others, in the programmes on people-centred healthcare and healthy choices.	**SoM**	People-Centred Healthcare Programme	2026 IV
2.1.3	Higher education institutions will be supported to ensure that the formal education curricula of doctor, nurse and midwife include science-based knowledge to create an inclusive, supportive and safe environment for LGBTIQ patients.	**SoM**, HTM	People-Centred Healthcare Programme	Continuous
2.1.4	We are working to ensure that the professional standard for clinical psychologists, psychologists-counsellors and school psychologists sets the expectation that psychologists can provide an inclusive, supportive and safe environment for LGBTIQ people.	**SoM**, HTM	People-Centred Healthcare Programme	Continuous
2.1.5	We are working to train the specialists working in the health sector every year on how to create an inclusive, supportive and safe environment for LGBTIQ people in the health sector.	**SoM**, MKM	People-Centred Healthcare Programme	Continuous

[23] National Institute for Health Development.

2.1.6	A guide on how to create an inclusive, supportive and safe environment for LGBTIQ patients in the health sector will be prepared for the specialists working in the health sector. The guide will be made easily accessible to specialists in the health sector.	**MKM**, Health Board (TEA)[24], SoM	Gender Equality and Equal Treatment Programme	2028 IV
2.1.7	Subject to the availability of funds, assessment of the spread of HIV and other STIs and prevention among MSM[25] and trans people will continue.	**TAI**	Healthy Choices Programme	Continuous
2.1.8	Subject to the availability of funds, offering free testing and counselling concerning HIV and other sexually transmitted infections to MSM and trans people will continue. The target group is regularly informed about the existence of services.	**TAI**	Healthy Choices Programme	Continuous
2.1.9	Subject to the availability of funds, offering the pre-exposure prophylaxis (PrEP) benefit to people in the MSM group will continue.	**Health Insurance Fund**	Healthy Choices Programme	Continuous
2.1.10	Subject to the availability of funds, offering the hormone replacement therapy benefit to trans and non-binary people with health insurance will continue.	**Health Insurance Fund**	Healthy Choices Programme	Continuous
2.1.11	Subject to the availability of funds, youth counselling centres will continue to offer free sexual health counselling to all young people up to the age of 26.	**Health Insurance Fund**	Healthy Choices Programme	Continuous
2.1.12	Practical information on health services supporting gender transition is easily accessible for patients and health professionals alike.	**SoM**, Health Insurance Fund	People-Centred Healthcare Programme	Continuous
2.1.13	Subject to the availability of funds, a survey of the target population for gender transition services, including health services received and their impact on quality of life, will be carried out.	**SoM**, Health Insurance Fund	People-Centred Healthcare Programme	2030 IV

[24] Health Board.
[25] MSM is an acronym for men who have sex with men.

2.1.14	We are working to ensure that health professionals have the necessary knowledge to deliver health services supporting gender transition.	**SoM**, MKM	People-Centred Healthcare Programme	Continuous

2.2 Working life

No	Activity	Responsible authority (authorities)	Programme	Deadline
2.2.1	The Estonian Social Survey 2025 will be updated to make it possible to compare the material wellbeing and income of LGBTIQ people with the general population.	**MKM**	Gender Equality and Equal Treatment Programme	2026 II
2.2.2	The Estonian Working Life Survey 2026 will be updated to make it possible to compare the situation of LGBTIQ people in working life with the general population.	**MKM**	Labour Market Programme	2027 II
2.2.3	The strategic documents of the area of work visibly focus on ensuring an inclusive, supportive and safe working environment for LGBTIQ people. LGBTIQ topics are covered in the Labour Inspectorate's (TI) Development Plan and the Wellbeing Development Plan and its programmes.	**MKM**, TI[26]	Labour Market Programme	Continuous
2.2.4	The need to create an inclusive, supportive and safe working environment for LGBTIQ people will be taken into account in the development of national human resources policies and in the support provided to human resources managers (including in outreach activities, networking events and elsewhere).	**Ministry of Finance (RaM)**, MKM	Gender Equality and Equal Treatment Programme, Education Policy Programme	Continuous

[26] Labour Inspectorate.

2.2.5	Work will be done to increase the knowledge of officials working in local governments on how to ensure equal opportunities for LGBTIQ people in different areas of life.	**MKM,** Ministry of Regional Affairs and Agriculture (ReM)	Gender Equality and Equal Treatment Programme	Continuous
2.2.6	Every year, training is provided to the managers and HR staff of agencies on how to create an inclusive, supportive and safe working environment for LGBTIQ people.	**TI**	Labour Market Programme	Continuous
2.2.7	Training for working environment specialists will address the psychosocial risk factors affecting LGBTIQ people in the workplace and how to reduce their impact.	**TI**	Labour Market Programme	2027 II
2.2.8	The working life portal tööelu.ee describes the general principles and shares practical approaches on how to create an inclusive, supportive and safe work environment for LGBTIQ people.	**TI**	Labour Market Programme	2025 IV
2.2.9	The programmes of labels for exemplary employers given or funded by the state address the creation of an inclusive, supportive and safe working environment for LGBTIQ people. LGBTIQ topics are covered in, among others, the “Family Friendly Employer”, “Health Promoting Workplace”, “Respecting Differences” labels and the “Good Working Environment” award.	**MKM**, SOM, TI, TAI	Gender Equality and Equal Treatment Programme	Continuous

III ESTONIA IS SAFE

3.1. Safety

No	**Activity**	**Responsible authority (authorities)**	**Programme**	**Deadline**

3.1.1	Victim surveys make it possible to assess the extent of hate crimes committed against LGBTIQ people.	**JDM**	Programme for a Reliable and Effective Legal System	2027 IV
3.1.2	A target group survey aimed at LGBTIQ people will be carried out to help shape a safer public (including digital) space for LGBTIQ people.	**MKM**, SiM	Programme for a Reliable and Effective Legal System	2027 IV
3.1.3	The training for police officers, border guards and prison staff will provide knowledge on preventing and responding to hate, violence and unequal treatment against LGBTIQ people and building trusting relationships with LGBTIQ people.	**Estonian Public Service Academy,** SiM	Smart and innovative internal security	Continuous
3.1.4	Raising awareness of equal treatment among police officers, border guards and prison staff. This will be taken into account in the planning of staff training, with the possibility to take the "ABC of Equal Treatment", "ABC of Gender Equality", "Equal Opportunities" and "Protected Groups" courses of the Digital State Academy.	**Police and Border Guard Board (PPA), JDM, SiM**	Smart and Innovative Internal Security, Programme for a Reliable and Effective Legal System	Continuous
3.1.5	A guide for professionals working in the field of internal security on how to prevent and respond to hate, violence and unequal treatment aimed against LGBTIQ people and build trusting relationships with LGBTIQ people will be developed.	**MKM;** SiM, JDM	Gender Equality and Equal Treatment Programme	2028 IV
3.1.6	The potential unequal treatment and safety risks of LGBTIQ people in prisons will be assessed. Special measures to mitigate these risks will be analysed and implemented where necessary.	**JDM**	Programme for a Reliable and Effective Legal System	2028 IV
3.1.7	How to respond to violence against LGBTIQ people and build trusting relationships with LGBTIQ people will be addressed in the basic victim support straining and e-training on dealing with cases of domestic violence. The training is mandatory for victim support workers.	**SKA**[27]	Children and Families Programme	Continuous
3.1.8	We are working to make the victim support service more accessible and more visibly supportive to LGBTIQ people.	**SKA**, SoM	Children and Families Programme	Continuous

[27] Social Insurance Board.

3.1.9	The SKA website and the websites it manages, such as palunabi.ee and lasteabi.ee, encourage LGBTIQ people to contact them for help.	**SKA**, SoM	Children and Families Programme	2025 IV

3.2 Foreign policy

No	Activity	Responsible authority (authorities)	Programme	Deadline
3.2.1	Estonia publicly condemns discrimination and violence based on sexual orientation, gender identity, gender expression and sex characteristics.	**Ministry of Foreign Affairs (VäM)**	Human Rights Diplomacy Bases and Action Plan, Foreign Policy and Development Cooperation Programme	Continuous
3.2.2	Estonia participates in various international cooperation formats aiming to protect and promote the human rights of LGBTIQ people and ensure their equal treatment worldwide.	**VäM**	Human Rights Diplomacy Bases and Action Plan, Foreign Policy and Development Cooperation Programme	Continuous
3.2.3	As a member of the Equal Rights Coalition, Estonia stands for the promotion of LGBTIQ rights.	**VäM**	Human Rights Diplomacy Bases and Action Plan, Foreign Policy and Development Cooperation Programme	Continuous
3.2.4	Estonia supports initiatives in international organisations to ensure the global legalisation of homosexuality.	**VäM**	Human Rights Diplomacy Bases and Action Plan,	Continuous

			Foreign Policy and Development Cooperation Programme	
3.2.5	Estonia joins diplomatic statements made in embassies and at international organisations to raise awareness of the violation of LGBTIQ people's rights, to condemn discrimination against LGBTIQ people and to protest against their persecution. Whenever possible, Estonian missions abroad raise the rainbow flag to show support on dates and events that are important to LGBTIQ people.	**VäM**	Human Rights Diplomacy Bases and Action Plan, Foreign Policy and Development Cooperation Programme	Continuous
3.2.6	The Estonian foreign service is regularly trained on diversity and inclusion, including LGBTIQ topics. Estonian diplomats are able to pay attention to the aspects of equal treatment, gender equality and accessibility in EU initiatives when negotiating and drafting positions.	**VäM**	Fundamentals and Action Plan of Human Rights Diplomacy, Foreign Policy and Development Cooperation Programme	Continuous

MONITORING, UPDATING AND ASSESSMENT

LGBTIQ action plan steering group

The steering group on the action plan of LGBTIQ equality coordinates the achievement of the objectives set out in the action plan. It consists of the representatives of the responsible ministries and their agencies. It is managed by the Head of the Equality Policy Department.

The steering group meets twice a year: in spring and autumn. The topics related to a focus area of the action plan will be discussed at the extended meeting held in spring with the LGBTIQ equality network and the Gender Equality and Equal Treatment Commissioner. The timeliness and effectiveness of the objectives of the action plan in this area are assessed and changes are proposed if necessary. An overview of the implementation of the action plan so far will be prepared at the autumn meeting. It will be published on the website of the ministry responsible for LGBTIQ topics. If an assessment of the action plan is under way in the same year, the assessment report will be discussed instead.

Equality Policy Department

The Equal Policy Department plays a leading role at the level of the state in the development of the policy concerning LGBTIQ people. The Department leads the process of monitoring, updating and assessing of this policy within the scope of the Action Plan and Principles of LGBTIQ Equality. The Equality Policy Department ensures the functioning of the steering group of the LGBTIQ action plan, smooth communication between the different stakeholders and collects information on the implementation of the action plan at the beginning of each half year.

Assessment

An interim assessment of the Action Plan and Principles for Promotion of LGBTIQ Equality will take place in 2027 and the final assessment will be carried out in 2030. The completion of the activities described in the action plan and their impact in all areas of the action plan will be assessed. In the final assessment, the achievement and timeliness of the vision and the principles will also be reviewed. Proposals on changing the vision, principles or action plan will be made, or the respective recommendations for a new period will be given during the assessment if necessary.

The LGBTIQ equality network will be involved in the assessment process and consulted during the development of the assessment process.

Updating

The Action Plan and Principles for Promotion of LGBTIQ Equality will be amended as necessary, as a rule once a year in autumn. In general, this will be based on the proposals made at the extended meeting of the steering committee of the LGBTIQ action plan. These proposals

will be considered by the policymakers responsible for LGBTIQ policy in the Equality Policy Department, who will hold negotiates about them with the authorities responsible or possibly responsible for the activities, if necessary. The process of updating can also be initiated by policymakers responsible for LGBTIQ policy without the respective proposals if they see the need for this.

The process of drawing up the action plan for the next period, i.e. 2030–2035, will start in 2029, two years before the end of the current one. This will be done taking into account that there should be no gap between the periods. A wide range of policymakers and implementers at the national and local levels, the equality authority, trainers, researchers, professional associations, trade unions, employers, politicians and LGBTIQ advocacy organisations will be involved in the process of drafting the action plan and principles.

Financing

The Action Plan and Principles for Promotion of LGBTIQ Equality will be financed via the programmes of sectoral development plans.