



# **The business case of diversity for enterprises, cities and regions with focus on sexual orientation and gender identity**

Report on good practices of cities and regions to  
promote LGBTI equality

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*Date: 16 November 2016*



*Justice and  
Consumers*

**EUROPEAN COMMISSION**

Directorate-General for Justice and Consumers

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Luxembourg: Publications Office of the European Union, 2017

Print	ISBN 978-92-79-69843-9	Doi:10.2838/648883	DS-02-17-748-EN-C
PDF	ISBN 978-92-79-69842-2	Doi:10.2838/452532	DS-02-17-748-EN-N

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## Table of Contents

<b>1</b>	<b>Introduction: the benefits of LGBTI diversity for cities and regions</b>	<b>7</b>
1.1	Making cities and regions inclusive, safer and attractive	7
1.2	A widely explored topic in the economic literature	7
1.3	Significant impacts on LGBTI lives	9
1.4	Economic impacts of the initiatives for LGBTI equality	10
<b>2</b>	<b>Fostering inclusion: good local policy practices for LGBTI equality</b>	<b>11</b>
2.1	A variety of institutional set-ups	11
2.2	Permanent structures to promote LGBTI Equality	11
2.2.1	<i>Promoting diversity and non-discrimination: the Fachbereich LSBTI (Berlin, Germany)</i>	11
2.2.2	<i>Increasing quality of life of LGBTI individuals: the Programa LGBTI (Madrid, Spain)</i>	13
2.2.3	<i>Promoting a change of mentality: the Servizio LGBT (Turin, Italy)</i>	14
2.3	Strategies and plans involving local actors	16
2.3.1	<i>Mainstreaming LGBTI equality into all local policy sectors: the Roze Agenda (Amsterdam, Netherlands)</i>	17
2.3.2	<i>Mobilising local actors to promote LGBTI equality (Manchester, United Kingdom)</i>	19
2.4	Targeted schemes to support LGBTI employment inclusion	22
2.4.1	<i>Ljubljana goes friendly: the "LGBT-friendly" Certification Programme (Ljubljana, Slovenia)</i>	22
2.4.2	<i>Transgender at work: the programme of social and employment inclusion of transgender persons (Madrid, Spain)</i>	24
<b>3</b>	<b>Marketing the city: local initiatives to attract LGBTI tourism</b>	<b>26</b>
3.1	LGBTI events between politics and marketing	26
3.2	Building up on the heritage of the Eighties	26
3.2.1	<i>Tourism as a spill over of an inclusive culture: Brighton and Hove Pride (Brighton and Hove, United Kingdom)</i>	26
3.2.2	<i>Equality, diversity and tourism: Manchester Pride and Sparkle Transgender Festival (Manchester, United Kingdom)</i>	28
3.2.3	<i>Sport, culture and cinema to promote LGBTI tourism in Copenhagen (Copenhagen, Denmark)</i>	29
3.3	Adding new inclusive cities on the EU map	32
3.3.1	<i>Rebranding the city as LGBTI tourist destination: the Benidorm Pride (Benidorm, Spain)</i>	32
3.3.2	<i>Winning public support: the Prague Pride (Prague, Czech Republic)</i>	33
<b>4</b>	<b>Urban policies and urban renewal to attract LGBTI residents</b>	<b>36</b>
4.1	Gentrification processes and LGBTI residents	36
4.2	Transforming neighbourhoods through regeneration projects	36
4.2.1	<i>LGBTI community and urban space in Madrid: the case of Chueca (Madrid, Spain)</i>	36
4.2.2	<i>The "Gay Village": urban regeneration of Canal Street (Manchester, United Kingdom)</i>	38
<b>5</b>	<b>Conclusions and recommendations</b>	<b>41</b>
5.1	Different approaches to local LGBTI inclusion	41
5.2	A varied typology of actions	41
5.3	Positive impacts on LGBTI communities, though better evidence is needed	42
5.4	Key success factors and recommendations	42

<b>Annex 1 - The economic benefits of LGBTI diversity for cities and regions .....</b>	<b>45</b>
A.1.1 Does LGBTI diversity benefit cities and regions? An overview .....	45
A.1.2 Benidorm Pride (Benidorm, Spain) .....	46
A.1.3 Brighton and Hove Pride (Brighton and Hove, United Kingdom) .....	47
A.1.4 World Outgames 2009 (Copenhagen, Denmark) .....	49
A.1.5 Mix Film Festival and Copenhagen Pride (Copenhagen, Denmark).....	50
A.1.6 Manchester Pride (Manchester, United Kingdom).....	50
A.1.7 Sparkle Transgender Festival (Manchester, United Kingdom) .....	52
A.1.8 Prague Pride (Prague, Czech Republic) .....	53
<b>Annex 2 – Methodology.....</b>	<b>55</b>

# 1 Introduction: the benefits of LGBTI diversity for cities and regions

## 1.1 Making cities and regions inclusive, safer and attractive

This report seeks to highlight good practices and policy initiatives implemented by regional and municipal authorities in Europe to make their areas safer, more inclusive and attractive for lesbian, gay, bisexual, transgender and intersex (from now on LGBTI) people. Initiatives in a variety of contexts and locations have been looked at in-depth, including: Amsterdam, Benidorm, Berlin, Brighton and Hove, Copenhagen, Ljubljana, Madrid, Manchester, Prague and Turin. These locations provide a balance of larger and smaller capital and non-capital cities in eight EU Member States across Western, Southern, Northern and Central Europe. The full methodology for this part of the study is described in Annex 2.

The aim of this study is to inspire local policy makers, activists and other stakeholders to make sexual orientation and gender identity a key factor in promoting the social and economic enrichment of their cities and regions.

The report is structured as follows.

**Chapter 1** introduces the report presenting a summary of relevant literature, the objectives and the main findings of the research and its limitations.

**Chapter 2** illustrates the different approaches and initiatives for LGBTI **inclusion** already adopted by authorities in the cities of Amsterdam, Berlin, Ljubljana, Madrid, Manchester and Turin.

**Chapter 3** focuses on **tourism** and how the cities of Benidorm, Brighton and Hove, Copenhagen, Manchester and Prague have used a mixture of marketing and promotion as well as the holding of cultural events (such as LGBTI Pride) to promote LGBTI tourism to their respective destinations.

**Chapter 4** looks at how initiatives in LGBTI-friendly neighbourhoods in Madrid and Manchester have supported **urban regeneration** and helped promote a climate of tolerance and acceptance, generating a positive impact on the local economy.

**Chapter 5** presents the overall **conclusions and recommendations** stemming from the analysis.

**Annex 1** illustrates in more detail how some of the analysed initiatives **benefitted the local economy**.

**Annex 2** presents the **methodology**, including its main limitations.

## 1.2 A widely explored topic in the economic literature

The benefits of diversity for the economies of cities and regions has already been explored in literature, with a particular focus on USA and Canada, and to a lesser extent in European countries.

One of the key themes emerging from this literature was a clear link between diversity, tolerance and economic growth. This is highlighted below:<sup>1,2</sup>.

### **Diversity, tolerance and economic growth of cities and regions**

Florida<sup>3</sup> theorised a relationship between the economic performance of a region and the existence of the '3 T': technology, talent and tolerance. These three elements would be strongly interlinked. Cities and regions that succeed in having all three elements are able to attract creative individuals and companies. Creativity and innovation lead to the further attraction of talented employees and companies and greater economic growth. As cities succeed in attracting flourishing companies and a higher number of talented citizens, they grow as cities of consumption with a higher offer of entertainment<sup>4</sup>. Cities with good amenities in turn attract both potential residents and tourists.

Florida and Mellander<sup>5</sup> studied the relationship between the presence of alternative lifestyle dwellers and housing prices. Artists, bohemians and gays affect housing values through two kinds of mechanisms: an aesthetic-amenity premium; and, a tolerance or open culture premium. These mechanisms act on the demand side by reducing barriers to entry for human capital, increasing the efficiencies of human capital externalities and knowledge spillovers, promoting self-expression and new idea generation, and facilitating entrepreneurial mobilisation of resources, thus acting on regional income and real estate prices.

However, the literature shows that this is not without its pitfalls. The popular image of the 'gay neighbourhood' as a concentration of hipsters and bohemians has shown a 'super-gentrification' process bringing in more affluent heterosexual people. As a consequence, LGBTI people move to other residential areas whilst higher levels of tolerance are achieved.

### **Gentrification: a mixed blessing for the LGBTI community?**

This trend is illustrated in the literature by a case study on the Atlanta metropolitan area<sup>6</sup>. That study finds that rising housing values have dispersed the LGBTI population, and former LGBTI neighbourhoods have become less tolerant of LGBTI people and the businesses that anchor the LGBTI community. The study indicates that the gentrification process is viewed by LGBTI people as a mixed blessing. To those early LGBTI residents who invested their own hard work and capital into gentrifying neighbourhoods, the rise in housing values appears justified, even if accompanying changes have resulted in both diminished tolerance and greater hardship for LGBTI businesses, institutions, and moderate-income LGBTI people. However, there is clearly a trade-off between personal gains from the high property values in better-established neighbourhoods and the community benefits from having an inclusive and affordable space that welcomes most of the LGBTI community.<sup>7</sup>

Another effect of LGBTI diversity on the local economy, often mentioned in the literature, is the resulting increase in touristic consumption linked to LGBTI events. For example, Toronto's Pride Week is supposedly the largest such event in North America, San Francisco's Pride Parade attracts hundreds of thousands of visitors<sup>8</sup>, and the international Gay Games have brought millions of dollars to the cities in which they have been held. In Europe authors have noted how there has been a shift in gay festivals 'from politics to parties' (in countries where freedom of expression is

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<sup>1</sup> Berggren, N., & Elinder, M. (2012). Is tolerance good or bad for growth? *Public Choice* 150 (1-2), 283-308.

<sup>2</sup> Florida, R., & Gates, G. (2003). Technology and tolerance: the importance of diversity to high-technology. In C. Nichols, *The city as an Entertainment Machine* (pp. 199-219). Emerald Group Publishing.

<sup>3</sup> Florida, R. (2002, May). The Rise of the Creative Class. *Washington Monthly* 34 (5).

<sup>4</sup> Glaser, E. L., Kolko, J., & Saiz, A. (2001). Consumer city. *Journal of Economic Geography* 1 (1), 27-50.

<sup>5</sup> Florida, R., & Mellander, C. (2009). There goes the metro: how and why bohemians, artists and gays affect regional housing values. *Journal of Economic Geography* 10, 167-188.

<sup>6</sup> Doan, P., & Higgins, H. (2011). The Demise of Queer Space? Resurgent Gentrification and the Assimilation of LGBTI Neighbourhoods. *Journal of Planning Education and Research* 31 (1), 6-25.

<sup>7</sup> Ibidem.

<sup>8</sup> Howe, C. (2001). Queer Pilgrimage: The San Francisco Homeland and Identity Tourism. *Cultural Anthropology* 16 (1), 35-61.

not at a stake) largely prompted by the increased influx of tourists to locations such as Manchester and Brighton. This has happened in particular in Britain and other contexts where a number of LGBTI rights have already gained recognition<sup>9</sup>.

A number of cities and regions have been marketing themselves as LGBTI tourism destinations. Before the mid-1990s LGBTI travel remained distinct from mainstream travel in terms of targeted products and services and targeted destinations while currently this is no longer the case<sup>10</sup>. In this more general perspective looking at the entire sector, the potential of LGBTI tourism has been explored as a source of economic benefits and positive social impacts by the United Nations World Tourism Organisation<sup>11</sup>. Case studies and commentaries have demonstrated a clear link between progressive policies towards LGBTI people and economic benefits for national tourism.

The literature has analysed not only the benefits of diversity for local economies, but also – although to a rather limited extent - the costs of discrimination on the grounds of sexual orientation and gender identity. An example of cost quantification is provided by a study on the city of New York. The study predicts reduced tax revenue due to discrimination against transgender people in access to employment and housing<sup>12</sup>.

### 1.3 Significant impacts on LGBTI lives

As mentioned earlier, this study aims to identify, analyse and highlight practices and policies implemented by municipal governments, regions or other public authorities in ten cities from eight EU Member States. Three types of initiatives have been looked at:

- Social inclusion of LGBTI individuals;
- Promotion of LGBTI tourism;
- Supporting urban regeneration in LGBTI-friendly neighbourhoods.

The study shows how varying approaches to the promotion of LGBTI equality at local level have been used in different contexts, resulting in a range of impacts. In some cases the fieldwork has highlighted the importance of strong local government support and political will for the success of inclusion policies. This support can be merely symbolic or more substantial, through designing and funding policies, or through the funding of initiatives carried out by other actors. For instance, funding has been provided through grants offered for the organisation of events or activities or in the form of tax benefits.

Overall the views of stakeholders and the other information collected point towards a highly positive impact of the analysed policies on the quality of life of LGBTI individuals. This has been achieved through social inclusion and the creation of a climate of acceptance and tolerance. Furthermore, the evidence collected shows that these impacts also extend to the wider local community, who can enjoy the economic and social benefits that diversity brings.

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<sup>9</sup> Hughes, H. (2006). Gay and Lesbian Festivals: Tourism in the Change from Politics to Party. In D. Picard, & M. Robinson, *Festivals, Tourism, and Social Change* (pp. 238-245). Clevedon: Channel View Publications.

<sup>10</sup> Robinson, P., Heitmann, S., & Dieke, P. (2011). *Research Themes for Tourism*. Wallingford: CABI Publishing.

<sup>11</sup> UNWTO (2012), *Global Report on LGBTI Tourism*. AM Reports: Volume Three.

<sup>12</sup> Herman, J. L. (2013). *The Costs of Employment and Housing Discrimination of Transgender Residents of New York*. The Williams Institute.

It is worth noting that local initiatives to promote LGBTI equality are not only fair and needed to grant rights to LGBTI individuals; they are also feasible. Most of the initiatives analysed in this report have been implemented with no or very little funding from local authorities, and in some cases they have even resulted in an economic return for the local economy. This aspect - alongside with the ethical considerations that should motivate all LGBTI equality initiatives - should be taken into account by local authorities when setting their policy agenda.

#### 1.4 Economic impacts of the initiatives for LGBTI equality

As just mentioned, the initiatives presented in this report contribute to a widespread climate of inclusion which is important for economic growth, and sometimes generate economic benefits directly. However, the available information to quantify the costs and benefits of these initiatives is limited and rather imbalanced. This is particularly the case with measures aimed at the social inclusion of LGBTI people, which are rarely assessed by collecting quantitative data. These measures mainly aim to promote equality and social justice and are therefore carried out without a "business case approach" in mind. Also with regard to urban regeneration initiatives, the lack of data - especially at urban district or neighbourhood level - does not allow for a systematic calculation of the impact on the local economy (for example in terms of employment created). The greater availability of data on LGBTI-related events enabled the analysis of their budget and to describe their contribution to the local economy. Initiatives to promote LGBTI tourism such as festivals or Pride events are the most suitable for business case calculations, although data is incomplete for those as well.

## 2 Fostering inclusion: good local policy practices for LGBTI equality

### 2.1 A variety of institutional set-ups

Local and regional governments support the inclusion and equality of LGBTI citizens in a number of ways. The selected good practices identify a variety of services and activities provided to support the local LGBTI communities, and also a variety of ways in which such services are provided. The evidence points towards a very positive impact of such practices, not only on the social inclusion and quality of life of the LGBTI community but also on the wider local population, largely stemming from the establishment of a more general climate of tolerance, acceptance and inclusion.

A number of **institutional approaches** have been identified to promoting LGBTI equality at the local level. These range from establishing permanent structures to promote LGBTI equality in city councils, to devising city strategies or plans to be implemented by public and private actors or targeted schemes to support LGBTI inclusion in particular sectors (e.g. employment). Whatever the chosen set-up is, **activities** may include information and counselling, training and awareness raising for both LGBTI individuals and other actors.

### 2.2 Permanent structures to promote LGBTI Equality

In some cases the local government sets up - in response to demands from the local LGBTI community - a specific permanent structure, such as an office or department within the city council organisation, to promote LGBTI equality. These bodies are publicly funded and staffed with civil servants, hold specific responsibilities in the area of LGBTI equality and provide services or funding for initiatives carried out by other actors (e.g. non-profit organisations) with the aim of promoting equality and inclusion for LGBTI individuals. This approach has been found in Berlin (Fachbereich LSBTI), Madrid (Programa LGBTI) and Turin (Servizio LGBT).

#### 2.2.1 *Promoting diversity and non-discrimination: the Fachbereich LSBTI (Berlin, Germany)*

In Berlin, strong political commitment resulted in the establishment of a permanent office which enhanced collaboration within the government while involving the LGBTI community and local actors in the design and implementation of initiatives to combat discrimination and foster an inclusive culture.

Berlin has a population of approximately 3.5 million people<sup>13</sup>, including an estimated 200,000 to 300,000 LGBTI people. Of these, 40,000 are over 65, and 80,000 are between 12 and 27 years old. There are approximately 13,000 registered same-sex partnerships<sup>14</sup>.

Berlin's LGBTI community has been the centre of particularly sensitive issues and controversies for many years. The origins date back to post-war homophobic activities, which included formal penal legislation against lesbian and gay people (1945-69). The legislation directly resulted in approximately 60,000 people being taken to court simply due to their sexual orientation. Over the years, the severe

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<sup>13</sup> Eurostat, 2015.

<sup>14</sup> <https://www.berlin.de/lb/ads/ueber-uns/>; <https://www.berlin.de/lb/ads/schwerpunkte/lbtti/>.

nature of these openly homophobic actions, through the so-called "pink list", caused significant damage to the trust between the LGBTI community and governmental structures. A turning point can be found in 1989, when the Unit for Same-sex Lifestyles (GGHW) came into existence following a resolution of the Berlin House of Representatives (Berlin State Parliament).

At the time of this legislation, there were still many reported homophobic incidents, particularly in cruising areas, as well as a stark disunity between Eastern and Western Berlin, following the opening of the wall in November 1989. The Unit was created in order to combat homophobic violence in the city and to offer support to the community through counselling centres. Originally part of the Department for Education and Youth Affairs it was subsequently relocated to the Department for Labour Integration and Women. It was renamed *Fachbereich LSBTI* (Unit for the interests of Lesbians, Gays, Bisexuals, Transgender and Intersex people – LGBTI Unit in short) in 2014. Its current staff consists of three people<sup>15</sup>. The most recent publicly available figures report that the House of Representatives budgeted € 2,108,000 for the ISV over the 2011-2012 period, as reported also on the webpage of the service<sup>16</sup>.

The Unit promotes **a culture of diversity** and non-discrimination and supports the emancipation of LGBTI individuals by **addressing structural discrimination**. It also aims at establishing a collaborative network of actors and stakeholders in the LGBTI field.

The Unit carries out a range of activities, the most prominent being the creation and administration of mentoring and advice centres and the execution and dissemination of research studies to relevant stakeholders. It has also initiated high profile campaigns and provided financial support to NGOs working in the field. It actively networks with other organisations at a regional level in Germany as well as internationally (as a founding member of the Rainbow Cities Network).

The **LGBTI Unit** is responsible for coordinating the implementation of the action plan "Berlin supports self-determination and acceptance of sexual diversity!"<sup>17</sup> and consisting of over sixty measures aimed at combating homophobia and transphobia in the city in several fields: education and youth; care and old age; history and culture; violence and hate crimes; legal rights and participation; etc. The Unit coordinates the activities carried out by the individual Senate Departments and other public stakeholders under this plan. The implementation of the action plan successfully **placed LGBTI issues on the political agenda**, despite changes in the government. Areas which previously did not have significant prominence in public discourse, such as support for transgender and intersex people, were addressed (most notably through the project "Trans\* at Work" -Trans\* in Arbeit co-financed by the European Commission).

The increased prominence of LGBTI issues resulted in **greater collaboration at government level**, with five inter-departmental working groups in the fields of information and education; discrimination; violence and hate crime; change in the local administration; and knowledge, dialogue and legal equality, coming together in a round-table steering group. Moreover, thanks to the Unit's support a number of **NGOs** could actively support the LGBTI community.

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<sup>15</sup> However, LGBTI issues are no longer solely being tackled by the LGBTI Unit, as since 1992 the Berlin Police Department has gained an LGBTI unit, and around 2011 an LGBTI unit was also established within the State Prosecutor's Office.

<sup>16</sup> <https://www.berlin.de/lb/ads/schwerpunkte/diversity/beispiele-guter-praxis/isv/>.

<sup>17</sup> "Berlin tritt ein für Selbstbestimmung und Akzeptanz sexueller Vielfalt" - ISV) adopted by the Berlin State in February 2010.

### 2.2.2 Increasing quality of life of LGBTI individuals: the Programa LGBTI (Madrid, Spain)

In Madrid, the municipality provided the LGBTI community with collective influence to help shape and design an integrated programme to increase the quality of life of LGBTI people in the city.

Madrid has a population of approximately 3.3 million (2015), and according to estimates is home to the largest LGBTI community in Spain and one of the largest in Europe<sup>18</sup>.

Historically, LGBTI people suffered decades of **persecution in the years of dictatorship** (1939-1975). In 1954 homosexuality was criminalised and included in the "Law of idlers and criminals" (*Ley de vagos y maleantes*) which was replaced, in 1970, by the "Law of social danger" (*Ley de peligrosidad social*). This latter was abolished at the time of the democratic transition, but individuals could still be jailed under charges of "cross-dressing" or "homosexual prostitution" until 1979.

However, in large part due to the lobbying work of the first homosexual organisations, such as the *Movimiento Homosexual de Acción Revolucionaria (MHAR)* (Homosexual Movement of Revolutionary Action) or the *Movimiento Español de Liberación Homosexual* (Spanish Movement of Homosexual Liberation), this targeted detention and discrimination has been ended. Indeed, over time Spain has become **one of the most progressive countries in Southern Europe** in the area LGBTI equality.

In spite of this progress, stigmatisation of LGBTI individuals continued<sup>19</sup>. With this in mind, a comprehensive set of policies were put in place addressing LGBTI needs in several fields and involving public and private actors. For example, the regional government of Madrid established the *Programa LGBTI (LGBTI Programme)* in 2002 within the Dirección General de Servicios Sociales, Comunidad de Madrid (General Directorate of Social Services, Comunidad de Madrid - Regional Government)<sup>20</sup>.

At the time of establishing the service, Spain was seeing responsibility for social services being transferred from the central government to the regional government. The initial involvement of the LGBTI community was helpful to design and 'kick off' the activities, as it allowed the regional government to understand and analyse needs. Subsequently, the continuous **consultation of LGBTI users** helped improve the services according to a process of learning-by-doing.

The main objective of the programme is to increase the quality of life and promote the social inclusion of LGBTI people. This is pursued in two broad ways: firstly, by providing a range of services directly to LGBTI people; these include information, social, psychological and legal support; secondly, by providing services and training to professionals, employers and organisations to enhance their knowledge of LGBTI matters.

With regard to **services**, sociologists, psychologists, legal experts, social workers, health specialists (all with a specific expertise on LGBTI issues) provide information, coaching and counselling to individuals and groups of individuals (such as LGBTI individuals or parents of LGBTI people). In the area of awareness raising, training and documentation, information and training are provided to organisations, and campaigns are carried out to raise awareness. A documentation service and a library are open to

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<sup>18</sup> Unofficial sources report that Madrid has a LGBTI community of up to 500,000 individuals <http://landlopers.com/2014/04/22/gay-madrid, but no official figures are available.>

<sup>19</sup> [http://www.publico.es/espana/homosexuales-yugo-franco.html.](http://www.publico.es/espana/homosexuales-yugo-franco.html)

<sup>20</sup> [http://www.madrid.org/cs/Satellite?c=CM\\_InfPractica\\_FA&cid=1142615119862&idConsejeria=1109266187278&idListConsi=1109265444710&pagename=ComunidadMadrid%2FEstructura.](http://www.madrid.org/cs/Satellite?c=CM_InfPractica_FA&cid=1142615119862&idConsejeria=1109266187278&idListConsi=1109265444710&pagename=ComunidadMadrid%2FEstructura.)

students and other citizens who wish to gather knowledge, information and data about LGBTI issues.

The most recent data (2014)<sup>21</sup> shows that services in the area of information and referral to other services were provided to 154 organisations/professionals and 599 individuals. Half of the individuals were women and 16% were transgender. The majority of the **beneficiaries** were aged 26 to 45 (51%), while there was more limited engagement with underage people (8%) and people above 65 years old (2%). Around 40% of activities revolved around awareness raising, training and documentation, while the others involved various form of legal, psychological and social support.

The LGBTI Programme has two main **impacts**, according to consulted stakeholders: LGBTI people are better informed about their rights and have clearer ideas on the requests to formulate when approaching services<sup>22</sup>, while discrimination has decreased and social acceptance of LGBTI individuals has greatly improved in the city. All this has positive effects on the quality of life and wellbeing of the LGBTI population and on local social cohesion.

The service has now become an important point of reference in Madrid and is increasingly visible. Its prominence and good reputation among the public has meant that many parents of transgender teenagers contact the service to ask for support and counselling.

The success of this programme resulted in it being awarded, by the Council of Europe, the mention of "example of best practice" in 2014<sup>23</sup>. The programme staff has received particular praise for its professionalism and determination to deliver a successful service.

### 2.2.3 Promoting a change of mentality: the Servizio LGBT (Turin, Italy)

A service-oriented approach also characterises the main initiative of Turin's municipality to support LGBTI inclusion. Turin's *Servizio LGBT* represents a good example of promotion of LGBTI equality through a combination of several complementary activities aiming to change the mentality inside and outside the city administration. The City of Turin was the first (and so far, only) local administration in Italy to set up a permanent office for LGBTI equality. The office is **embedded in the permanent administrative structure** of the City Council, rather than being simply a consultative committee or temporary working group.

Turin is the capital of Piedmont region in North-West Italy, on the border with France. The city has a population of approximately 1.7 million, and has historically been home to an active LGBTI community.

As far back as 1971, the first Italian homosexual association called FUORI! (*Fronte Unitario Omosessuale Rivoluzionario Italiano* – Italian United Homosexual

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<sup>21</sup> [http://www.madrid.org/cs/Satellite?blobcol=urldata&blobheader=application%2Fpdf&blobheadername1=ContentDisposition&blobheadervalue1=filename%3Dmemoriaprograma+versi%C3%B3n\\_2014+web.pdf&blobkey=id&blobtable=MungoBlobs&blobwhere=1352869535402&ssbinary=true](http://www.madrid.org/cs/Satellite?blobcol=urldata&blobheader=application%2Fpdf&blobheadername1=ContentDisposition&blobheadervalue1=filename%3Dmemoriaprograma+versi%C3%B3n_2014+web.pdf&blobkey=id&blobtable=MungoBlobs&blobwhere=1352869535402&ssbinary=true).

<sup>22</sup> LGBTI rights have been expanded over the last few years in Spain through the same-sex marriage bill in 2005, and the gender identity bill in 2007. Several regional level bills articulating and expanding the content of the national bills have been approved. The Comunidad de Madrid bill "Gender identity and expression, social equality and non-discrimination" was approved in March 2016.

<sup>23</sup> <http://www.europapress.es/madrid/noticia-programa-regional-atencion-homosexuales-elegido-ejemplo-buenas-practicas-consejo-europa-20140703160639.html>.

Revolutionary Alliance) was established in Turin, linking existing local homosexual associations in Rome, Milan, Padua and Turin. The organisation was also very active at national level, publishing a periodical magazine on LGBTI issues and joining a coalition with the national Radical Party. This resulted in openly homosexual candidates running for the Italian Parliament in 1976 general elections. Furthermore, in 1979 FUORI had official meetings with the mayors of Turin and Rome to discuss homosexual and transgender matters and needs.

Turin has therefore long had a context of activism, openness and dialogue in terms of LGBTI issues. This context was further enlightened with the Turin Gay and Lesbian Film Festival, organised and funded by the Piedmont Region for the first time in 1985. This annual festival still takes place today. In 2001, after several years of lobbying, and responding to growing pressure from LGBTI associations, a **LGBT Service** (*Servizio LGBT*) was established by the City Council within the Equal Opportunities and City's Times Department<sup>24</sup>.

The objectives of the *Servizio LGBT* were set by a municipal bill<sup>25</sup>. The overarching goals were to combat discrimination on the grounds of sexual orientation and gender identity, to promote a climate of tolerance and respect, to safeguard (LGBT) citizens' rights and to support cultural exchange. It aimed to improve the quality of life of everyone in Turin, while making the city more attractive for visitors and business.

A number of actions to achieve this objective were subsequently identified, **targeting different groups** with different purposes. The general population was targeted to raise awareness and promote inclusion and non-discrimination; employers were involved to promote the access to employment of transgender people. Staff of Turin City Council in the sectors of education, school, health and social care were targeted for their role in inclusion policies. Moreover, the relevant associations were contacted to carry out joint projects. Obviously, the LGBTI community was a key target as well.

Over the 16 years since it was established, the *Servizio LGBT* has carried out several activities in line with its original mandate.

**Training** has been the main activity area. A large number of courses have been organised for City Council staff (including the Municipal Police and teachers) and other local public sector organisations (e.g. health services and regional and provincial government). Training has been also delivered in other Italian cities (e.g. to Rome, Palermo, and Naples city councils)<sup>26</sup>.

A number of **awareness raising activities** have been carried out as well. The City Council committed the *Servizio LGBT* with the celebration of cultural events, such as the International Day Against Homophobia, Transphobia and Biphobia (17<sup>th</sup> of May) and the Transgender Day of Remembrance (20<sup>th</sup> of November). *Servizio LGBT* has also financially supported the Turin Lesbian and Gay Film Festival and the LGBTI pride. It has promoted and funded research activities and recently gave its support to the

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<sup>24</sup> <http://www.comune.torino.it/politichedigenere/lgbt/>.

<sup>25</sup> n.2001/00905/42, approved on the 13th of February 2001 by the Municipal Assembly.

<sup>26</sup> In recognition of the expertise and knowledge in the area, the Turin City Council has been recently granted a €500,000 project by the UNAR – *Ufficio Nazionale delle Antidiscriminazioni Razziali* (National Office to Combat Racial Discrimination), a national government authority within the government Department for Equal Opportunities. The project will design and provide training to top level public managers and directors within the National Strategy Against Discrimination on the grounds of Sexual Orientation and Gender Identity over the period 2013-2016. The activity areas are: 1) *Education* (2 training courses of 30 participants each and 6 courses of 30 participants each in different areas of the country); 2) *Employment* (2 courses of 30 participants each and 6 courses of 30 participants each in different areas of the country); 3) *Security and prisons* (1 course of 39 participants and 8 courses of 30 participants in different areas in the country). In addition, a number of other dissemination and information activities (e.g. seminars, conferences), and the implementation of a dedicated website, were also included.

campaign “*Friendly Piemonte – Omofobia no grazie*” (Friendly Piedmont – Homophobia no thanks)<sup>27</sup>.

However the commitment of the City of Turin is not limited to the specific activities of the *Servizio LGBT*. Since 2015, the City Council is **mainstreaming LGBTI issues into the Municipal activity plan**. The aim of this mainstreaming is to ensure that LGBTI inclusion is promoted actively in all local policy areas. It sets specific “LGBT objectives” for each relevant policy area, alongside an indication of activities and indicators to monitor the achievement of each objective. The overall coordination of the implementation of the “LGBT objectives” is the responsibility of the *Servizio LGBT*.

*Servizio LGBT* contributes its expertise to a number of **networks and working groups at local and national level**<sup>28</sup>. For example, since 2006, the *Servizio LGBT* coordinates on behalf of the Turin City Council the RE.A.DY. network (National Network of Public Administrations against Discrimination on the grounds of Sexual orientation and Gender identity)<sup>29, 30</sup>.

It is important to emphasise that the *Servizio LGBT* operates on a small budget of €15,000 a year, as pointed out by the interviewed programme staff members. This budget covers some activity costs, while personnel costs of the three civil servants who work in the office and administrative costs are covered through the general budget of the City Council.

According to programme leaders, the activities carried out by the *Servizio LGBT* have had a positive impact on the quality of life of all Turin residents, not just those from the LGBTI community. It has enabled people to enjoy a climate of **higher tolerance, acceptance and mutual respect** in which the rights of citizens are recognised and protected. The establishment of a permanent office responding to the requests of the local LGBTI community is clearly a success factor for this initiative alongside the professionalism and commitment of the staff.

### 2.3 Strategies and plans involving local actors

Another way of approaching the promotion of LGBTI equality is for the local government to devise and implement a comprehensive strategy, involving the coordination and funding of local actors. These independent or non-governmental actors carry out their own initiatives in the area of LGBTI equality. Two cases were identified that fit into this approach. The first is Amsterdam, which adopted the Pink Agenda, a strategic plan articulated in several thematic areas, which aims to promote LGBTI inclusion. The second case is Manchester, where the City Council funds a wide number of initiatives and activities with the aim of combating discrimination on the grounds of sexual orientation and gender identity. These are implemented by local

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<sup>27</sup> That campaign is carried out in collaboration with the Regional government and the LGBTI association “Quore” to promote the Piedmont region as a LGBTI-friendly destination. Businesses interested in participate can request stickers and promotion material to promote their business as LGBTI friendly. See <http://www.quore.org/friendly-piemonte/>.

<sup>28</sup> Examples of that are the participation in the “Gruppo di pilotaggio” (Pilot group), internal to the City Council administration, which works on the mainstreaming of LGBTI issues within the City Council and in existing policy initiatives, or in the “Coordinamento Torino Pride” (Coordination of Turin Pride), which is in charge of organising the annual LGBTI pride or in the “Coordinamento ISELT” network for the social and employment inclusion of transgender individuals.

<sup>29</sup> [http://www.comune.torino.it/politichedigenere/lgbt/lgbt\\_reti/lgbt\\_ready/](http://www.comune.torino.it/politichedigenere/lgbt/lgbt_reti/lgbt_ready/).

<sup>30</sup> At international level, there was participation, concluded in 2011, in the project “AHEAD – Against Homophobia. European local Administration Devices”, in collaboration with the City Councils of Barcelona and Koln and local actors, with the European Commission providing funding, see <http://www.comune.torino.it/politichedigenere/lgbt/ahead/index.shtml>.

organisations or groups, with the municipality only playing a soft coordinating role in the strategic plan.

### 2.3.1 Mainstreaming LGBTI equality into all local policy sectors: the Roze Agenda (Amsterdam, Netherlands)

Amsterdam represents a good example of how an overarching strategy to promote LGBTI equality can be used by a municipality to mobilise local organisations and develop synergies and complementarity between different activities.

The Netherlands has been a pioneer with regards to gay rights and tolerance. It was **one of the first countries to decriminalise homosexuality** (in 1811), and the first gay bar was opened in Amsterdam in 1927. The COC (now known as the Dutch Association for the Integration of Homosexuality), one of the world's oldest LGBTI organisations, was founded in the capital in 1946. Throughout the 80s and 90s, a thriving gay scene erupted and in 1987 the city paid tribute to the gay and lesbian people who lost their lives during the Second World War by placing a monument (the *Homomonument*) in the city centre. In 1996, the first Amsterdam Pride was hosted, which soon became one of the most celebrated gay events in the world.

Furthermore, in 1998 Amsterdam hosted the Gay Games as the first non-American city to do so. Notably, in 2001 the Netherlands also became the first country in the world to legalise same-sex marriage, with the Mayor of Amsterdam being the officiant of the first legal same-sex marriage in the capital<sup>31</sup>. With this backdrop of many years of liberal politics towards LGBTI inclusion, Amsterdam Municipality continued the tradition with the introduction of the policy note "Gay emancipation and acceptance 2012-2014" (approved on 17th October 2012). This eventually led to a mainstreaming of LGBTI inclusion across all municipal policy domains. The civil servant responsible for the "Diversity" department has been given an overarching coordination role of LGBTI mainstreaming.

A key feature of this mainstreaming effort was that it was **grounded in political commitment**. Following a similar initiative at national level, in March 2014, political party leaders in Amsterdam signed a "Pink Ballot Agreement" in which they determined the main LGBTI policy areas priorities for the coming years<sup>32</sup>. In this context the Municipality started consultations with LGBTI organisations and stakeholders, as well as relevant politicians and civil servants. Approximately 170 organisations and professionals were involved in this process. Main topics for discussion were: awareness raising initiatives in schools; safety and support for (bi-cultural) LGBTI youth; services for elderly LGBTI and LGBTI asylum seekers; Amsterdam as an LGBTI destination and support to NGOs.

The outcome of this process was the *Roze Agenda (Pink Agenda)* approved for 2015-2018, which reflects the consensus reached on priorities and approach. It represents a framework within which local actors carry out activities under the general coordination

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<sup>31</sup> <http://www.iamsterdam.com/en/visiting/whats-on/gayamsterdam/milestones>.

<sup>32</sup> The focus was on eight main areas: (1) more education on sexuality and sexual diversity in schools in Amsterdam; (2) enhancing the safety and social acceptance of the LGBT community; (3) increasing the availability of spaces for the LGBT community to meet and socialise; (4) increasing and improving the services for 'pink seniors'; (5) more pink tourism and a permanent pink exhibition; (6) improved services for LGBT asylum seekers; (7) increased social acceptance of LGBT in sports, and; (8) the active exchange of good practices with other cities.

of the Municipality of Amsterdam, Diversity Section, Education, Youth and Care Department<sup>33</sup>.

The overarching objective of the "Pink Agenda" is to make Amsterdam a safe, open and international "pink city" where all members of the LGBTI community are included<sup>34</sup>. The "Pink Agenda" focuses specifically on six vulnerable groups within the LGBTI community, namely lesbian and bisexual women, refugees, bi-cultural LGBTI individuals, elderly LGBTI people and intersex people. The addition of the intersex community is particularly noteworthy as there are currently no specific policy measures aimed at this group.

An implementation plan for the Pink Agenda (*Uitvoering Roze Agenda*) details for each policy theme the activities to be carried out and the actors responsible for them.

In the area of **education**, awareness-raising activities are being conducted in schools and educational facilities. The COC of Amsterdam, for instance, annually carries out approximately 600 awareness-raising sessions with LGBTI role-models (especially in secondary and vocational schools).

Work under the theme of '**age**' is promoted for young as well as elderly people. For example, the Pink Agenda recognises and supports the work carried out by "youth workers" (social workers, educators) and organisations helping elderly LGBTI individuals. In Amsterdam there is an advocacy platform for "pink seniors" named *Mokum Roze* consisting of a number of NGOs and elderly LGBTI, which trains professionals in the health- care sector and organises a Senior Pride and a Pink Brunch.

In the area of **safety**, the Agenda aims to increase the willingness of the LGBTI community to report incidents of crime<sup>35</sup>.

In the field of **diversity and culture**, the Municipality and human rights organisations promote LGBTI issues through a number of cultural activities, namely cinema, theatre, debates and photography events. The agenda envisages support to networks of transgenders, bi-cultural LGBTI individuals, lesbian and bisexual women and LGBTI refugees and – with special emphasis – intersex people through debates, dialogue and empowerment activities.

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<sup>33</sup> <https://www.amsterdam.nl/gemeente/organisatie/sociaal/onderwijs-jeugd-zorg/diversiteit/>;  
[https://www.amsterdam.nl/publish/pages/708380/uitvoeringsplan\\_roze\\_agenda.pdf](https://www.amsterdam.nl/publish/pages/708380/uitvoeringsplan_roze_agenda.pdf).  
<http://www.coc.nl/wp-content/uploads/2014/06/Roze-Stembusakkoord-Amsterdam-2014.pdf>.

<sup>34</sup> More specific and operational objectives of the "Pink Agenda" are to 1) Increase the safety of the LGBTI community and their willingness to officially report and register homophobic incidents; 2) Increase and strengthen the social acceptance of the LGBTI community; 3) Create more awareness among both young people and adults about the different kinds of gender identities that fall under the LGBTI spectrum, particularly with increased knowledge of transgender and intersex people; 4) Have more schools, healthcare facilities and sports associations that are safer for and more tolerant towards LGBTI people, by including LGBTI issues in their policies as well as training their employees; 5) Recognise and facilitate the interests of specific groups within the LGBTI community that as yet do not have organised representation; 6) Ensure that healthcare facilities and care centres are aware of the needs of the LGBTI community and as well as improvements in the health of LGBTI people; 7) Ensure that more employers (in education, welfare, (health-)care and sport) have a specific LGBTI component in their policies; 8) Include the LGBTI element in more (large or small) events; 9) Increase the visibility of the LGBTI community in the city and increase the awareness of the general population regarding specific LGBTI thematic areas; 10) Consult and use research for the development of LGBTI policy measures as well as assess the effect of specific measures on the LGBTI community; and lastly; 11) Ensure that the municipality of Amsterdam is an example for good LGBTI policies.

<sup>35</sup> There are already two central points where LGBTI victims of crime are able to report any incidents of crime: the "Pink in Blue" (*Roze in Blauw*) police network aimed specifically at issues of LGBTI safety in Amsterdam, and the MDRA, which is a specific registration point for incidents of discrimination in the Amsterdam region.

In the area of **sport**, the initiatives included in the "Pink Agenda" mainstream LGBTI issues into policies of sports associations and promote the visibility of LGBTI people during sports events.

Transgender people are the target of specific initiatives for **employment** integration, namely a pilot project set up by the municipal department in charge of labour market reintegration in collaboration with the Transgender Network Netherlands. To provide a model example the "Pink Agenda" calls for a quota of transgender individuals to be employed in the city administration, and sets out additional measures for the inclusion of LGBTI people within the administration.

While the Diversity Department coordinates the mainstreaming, most activities related to LGBTI inclusion are funded through the regular budget of other departments. This approach reflects a balance between specific actions and LGBTI equality mainstreaming which can count on a combined and mutually reinforcing investment. The Diversity Department also has a specific portfolio that includes a budget for LGBTI activities outside the Pink Agenda. An amount of €213,260 was allocated for 2016 to fund specific LGBTI inclusion activities implemented by other departments. In addition, there is a budget of €150,000 (€100,000 in the next years) allocated for grants and subsidies to NGOs that work in the area of diversity promotion in Amsterdam. The Pink Agenda has a total budget for 2015-2018 of €1,728,040.<sup>36</sup>

### *2.3.2 Mobilising local actors to promote LGBTI equality (Manchester, United Kingdom)*

An LGBTI equality strategy supported by a permanent municipal office also characterises the experience of Manchester.

Manchester is a city and metropolitan borough in the United Kingdom with a population of about 520,000 (according to 2014 estimates), lying within the most populated urban area of the North West (Greater Manchester has a population of about 2.5 million people). The City is host to the second largest LGBTI community in the UK (after London), with an estimated 7% of its population identifying as lesbian, gay or bisexual.

Manchester is considered one of the most LGBTI-friendly parts of the UK.<sup>37</sup> Two sets of factors account for this. First, the LGBTI community has itself played a very active role in making Manchester one of the LGBTI destinations of choice in the country. This has been done by promoting the expansion of the Canal Street Gay Village in the 1990s and through the organisation of events such as the Manchester Pride and Sparkle. Second, the local administration has proven to be progressive on LGBTI issues, positively embracing the community and promoting diversity as a whole.

**Political support** for the LGBTI community has made Manchester a pioneer in the UK for LGBTI rights. In the 1970s the Council funded the first local gay support help line. This support was further strengthened with the election of a more progressive City Council in the mid-1980s. The Council was active in opposing the introduction of Section 28 of the Local Government Act 1988, which was introduced by the Conservative national government and prevented local authorities from adopting any

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<sup>36</sup> Amsterdam Municipality (2015) Uitvoering Roze Agenda, p.44, available via: [https://www.amsterdam.nl/.../uitvoeringsplan\\_roze\\_agenda.pdf](https://www.amsterdam.nl/.../uitvoeringsplan_roze_agenda.pdf).

<sup>37</sup> This estimate is in line with the national one, which is set between 5-7% of the UK's population (according to the 2004 impact assessment of the Civil Partnership Act). The estimate for Manchester is set on the higher end of the spectrum as LGBTI people are more likely to move to cities, thus making the figure more reasonable.

measures or publishing any materials which could intentionally promote homosexuality or its acceptability as a family relationship. As well as this practical support, the LGBTI community received moral support from the Council in the holding and organising of protests and the fight against discrimination.

In this context and with this political backing, the LGBTI community in the city became more politically active and were given a moral impetus to take action. They were able to respond to local issues of discrimination as well as national and global issues, such as the HIV/AIDS crisis and the legal restrictions on supporting homosexuality in some countries. Some of the oldest LGBTI organisations in the country came into existence in the city, including the Gay and Lesbian Foundation (now LGBT Foundation), establishing the first partnerships with the Municipality. In 1989 the Council funded a purpose-built lesbian and gay centre at Sidney Street, which is still active and an important part of the LGBTI community in Manchester.<sup>38</sup> This continued throughout the 1990s and 2000s; in 2003, for example, the Council established a LGBT Staff Group with the commitment to promote lesbian, gay, bisexual and transgender rights in the Council's work and to offer effective staff support and funding.

At the same time, cultural developments further promoted the emancipation of the LGBTI community in Manchester. The gentrification of the area of Canal Street and its subsequent transformation into the Gay Village, as well as the development of events, such as the Manchester Pride, increased the attention towards LGBTI-related issues. This placed Manchester among the cities considered most attractive for LGBTI people in the United Kingdom.

Today equality issues and inclusion are at the core of the City Council's strategic planning.<sup>39</sup> The Council supports LGBTI organisations through collaboration and partnerships coordinated by the Equalities Team. The driver of these measures is the **political will to increase the quality of life and well-being** of the LGBTI community and to promote an image and **an urban culture of inclusion** and diversity.

The progressive policies of the City administration have enabled the city to be rated as 'excellent' under the Equality Framework for Local Government<sup>40</sup> on the basis of a number of indicators<sup>41</sup>. The Council furthermore was awarded the title of 'No. 1 LGB-friendly local authority in the country' for four years in a row from 2005 to 2009 (Stonewall Workplace Equality Index).

Part of the reason for Manchester City Council's success has been their focus on **using research to improve the evidence base** of their actions. Many of the measures designed and sponsored are the result of a thorough LGBTI needs analysis, in all the relevant fields (e.g. social inclusion, health, employment). The Equalities Team facilitates targeted consultations and cooperates with partners to build up the knowledge and evidence base of the City in terms of the LGBTI community and its various components. These activities are used to inform the kind of services promoted and their implementation modalities.

The financial support to projects aimed at **fighting bullying** of young LGBTI people in schools (the Exceeding Expectation Programme), for instance, is linked to the need to

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<sup>38</sup> The LGBT+ centre is located in Sidney Street and it is home mostly to LGBTI youth. More information available here <https://www.theproudtrust.org/lgbt-centre/history/>.

<sup>39</sup> [http://www.manchester.gov.uk/info/200041/equality\\_and\\_diversity](http://www.manchester.gov.uk/info/200041/equality_and_diversity).

<sup>40</sup> This is a programme of the UK Local Government Association for the promotion of equality at local level <http://www.local.gov.uk/equality-frameworks>.

<sup>41</sup> The indicators evaluated related to knowledge of the local communities, covering: leadership, partnership and organisational commitment; involvement of the local communities; responsiveness of services and customer care; and, a skilled and committed workforce. For more information: [http://www.local.gov.uk/home/-/journal\\_content/56/10180/3476575/ARTICLE](http://www.local.gov.uk/home/-/journal_content/56/10180/3476575/ARTICLE).

develop a strategy with regard to schools and other education providers to promote a tolerant and inclusive culture. There was evidence that this was lacking in some parts of the city. Annual reports exploring the state of the city for LGBTI people in Manchester are produced by the LGBT Foundation in collaboration with the Equalities Team of the City Council, with a set of recommendations for future action. The 2015 report focused on elderly LGBTI people in the city<sup>42</sup>.

In terms of implementation, the main tools employed by the City Council are **partnerships** with local voluntary and community organisations and social enterprise organisations as well as other private sector organisations, along with the award of grants and funding. A wide range of services are thus implemented in the city for LGBTI people and the number of initiatives and projects that are funded is very high. Funding does not only come from equality-related schemes but also from schemes addressing broader target groups and topics.

The **Equality** Funding Programme - a three-year funding instrument aimed to achieve greater LGBTI equality across the city - belongs to the first type. It funds organisations to support LGBTI individuals and communities across the city (Albert Kennedy Trust, LGBT Youth North West, and LGBT Foundation). Thanks to this scheme, the Albert Kennedy Trust provides support services to young people under 25 and at risk of homelessness or living in a hostile environment for being LGBTI. LGBT Youth North West was supported to maximise the day-time and evening use of the LGBT Sidney Street centre, recognising the importance of this centre in catering for the needs of LGBTI people, especially those who do not use the Gay Village. Finally, the LGBT Foundation has been funded to run a three-year programme which supports the Council in achieving its equality objectives in relation to gender and sexual identity.

An example of funding scheme targeting a broader target group which is used to support LGBTI people is the **Youth** Fund.<sup>43</sup> With regard to the LGBTI community, the Fund has sponsored the Gaydio Youth Academy (a media project focused on radio, journalism, production and research and aimed to empower young LGBTI people and provide them with opportunities not available in schools). It has also sponsored a number of weekly support sessions for young people based on the Sidney Street LGBT+ Centre and additionally across the city. Furthermore, the Exceeding Expectations Programme was co-funded by the City Council for six years (until 2013), with the aim of supporting schools in addressing homophobic bullying by establishing a strong multi-agency partnership<sup>44</sup>.

An emerging issue that the Council had to address is that, as a consequence of discrimination and low self-esteem, LGBTI people are at greater risk of depression and other mental health conditions. They may also have specific needs in the terms of their sexual and reproductive health. This is why the Council also uses grants and contracts with voluntary organisations to fund the promotion of the **health and wellbeing** of LGBTI people. Along with the Manchester Clinical Commissioning Groups, it supports the LGBT Foundation's Wellbeing Programme<sup>45</sup>, which includes services specifically targeted at senior LGBT people. They also co-funded the Building Health Partnerships Programme, which is designed to improve collaboration between the health structures, local voluntary and community organisations and the social enterprise sector.

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<sup>42</sup> The State of the City for Manchester's Lesbian, Gay and Bisexual Communities, 2015 REPORT, LGBT Foundation.

<sup>43</sup> The Youth Fund targets vulnerable young people aged 13-19 (up to age 24 for specific groups) and is used to commission youth related activities from voluntary community sector organisations in the city, both with and without a targeted focus.

<sup>44</sup> Also including: t Manchester Safeguarding Children's Board, the LGBT Foundation, Manchester Healthy Schools Partnership, Albert Kennedy Trust, 42nd Street and Hope.

<sup>45</sup> <https://lgbt.foundation/>.

In addition, the City Council's Community and Cultural Services (CCS) work to promote the access to **leisure** facilities by LGBTI individuals and in particular the transgender community. For instance, they have co-financed the Pride Games and Pride Youth Games (both annual international events aimed to tackle homophobia and transphobia in sport and promote the inclusion of LGBTI people in the national sports strategy and delivery). As a result, many of the local sport and leisure activities on offer and Manchester Libraries now ensure that LGBTI people and lifestyles are represented in their collections, events, and exhibitions.

City Council grants provide small amounts that nonetheless represent vital 'seed money' for LGBTI organisations. For instance, in 2014 the LGBT Foundation could carry out its activities by combining grants from the Equality Funding Programme (£35,000), the Youth Fund (£19,592) and the Wellbeing Programme (£7,500). Voluntary and community sector organisations have shown to provide **good value for money** through their service delivery model. This includes partnership working, provision of wraparound service and the sharing of resources<sup>46</sup>. The distribution of funds is made based on evidence from LGBTI needs analysis, which enables the measures described above to complement each other. The Council reports that officers are active in appraising and making recommendations on funding streams to **ensure synergies and avoid duplication**.

In conclusion, Manchester's approach to promoting LGBTI equality, through the mobilisation of local actors, funding specific activities and attention to collaboration, seems to produce sustainable effects because a stable network of partners is built up. This is evident from Manchester's long and continuing history as one of the cultural hubs for LGBTI people in the UK.

## 2.4 Targeted schemes to support LGBTI employment inclusion

A further arrangement for promoting LGBTI inclusion which is being chosen by cities is the funding of initiatives in specific policy sectors or the targeting of defined groups of beneficiaries in order to respond to their needs. Two examples of such an approach have been identified, both related to employment inclusion: The LGBT-friendly Certification Programme in Ljubljana and the transgender employment programme run by Transexualia in Madrid.

### 2.4.1 *Ljubljana goes friendly: the "LGBT-friendly" Certification Programme (Ljubljana, Slovenia)*

In Ljubljana, a **scheme to certify organisations and private companies** as "LGBT-friendly" was introduced by the Council as a tool to promote knowledge about LGBTI issues and to help create a climate of tolerance and diversity. Ljubljana is the capital of Slovenia and has a population of about 280,000 people. Slovenia joined the European Union in 2004 and in 2005 passed the Registration of Same-Sex Civil Partnership Act, entitling same sex couples to certain partnership rights. These included the right to alimony, to acquire common property, to residential security, to inheritance and to obtain information on the health of ill partners.

In spite of this Act, Slovenia was still criticised as other vital rights, including the right to a widow(er)'s pension, shared health insurance and the right to sick leave when a

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<sup>46</sup> Manchester City Council, Report for Resolution, Services available to LGBT Communities in Manchester, 2013.

partner is ill, were all denied. Although progress was made with the right to inheritance granted in 2013, individuals in same-sex partnerships still face discrimination on a number of grounds. Following the defeat of the Family Code (extending marriage rights to same-sex couples) in the referendum in March 2012, the City of Ljubljana decided to become more actively engaged in issues surrounding LGBTI inclusion. Another referendum was held in December 2015, and the bill for the legalisation of same-sex marriage was again rejected. However, the majority of the votes cast in Ljubljana were in favour of the bill, indicating that there might be a growing acceptance, or at least tolerance, of the LGBTI community within the capital city of Slovenia.

Ljubljana City Council adopted a **general strategy for the development of social care** in 2013-2020<sup>47</sup>, following the extensive consultation of various partners and NGOs. As a sign of progression and acceptance, **LGBTI organisations were also consulted** and highlighted the need for measures aimed at the improvement of social attitudes towards the LGBTI community. Consequently, a number of measures were designed in close collaboration with these organisations. Through this new strategy, the city committed itself to support programmes for parents of LGBTI individuals, awareness-raising initiatives in schools and educational programmes on LGBTI inclusion in public institutions. Among them, the "LGBT-friendly" Certification Programme was initiated to raise public awareness of LGBTI issues in **work environments**, increase understanding of LGBTI rights among employees and make organisations more inclusive. The educational module was drawn up in 2013, and ultimately approved in 2014 by a designated Commission consisting of one representative of the City of Ljubljana, three NGO representatives and two experts. LGBTI organisations were also consulted in the design of the module. The training was delivered to civil servants from various public departments but also to managers of other organisations.

As part of the programme, **heads of departments** must follow a four-hour seminar on LGBTI issues including the fundamental human rights of LGBTI individuals, the impact of heteronormativity on the lives of LGBTI individuals, the specific needs of LGBTI employees and the use of inclusive language in the workplace. After having completed the module, management teams are expected to disseminate the gained knowledge among their co-workers. The seminar is carried out by an NGO and costs €300. The participating organisation must bear the cost of the seminar by itself, and up to 15 individuals are allowed to attend. Upon completion of the seminar, the City Council awards the organisation a certificate in the form of a charter in which the **commitments** that the organisation has agreed to are laid out. They also receive stickers and posters with which they can display that they are an "LGBT-friendly" organisation and are invited to attend an annual reception with the Mayor. The Certificate is promoted on the official website of Ljubljana, in a monthly Ljubljana magazine that is distributed free-of-charge to all households in the city and at meetings and events in public organisations.

As a sign of Ljubljana's growing progression on LGBTI issues, in 2015 the Municipality of Ljubljana was awarded a Best Practice Certificate for its "LGBT-friendly" projects, under the European Public Sector Awards of the European Institute of Public Administration<sup>48</sup>. To date, a total of 14 organisations have received the certificate and an additional 20 organisations are registered to acquire the certificate<sup>49</sup>. The aim now is to start targeting schools, social work centres, and homes for the elderly.

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<sup>47</sup> <http://www.ljubljana.si/en/living-in-ljubljana/lgbt-friendly/>.

<sup>48</sup> [http://www.epsa2015.eu/files/EPsa2015\\_Total\\_list\\_of\\_Best\\_Practices.pdf](http://www.epsa2015.eu/files/EPsa2015_Total_list_of_Best_Practices.pdf).

<sup>49</sup> The recipients so far are: City Administration of the City of Ljubljana; Community Health Centre Ljubljana; Public Housing Fund of the City of Ljubljana; National Institute of Public Health of the Republic of Slovenia; Ljubljana Castle; Ljubljana Tourism; Kinodvor; Little Street – Centre for Children

The **cost** of setting up and implementing the Certificate was approximately €8,922 covering the following expenses: €3,000 for research; €1,950 for the development of the educational module; €2,391.20 for the designing of a logo and the development of a mobile application; €531.92 to promote the project through stickers, posters and leaflets; and, €1,049.20 to frame fifty posters across the premises of the city administration. In addition to this figure, the personnel costs related to the involvement of three staff members of the Health and Social Care Department in the project should be also considered.

It is still too early to draw conclusions about the programme's impact. This small-scale project in any case should be considered in the context of a wider effort of the local administration to promote LGBTI rights. The programme has shown that there is a strong commitment and **political will** to do so. In the words of the Ljubljana Mayor, Zoran Janković:

"I am waiting for the day that as Mayor I can officiate the first gay marriage. And I will, as soon as we get this law. It's not possible yet, but it will be the next step. A gay couple, Matej and Matej, two excellent individuals that work in the tourism industry in Ljubljana [organising the Pink Week] already asked me to marry them, and as soon as it's possible, that's what I'll do. In my opinion, the first person, the Mayor, must set an example through his own actions. That's the most important."

#### 2.4.2 *Transgender at work: the programme of social and employment inclusion of transgender persons (Madrid, Spain)*

While the Ljubljana project focuses on working environments and managers, the Madrid programme mainly targets LGBTI people (notably **transgender people**) while also working with organisations and employers. Available research and empirical evidence<sup>50</sup> demonstrate that, in spite of the enormous progress in terms of acceptance and inclusion of the LGBTI community and the strong antidiscrimination labour law framework, transgender individuals in Madrid still find significant obstacles in accessing the official labour market. In many cases they only have access to **marginal employment, characterised by poor working conditions and job instability**. Often they are forced to work in undeclared, precarious and sometimes irregular jobs (including as sex workers). As a result of precariousness, their life choices and decisions are limited, leading to a negative impact on their life trajectories.

The exclusion of transgender individuals from mainstream employment has a number of potential factors behind it. It is reported that there are still significant prejudices related to transgenderism, and also a lack of knowledge about the social exclusion, discrimination, lack of access to resources and often violence with which transgender individuals live.

Within this context, providing support for the employment inclusion of transgender individuals appears to be an important tool to help them find a decent and stable job reflecting their skills and qualifications and allowing them to integrate into society. With this aim *Transexualia - Asociación Española de Transexuales*<sup>51</sup>, designed and implemented a programme of social and employment inclusion of transgender persons, funded by the Comunidad de Madrid, Consejería de Familia y Asuntos

and Families in Ljubljana; Mladinsko Theatre; France Bevk Primary School; Radio Kaos; Public Holding Ljubljana.

<sup>50</sup> Romero et al. "Necesidades de la población transexual y homosexual en el Municipio de Madrid", [http://www.fsc.ccoo.es/comunes/recursos/99922/doc21514\\_Necesidades\\_de\\_la\\_poblacion\\_transexual\\_y\\_homosexual\\_en\\_Madrid.pdf](http://www.fsc.ccoo.es/comunes/recursos/99922/doc21514_Necesidades_de_la_poblacion_transexual_y_homosexual_en_Madrid.pdf).

<sup>51</sup> <http://transexualia.org/>; <http://transexualia.org/utilidad-publica-municipal/>.

Sociales, and Dirección General de Inmigración de la Consejería de Asuntos Sociales. The programme started in 2009 with a special focus on transgender migrants.

The programme provides participants with **social skills** and promotes their positive attitude in overcoming social prejudices and pressure in order to succeed in getting a job. Counselling, coaching, training and skills development (including soft skills) are offered in a coherent and tailored manner. At the same time, **employers and the wider public** are targeted through **awareness-raising activities** and the dissemination of information about the circumstances and situation of transgender people. A parallel activity is street-level outreach work with sex workers, who are informed of other jobs and professional opportunities. Furthermore, there are back-office activities, such as searching for cooperation agreements with institutions, organisations and private companies or identifying suitable training courses offered by public sector organisations.

This programme is a good example of activity in the area of employment. As reported by the consulted stakeholders, it has supported participants in **increasing their employability and self-confidence**, and therefore their chances of getting a job. However, the lack of agreements with specific employers to ensure the transition of the programme's beneficiaries into employment, also related to the economic situation in Spain, is reported to be an important challenge that should be addressed in order to enhance the impact of the programme on beneficiaries.

## 3 Marketing the city: local initiatives to attract LGBTI tourism

### 3.1 LGBTI events between politics and marketing

June 28th is known worldwide as the day of LGBTI Pride. It commemorates the violent protest of customers of Stonewall - a gay bar in the East Village of New York – on 28<sup>th</sup> of June 1969 against the abusive and harassing behaviour of police. The LGBTI pride, celebrated in many cities and countries around the world ever since, is traditionally an occasion for the LGBTI community to hold a public cultural event to claim and reinforce their rights, and to provide visibility to the community. While the cultural, social and political significance of Pride remains strong, particularly in those contexts where LGBTI rights are less recognised, more recently these events have also become tools for marketing cities as tourist destinations.

Several local governments in Europe, particularly in recent years, have started supporting the LGBTI Pride and the events related to it, often over a week during the summer. It is seen as having a reinforcing role of non-discrimination policies, but also as an opportunity to attract (mostly LGBTI) tourists and generate wealth for the local population.

LGBTI Pride, however, is not the only means of promoting LGBTI cultural tourism. Cities have also used the organisation and promotion of other types of initiatives, such as music or film festivals and sports events. These events are used in combination with campaigns and official websites where the city is marketed as a LGBTI destination.

The cases of Brighton and Hove, Copenhagen, Manchester, Benidorm and Prague are presented below. The first three build on a longstanding reputation of LGBTI inclusive cities, while the last two represent more recent examples. The available evidence of economic results from the events promoted in these cities is briefly discussed in relevant sections and described more at length in Annex 1.

### 3.2 Building up on the heritage of the Eighties

#### 3.2.1 *Tourism as a spill over of an inclusive culture: Brighton and Hove Pride (Brighton and Hove, United Kingdom)*

The case of Brighton and Hove demonstrate how economic benefits and social impact can be generated by building on an established image of LGBTI-friendly city.

Brighton and Hove is a city in East Sussex in the South East of England, with a population of approximately 273,400. The city is host to a very active LGBTI community and is widely recognised as one of the most LGBTI-friendly places in the UK. As a result of this reputation, Brighton receives large numbers of LGBTI tourists every year, from elsewhere in the UK, Europe and, indeed, the world.

The **tourism** sector is thus very active in branding the city as a top destination for everyone in the LGBTI community, including rainbow families, travellers who want to celebrate their civil partnerships and marriage ceremonies, or same-sex couples spending their honeymoon by the sea-side. This tourism spill-over seems to be a consequence of not only the branding of Brighton as 'LGBTI-friendly', but also deeply rooted equality policies as a sign of a progressive and liberal administration. The City Council is active in supporting initiatives on LGBTI-related issues. Among these initiatives there are LGBTI and Friends Healthwalks, which are run in collaboration with the Lesbian and Gay Sport Society in different locations and with different

themes. In addition, the City sponsors the promotion of LGBTI tourism by actively working to attract tourists to the city and by supporting the Brighton Pride.

In line with these efforts, and with a general LGBTI-supportive culture within the municipality, the Brighton and Hove City Council has been rated **the most LGBTI-friendly local authority** in the country in 2015 (Stonewall Workplace Equality Index). The rating takes into account a variety of indicators, including dignity and respect, staff support groups, equality and diversity e-learning, coordination of media coverage and support for initiatives close to the LGBTI community and its heritage.

Among the events which the Brighton and Hove City Council supports within its broader strategy to attract tourism there is the **Brighton Pride**. This Pride<sup>52</sup> event originated from a demonstration organised by the Sussex Gay Liberation Front (SGLF) in October of 1972, followed by a parade in the summer of 1973. In 1991 the Pride (which had not been held since 1973) reappeared in the city, becoming an annual event, with growing coverage and participation every year. In 2004 the organisation behind the Brighton Pride was awarded charity status, with the aim of developing the annual event and promoting public awareness and education with regard to issues affecting the LGBTI community. The charity gives donations to other voluntary organisations which work on LGBTI issues.

Like similar events, the objective of the Brighton Pride is to celebrate LGBTI culture and diversity, while promoting awareness and equal rights (both locally and worldwide) for LGBTI people. A **campaigning theme** is chosen annually; for instance, in 2016 the parade theme was the United Nations, to reflect the aim of Pride to showcase diversity and promote LGBTI rights locally and worldwide. The event furthermore aims to raise funds to sustain the local LGBTI community and its continuing social and economic inclusion, through support to local charities and community organisations.

In its current format, the Brighton Pride includes a series of **cultural events and parties** and attracts a large number of people, from both the LGBTI and wider communities. The most important events are the community parade, the park festival in Preston Park, The Pride Village Party in Kempton, Pride Diversity Games, a Pride Dog Show and several club parties across the city. The Pride Village Party is a cultural and music event, attracting both national and international artists.

The Brighton Pride also includes the Pride Diversity Games, which cover several sport disciplines and the Pride Diversity Games Fun Day, promoting non-competitive sporting events. In addition to these games, a Pride Family Diversity Area targeting families and children, with activities involving arts and crafts, is also available. The event provides a campsite called 'Camp Camp', together with bus services running to the centre of the city and the main locations of the event.

**Awareness raising campaigns** are carried out during and before the Pride, together with marketing and fundraising activities aimed to cover the operational costs of the event and to sponsor community projects. The Rainbow Fund sponsored by the event promotes projects and organisations targeting the LGBTI-community of the city, while the Social Impact Fund (created in 2015) supports projects aiming at the broader community.

The Pride community **parade attracts about 200,000 people every year** and is promoted by the Brighton and Hove City Council through the web page [www.visitbrighton.com](http://www.visitbrighton.com) as one of the main attractions for the LGBTI community in Brighton. A specific section of the website – "Gay Brighton" – targets LGBTI tourism

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<sup>52</sup> <http://www.brighton-pride.org/>.

and contains extensive information on LGBTI-friendly accommodations, a list of bars, clubs and other LGBTI venues and leisure activities. Furthermore, it provides information on civil partnerships and same-sex marriage, including venues available and other practicalities to celebrate them in Brighton.

The Brighton Pride, as it will be illustrated in detail in Annex 1, **costs** £1.2 million (€1.4 million) a year, but in 2015 it had a significant economic return for the local economy of estimated £18 million in tourists spending.

Overall, Brighton has been able to conjugate a number of different aspects related to the promotion of LGBTI equality and inclusion, such as advocacy and protection of civil rights, support to LGBTI events, funding of social projects and generation of a positive economic impact on the local economy. This has helped Brighton become an example for other local governments wishing to promote diversity, tolerance and an LGBTI-friendly environment.

### *3.2.2 Equality, diversity and tourism: Manchester Pride and Sparkle Transgender Festival (Manchester, United Kingdom)*

Manchester hosts two annual events promoting LGBTI equality, attracting large numbers of people (both locals and tourists): the Pride and the Sparkle Transgender Festival.

The Manchester Pride<sup>53</sup> is Manchester's annual LGBTI festival held at the end of August (August Bank Holiday). Its origins date back to the late 1980s. In 1989 the North West England (the region in which Manchester is) Campaign for Lesbian & Gay Equality organised the first "Celebration of Gay and Lesbian Diversity", called Love Rights, a music festival with a strong focus on gay rights and the movement opposing Section 28 (a law against homosexuality promotion at the local level). In 1991 the first Manchester Pride was held. Over the years it was marketed and promoted in different ways and became an annual event with a broader scope and coverage. Entry tickets were first introduced in 1999. From 2000 to 2001 the event was called Gayfest and was organised and managed by a committee of volunteers. In 2003 the name was finally changed to "Manchester Pride" with the event management linked to a stable organisation, which gained charitable status in 2007.

Nowadays, the Manchester Pride is run by a registered charity that campaigns for LGBTI equality and **fund-raises for LGBTI and HIV projects** in the area of Greater Manchester. This is done through the organisation of a number of events, the most important one being the Pride. Other events include the Manchester Pride Spring Benefit, events recognising International Day against Homophobia, Biphobia and Transphobia (IDAHO), and Superbia, an annual cultural programme held during the Pride event in August and co-funded by the City Council of Manchester. Canal Street and the Village are recognised by the City Council as one of the main sources of tourism for the city and measures have been taken to increase the number of visitors, by making the Village more attractive.

A number of **events** of different kinds take place under the umbrella of Manchester Pride. These include The Big Weekend, which takes place in Manchester Gay Village (gated for the occasion). This is a four-day ticketed event with a broad music and cultural offer. The Pride further includes the George House Trust HIV Candlelit Vigil held in Sackville Park and the Pride Parade, two free events open to the public and held in non-gated areas. Finally, Pride Fringe is a month long cultural festival,

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<sup>53</sup> <http://www.manchesterpride.com/>.

consisting of around 40 to -50 events, which take place across the Greater Manchester area (including debates, films, art, music and sporting activities) throughout the month of August. Before the events, fundraising and communication campaigns are run by the Manchester Pride charity.

Over the years, attention has grown towards the **transgender** segment of the LGBTI population. The annual Sparkle Transgender Festival<sup>54</sup> celebrates the transgender community through cultural events, including music, talks and workshops organised over a weekend. The event also sponsors **awareness raising** initiatives. The festival was initiated in 2003 and originally consisted of a one-day celebration. Since 2004 the event has had a one-weekend format, taking place on one central stage placed in Sackville Gardens in the Gay Village of Manchester.

The festival has a number of stated objectives: to promote a positive public image of the trans community in the UK and around the world; to develop understanding and social cohesion; to challenge stigma; and to support the right of trans people. Furthermore it aims to **attract trans people and trans allies locally and from around the world**, by showcasing music (the 'Party in the Park' being one of the main highlights of the festival) and art and hosting educational talks on trans related issues. In 2015 a fringe event was introduced, which was, in the format of a week long celebration involving more cultural activities.

Sparkle was initiated by the local transgender community and is organised and managed on a voluntary basis with funds provided by charities, foundations and private actors. In 2011, the organisation behind the festival was given the legal status of a charity and as of today it operates not only Sparkle, the national transgender celebration, but also Manchester's Transgender Day of Remembrance. Since 2016 it has also held the National Transgender Awards, the first awards to celebrate the achievements of trans people, allies and other organisations.

The Sparkle Festival is organised with the support of a number of **charities and private organisations**, which provide funding or organisational support. For instance the Manchester Pride charity sponsors some of the activities of the festival, while the LGBTI Foundation offers organisational support. Greater Manchester Police are also among the supporters of the festival through talks and workshops, which take place during the event. Commercial sponsorship is used to raise funds. Currently, the Equalities Team of the City Council of Manchester supports the festival also in-kind by providing guidance in relation to planning activities, aims and objectives. In conclusion, this festival is a good example of how local governments can promote equality for transgender people while also promoting a change of mentality in the population and simultaneously generating a positive impact on the local economy with a rather limited investment over the time.

Both the Manchester Pride and the Sparkle Festival indeed produce **economic benefits** for the local economy, as illustrated in detail in Annex 1. The Manchester Pride receives an average estimated contribution from the Manchester City Council of £94,500 and attracts 43,000 people. The estimated economic impact sums up to £19 million (2012 data). The Sparkle Festival has a cost of £10,000, and generates an economic impact for the local economy of £2.9 million (2015).

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<sup>54</sup> [www.sparkle.org.uk](http://www.sparkle.org.uk).

### 3.2.3 Sport, culture and cinema to promote LGBTI tourism in Copenhagen (Copenhagen, Denmark)

Copenhagen is an example of a city which has built on its progressive and liberal attitudes towards LGBTI people to expand its **international exposure**. The city has a population of approximately 591,500 and is located within the capital area (Hovedstaden Region) of Denmark. It is therefore a microcosm of Danish society, hosting about one third of the total Danish population (with 1,789,174 out of 5,707,251 residents)<sup>55</sup>. According to data from 2009, almost half (45%) of all LGBT people residing in Denmark live in the Capital Region<sup>56</sup>. The city is generally regarded as progressive and liberal, with the city administration promoting policies aimed at diversity and inclusion. Its inclusion programmes and policies aim to make the city 'the most inclusive metropolis in Europe'<sup>57</sup>.

Although the core focus of these policies and programmes has been the inclusion of people from different ethnic backgrounds and socio-economic groups, the city is regarded as very LGBTI-friendly<sup>58</sup>. Many LGBTI events are hosted with the support of the Municipality. These include the Copenhagen Pride, MIX Copenhagen Film Festival and the World Outgames.

This is not a new or recent phenomenon; in truth, LGBTI events have been held in the city since the 1980s: the first edition of the MIX Film Festival took place in 1986 and the Copenhagen Pride has been taken place in the city since 1996, with a growing exposure and participation over the years. What is new, however, is the **use of media and marketing campaigns**, conducted with the aim of broadening the participation (both from locals and tourists) in the major LGBTI events (mostly since the Outgames in 2009).

The motivation behind these events is a desire to raise awareness and promote diversity and inclusion, ultimately leading to an environment where LGBTI people enjoy equal rights in Danish society. For instance, the Pride is officially described as "a human right and cultural festival that showcases the LGBTQ community and emphasises diversity and inclusion in Copenhagen"<sup>59</sup>. The LGBTI community of

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<sup>55</sup> The Capital Region of Denmark consists of the municipalities of Copenhagen and Frederiksberg, the former counties of Copenhagen and Frederiksborg, and the regional municipality of Bornholm.

<sup>56</sup> CASA, Equal and unequal? The living conditions and wellbeing of gay and lesbian people, bisexuals and transgenders in Denmark, 2009, available at: [http://casa-analyse.dk/files/rapporter-social-arbejdsmarked/2009/equal\\_and\\_unequal.pdf](http://casa-analyse.dk/files/rapporter-social-arbejdsmarked/2009/equal_and_unequal.pdf); AIDSFONDET, Rapport om behovet for viden og indsats for lesbiske, bøsser, biseksuelle og transgender, available at <https://aidsfondet.dk/sites/default/files/lgbt-liv-rapport.pdf>.

<sup>57</sup> Andersen, H.T., V. Blach, R. Skovgaard Nielsen & A. Winther Beckman (2014), Assessment of Urban Policies on Diversity in Copenhagen. Copenhagen: Danish Building Research Institute, Aalborg University.

<sup>58</sup> The Municipality of Copenhagen has been promoting LGBTI equality also in other ways. For example, it has funded two countrywide research projects on the physical health and wellbeing of LGBT people (*Equal or unequal?* in 2009 and *LGTB-Sundhed* in 2014). According to one of these studies LGBT people living around Copenhagen were more open about their sexuality in connection with workplace and schools than in the rest of the country, even though the general level of well-being among LGBT people was lower than that of heterosexual persons in a number of ways. The Municipality has also been active in fostering the creation of elderly homes with special profiles, inaugurating in 2015 the first *Rainbowprofile* in one of the homes of the city, so that elderly LGBTI people could be more open about their sexuality and gender identity within this kind of institutions: see <http://www.kk.dk/nyheder/k%C3%B8benhavn-indvier-regnbueprofil-p%C3%A5-plejehjem-under-copenhagen-pride-week-0> and <http://www.b.dk/kultur/nu-faar-danmark-sit-foerste-regnbueplejehjem-skal-vaere-plads-til-alle>; other special themes created by the city were music, sport or food, in order to create a diverse elderly care based on the interests and experiences of the guests of the institutions. Also, in 2014 one of the central squares of the city was named 'Rainbow Square' in celebration of equal rights.

<sup>59</sup> See <http://www.copenhagenpride.dk/#!/en/page/become-a-sponsor>; the term LGBTQ is used to include 'Queers' intended as those "individuals who challenge both gender and sexuality regimes and see gender identity and sexual orientation as overlapping and interconnected" (definition by Michigan University).

Copenhagen has taken a front seat in this process, and strongly branded these initiatives as a marketing opportunity for its sponsors.

A key turning point for Copenhagen was The **World Outgames** of 2009, which were one of the biggest LGBTI-targeted events sponsored by the City of Copenhagen thus far. The event was a collaboration of state as well as non state actors, with the Municipality of Copenhagen, the Gay and Lesbian International Sports Association (GLISA, the owner of the Outgames brand) and Wonderful Copenhagen (which is an organisation representing the tourism industry in the Capital Region and operating to boost business and leisure tourism in the area of Copenhagen<sup>60</sup>) coming together to set up a special company, the World Outgames 2009 Aps, for this purpose.

Besides promoting LGBTI recognition and a hate-free culture, the event had in fact a global exposure, attracting participants from all over the world to the city and putting Copenhagen on the map as a destination for LGBTI people. Communication and marketing campaigns began well in advance, with the aim of branding Copenhagen as a rainbow city, broaden participation and attract visitors<sup>61</sup>.

There were several marketing, communication campaigns and media partnerships aimed at expanding coverage and participation into the event, together with the launch of an official Outgames song (Freedom to Love).

The Outgames, along with associated cultural events and human rights promotion, took place over the course of one week. **Sports competitions** were organised across 34 disciplines at 13 different venues, together with additional activities alongside the established sports program (such as workshops and a *Run for Love*). These additional activities were targeted at those not participating in the main sport games. The main sport events were accompanied by a **human right conference**, and other initiatives aimed at raising awareness on LGBTI-related issues. **Cultural events** were also organised, including festivals (Outcities 2009), concerts, exhibitions, films and fashion shows. Alongside the games the City of Copenhagen, the Copenhagen Police and the Danish Institute for Human Rights presented their broad-based anti-hate campaign, "It is not a crime to be yourself". A **survey** on LGBTI wellbeing and health in the country was also conducted.

As already mentioned, events hosted by Copenhagen, targeting and supporting the LGBTI community and co-sponsored by the City of Copenhagen and the Capital Region also include the **Copenhagen Pride**, a week long festival which culminates with the Pride Parade<sup>62</sup>, and the **Mix Film Festival**, one of the world's oldest annual LGBTI film festivals. It is based on the screening of movies which seek to question and explore sexualities, affect the contemporary debate around gender and increase the visibility of LGBTI stories in film and media<sup>63</sup>. During the Mix Film Festival screenings are hosted in different theatres in the city for up to 10 days.

Funding and **communication campaigns** are run by both the Copenhagen Pride organisation and the Mix Film Festival to promote the events to a broad public (nationally and internationally). A media and press campaign to attract LGBTI tourism is also used by Happy Copenhagen<sup>64</sup>, a platform that is actively promoting Copenhagen as hosting city for the Euro Games and the World Pride in 2021. This markets the city as a destination for LGBTI people<sup>65</sup> and is supported and funded by the Copenhagen Municipality. In addition, in order to promote LGBTI tourism, a guide

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<sup>62</sup> [www.copenhagenpride.dk](http://www.copenhagenpride.dk).

<sup>63</sup> [www.mixcopenhagen.dk](http://www.mixcopenhagen.dk).

<sup>64</sup> [www.happycopenhagen.events](http://www.happycopenhagen.events).

<sup>65</sup> through the webpage [www.happycopenhagen.events](http://www.happycopenhagen.events).

to LGBTI Copenhagen is published every year on [www.visitcopenhagen.com](http://www.visitcopenhagen.com) and an app for smartphones has been created. The webpage provides a calendar of main events in the city, which target LGBTI people and has a thorough section on Copenhagen for LGBTI tourists and people<sup>66</sup>.

The **economic impact** of these activities has been significant, as it will be detailed in Annex 1. For example, the budget allocated to the World Outgames was DKK 49.9 million, about € 6.7 million, but the event brought about DKK 78 million (approximately €10 million) in tourism spending to the local economy. International visitors contributed more than 90% to the economic impact, making World Outgames a truly international event.

In summary, the City of Copenhagen has successfully combined the organisation and funding of events and tools to brand the city as a LGBTI-friendly destination with the promoting of a positive climate of tolerance and constructive exchange at a local level with an international projection.

### 3.3 Adding new inclusive cities on the EU map

#### 3.3.1 *Rebranding the city as LGBTI tourist destination: the Benidorm Pride (Benidorm, Spain)*

Benidorm represents another good example of how to organise and promote LGBTI events to foster greater tolerance, acceptance and inclusion whilst also providing benefits for the local economy. A town of 69,000 inhabitants on the coast of the Spanish region of Valencia (*Comunitat Valenciana*), in the province of Alicante, Benidorm is known for being a **popular summer holiday destination**. Much of this popularity is due to the “package holiday” expansion in the 70s and 80s.

Both national and international tourists have therefore chosen Benidorm as their summer holiday destination, but the town developed a reputation for overcrowding and noise pollution largely due to international tourists engaging in binge-drinking. This negative reputation has resulted in a loss of attractiveness and a decrease in the number of tourists (particularly families), who in recent years have preferred other destinations in Spain for their summer holidays, such as the Balearic Islands. Benidorm has remained attractive only to retired people from Northern and Central European countries, preferring to spend their winter months in the town.

The local economy has been negatively impacted by these changes, further exacerbated by the 2008 economic crisis. In this context, the City Council launched a **branding** of the town in order to revive it as a tourist destination and attract new types of tourists and visitors.

The *Fundación Turismo de Benidorm*<sup>67</sup> (Benidorm Tourism Foundation) was established in 2010 in collaboration with the private sector. Its aim is to promote the town and its offer internationally through a comprehensive and continuously updated tourism portal. The objective was to make of Benidorm the most important LGBTI destination in the region and one of the most important in the country.

As part of the rebranding, the LGBTI community was one of the main market segments to be targeted. One reason – according to the interviewed stakeholder and the desk review - was that the **LGBTI community** was **seen as more affluent** with

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<sup>66</sup> <http://www.visitcopenhagen.com/gaycopenhagen>.

<sup>67</sup> [www.visitbenidorm.es](http://www.visitbenidorm.es).

higher levels of disposable income. This assumption was not entirely correct. Whilst it may be true that some segments of the LGBTI community are from wealthier sections of society, particularly gay, white, educated men holding well-paid jobs, other sections of the LGBTI community are more marginalised. Nevertheless, the promoters of the rebranding campaign projected this belief on the LGBTI community in its entirety.

The **LGBTI Benidorm Pride**<sup>68</sup>, which up to that moment was a small and local event organised by local businesses and with a very limited number of participants, became the cornerstone of this new strategy. The organisers (an association named Benidorm Pride) gained support from the local government to rebrand the event to make it bigger and more structured. At the same time, the Benidorm Tourism Foundation started promoting it as the main event to attract LGBTI tourists to the town. Benidorm Pride now takes place in September over an entire week, and a smaller event - the "Pink Weekend" - takes place in May to open the LGBTI Summer in Benidorm and as a pre-cursor of Pride. Benidorm Pride has since become a profitable tourist phenomenon, whilst maintaining its objective of providing visibility to the LGBTI community.

The promotion and marketing efforts for the event are led by the Municipality of Benidorm through the Benidorm Tourism Foundation and consist of a number of activities such as, for example: the participation in specialised tourism fairs such as Fiturgay<sup>69</sup> and ITB Berlin<sup>70</sup> to present and promote Benidorm as a LGBTI destination; press trips and blog trips with specialised press and LGBTI influencers<sup>71</sup>; workshops; advertisements in specialised media and social media communication campaigns and newsletters in several languages; new image and new promotional material, including videos and a new web page with a dedicated LGBTI section; promotion of Benidorm Pride through other relevant tourism associations or bodies such as *Costa Blanca Turismo*<sup>72</sup> or Visit Spain<sup>73</sup> and during the World Pride 2017, which will take place in Madrid.

The evidence suggests that the **impact on the local economy** has been very positive.

The event attracted more than 8,000 people (both LGBTI and non-LGBTI) in 2014, the majority being foreign tourists, but also including other Spanish nationals, who travel to Benidorm for the event and stay in local hotels for several days. The overall rate of occupancy of hotels in town was 72% and in the area where most LGBTI bars and venues are located the occupancy rate was 100% during the week of the Pride. The number of attendees to the Pride rose to 10,000 people in 2015.

The economic impact will be discussed in more detail in Annex 1. Local businesses and the local community as a whole are supportive of the LGBTI community and the Benidorm Pride is a much awaited annual event for the town.

Considering the growing success of the initiative – corroborated by the figures –, Benidorm has now found itself very much on the map of international LGBTI tourism.

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<sup>68</sup> <http://www.benidormpride.com/es/>.

<sup>69</sup> <http://www.fiturgaylgbt.com/en/>.

<sup>70</sup> <http://www.itb-berlin.de/en/>.

<sup>71</sup> Gay Star News (Thirds most important portal of LGBT news worldwide) [www.gaystarnews](http://www.gaystarnews.com), in English, 5 million monthly contacts, 450,000 followers on social media; the blog Twobadtourists [www.twobadtourists.com](http://www.twobadtourists.com), in English, 35,000 monthly contacts, 50,000 followers on social media; the blog Break Away Backpacker [www.breakawaybackpacker.com](http://www.breakawaybackpacker.com), in English, 12,000 monthly contacts, 19,000 followers on social media; Button & Bly, [www.buttonandbly.com](http://www.buttonandbly.com), in English, 19,000 monthly contacts, 19,500 followers on social media; the blog Roxyedventures, [www.rexyedventures.com](http://www.rexyedventures.com), in English, 12,500 monthly contacts, 6,500 followers on social media. Total reported coverage of the campaign is 5,723,500 readers/users.

<sup>72</sup> <http://tuplan.costablanca.org/>.

<sup>73</sup> [http://www.spain.info/en\\_GB/](http://www.spain.info/en_GB/).

### 3.3.2 *Winning public support: the Prague Pride (Prague, Czech Republic)*

The example of Prague is slightly different to the other cases described so far as it starts as a **bottom-up movement** that successfully managed to bring about change, with positive spill-overs on the city's image and economy. Although small-scale Pride events had been held in a few cities in the Czech Republic, it was not until 2011 that Prague followed suit. Until that point, it was one of the last capitals in Europe that was not annually hosting a Pride event. Determined activists came together and discussed the need for such an event in the city.

Planning for the **first Pride event** began a year earlier, with the individuals involved already having some prior knowledge of organising large-scale LGBTI events, through organisation of smaller film festivals and "open air" festivals. The activists attended a number of Pride events in other cities, for inspiration, and began planning the first Pride event in Prague<sup>74</sup>. Their main objective in the first year was broad, with the aim predominantly to raise awareness of the existence of the LGBTI community in Prague. In order to do so, they felt that it was more beneficial to organise several activities across a number of days, as opposed to one large-scale party. The first event took place in 2011 and was subsequently dubbed the "Festival of Tolerance". In following years they opted to organise the event around a specific theme each year. The first event was seen as a great success and included 40 smaller events across five days with 15,000 people estimated to have attended them and 8,000 people participating in the Parade.

Despite these numbers, the event was not well received by the President of the Czech Republic. The event was publicly denounced and referred to in the derogatory manner. Nevertheless, **public support** for the event increased significantly in the following years. Other politicians have shown more progressive tendencies, with the **Mayor of Prague** now being actively involved in the Parade.

Such has been the growth of Prague Pride, that the event is now the largest of its kind in Central and Eastern Europe. Its overall objective is still to raise awareness about LGBTI issues but as in other locations, it offers a range of inclusive activities for individuals and families across the gender spectrum. The Chairman of the event, Czeslaw Walek, emphasises that a key success factor has been that they have turned Prague Pride into **an event inclusive for all. This** has, in his view, helped create a considerable effect over the last five years with political and public opposition to the event dissipating.

The activities of the Pride event initially covered five days, while the most recent Pride event (2015) spanned over seven days. Activities differ each year and take the form of workshops, lectures, debates, exhibitions, theatre, social events and, of course, the traditional parade. The number of activities has increased from approximately 80 in 2011 to 120 in 2015. Central activities of the Pride festival are the Pride Parade, a music festival in Letna Park, the Pride Business Forum<sup>75</sup>, the Pride Village<sup>76</sup>, Pride Voices<sup>77</sup> and the Pride Theatre<sup>78</sup>.

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<sup>74</sup> <https://www.praquepride.cz/en/home/>.

<sup>75</sup> <http://pridebusinessforum.workplacepride.org/>.

<sup>76</sup> <https://www.praquepride.cz/cs/pride-village/>.

<sup>77</sup> <https://www.praquepride.cz/cs/pride-voices/>.

<sup>78</sup> <https://www.praquepride.cz/cs/calendar-cz/pride-theater/>.

## Prague: one Pride, many events

- The **Pride Parade** is an annual march through the historic centre of the capital and attracts large crowds annually. In recent years, the Mayor has participated in the march;
- One of the most popular events is the **music festival** held in Letna Park;
- The Pride **Business Forum** brings together private organisations and individuals to discuss issues surrounding the promotion of sexual diversity within businesses;
- The **Pride Village** was introduced in 2013 and is a public space where individuals can gather, socialise, shop and participate in discussions, events and sports;
- **Pride Voices** is an event where prominent international LGBTI figures give lectures or seminars, and participate in discussions;
- The **Pride Theatre** was introduced in 2015 and opened for three days, offering a range of events including theatre pieces, games and a documentary screening.

Events are also held at the so-called Pride House. This House is located at the Centre for People in Need, on the premises of Langhans, and throughout the week attendees can follow lectures, discussions and debates there. They can also learn about the history of the Czech LGBTI movement, as well as other topics related to the LGBTI community both in the Czech Republic and abroad.

The highly significant **economic impact** of the Prague Pride has been extensively assessed and reported in several annual publications. Its cost in 2015 (borne by the City Council) was CZK 4.2 million (approximately €155,382), it attracted 76,000 participants and generated a return of CZK 140 million (€5.2 million) for the local economy. To conclude, the Prague Pride is a good example of how the organisation and support of LGBTI events can have a number of positive impacts. The event not only fosters acceptance and inclusion of LGBTI people, but also helps put equality demands of LGBTI people on the political agenda so that they can no longer be ignored. The increasing economic importance of the event is a **leverage for the local LGBTI community to obtain more rights** and more equality.

## 4 Urban policies and urban renewal to attract LGBTI residents

### 4.1 Gentrification processes and LGBTI residents

The relationship between the LGBTI community and the city has been often studied in the context of broader urban change processes which have implications for social cohesion and the local economy. One of these processes is related to the so-called gentrification of urban spaces and neighbourhoods.

The concept of “gentrification” – as pointed out in a large corpus of literature on urban studies and urban sociology - refers mostly to the replacement of a social class (usually less affluent) by another (usually more affluent) in a specific area of a city (usually relatively central and previously having little investment and areas of deprivation).

In the case of the LGBTI population, the concept of “**gaytrification**”<sup>79</sup> has been created to identify a specific process of gentrification. In existing research and literature, LGBTI individuals search for spaces of aggregation and where they can live their life and sexuality without the need of hiding themselves and without feeling discriminated against or even being attacked. They have often, as a result, moved into run-down, declining and deprived neighbourhoods in central areas of specific cities. These areas have subsequently seen a process of regeneration, promoting the local economy (local businesses and increased property values) and making the area more attractive initially to other LGBTI residents<sup>80</sup>, and later also to other new residents. In this process the **local governments** can often play a role of support and promotion of the gentrification process, carrying out urban **regeneration** activities to increase the quality of life in those areas, also in response to social demands coming from the new residents. So far, this process has been active in most of the major US cities (San Francisco and New York), and some European cities. In this chapter the cases of Chueca in Madrid and Canal Street in Manchester are presented.

### 4.2 Transforming neighbourhoods through regeneration projects

#### 4.2.1 LGBTI community and urban space in Madrid: the case of Chueca (Madrid, Spain)

Chueca is often referred to as an example of gentrification started by the LGBTI community, which over time completely transformed the area from being highly degraded and impoverished with very low property values and an ageing and low-income population, into a vibrant area with higher property values, a population of more affluent and younger people and a flourishing economy.

Chueca is an area of the *Justicia* (Justice, so called for the presence of Courts) neighbourhood within the administrative district of Madrid Centro. It is located in the geographical and historical centre of Madrid, between the Gran Vía, Calle Fuencarral and Calle del Barquillo. The name of the area comes from that of a square (Plaza de Chueca) dedicated to 19<sup>th</sup> century music composer Fernando Chueca.

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<sup>79</sup> The term “gaytrification” is frequently used in relevant literature to refer to the gentrification process in which the LGBTI community is directly involved. “Gay” is often used by some scholars and also in non-specialised press as a proxy of the acronym LGBTI, even this is clearly incorrect and does not pay justice to the complexity of the LGBTI population.

<sup>80</sup> Ruiz, Paul, *Urbanism and Gay Identity*, in *New Visions for Public Affairs*, vol. 4, Spring 2012, School of Public Policy and Administration, University of Delaware.

Back in the 70s, the area of Chueca - as others in the centre of Madrid – lost a significant amount of its young population (mostly as a result of changing housing patterns) and therefore experienced an ageing population and an overall decrease of total average available income. Most commercial activities closed down due to lack of demand from local residents and the area degraded quickly with crime rates increasing. Drug dealers and sex workers took over streets and squares of Chueca, which became progressively insecure and were avoided by most of the *madrileños*<sup>81</sup>.

In this context, gay people, male-to-female transgender people, and to a lesser extent lesbians, were looking for affordable housing and started moving to the *barrio*. They opened **bars, clubs and other shops**, creating a network of commercial venues across the area. They also invested in the then inexpensive **houses** and **flats** and offered a range of **services**, initially to the local LGBTI community, and later on to everyone.

The “gaytrification” of the area continued during the 80s, in the years following the end of the dictatorship in Spain, in the context of the sociocultural renaissance movement that in Madrid took the name of “*movida*”. By the 1990s, Chueca had become an internationally renowned LGBTI neighbourhood, with a very lively economy, a completely new demographic profile, and a flourishing real estate market with increasing prices.

In this context, the Madrid City Council supported the urban regeneration of the area in a number of ways. Initially, it intervened with a “**light touch**”, through the regulation of commercial permits and authorisations. Later on, the Council made **direct investments** in regeneration projects in the area, such as pedestrian areas, regulation of traffic and parking, street furniture, refurbishment of squares, and a local covered market.<sup>82</sup> After 2000, a system of **financial incentives** was set up: the City Council included Chueca in the urban regeneration scheme “Área de Rehabilitación Hortaleza” (2005 to 2008), through which financial incentives were made available to refurbish buildings and commercial venues. Incentives were based on a number of individual circumstances, on the type of tenancy (owner living in own property, rented houses) and on the type of works to be carried out. Incentives of between 30% and 75% of the total expenditure were provided. Furthermore, between 2006 and 2011 the extensive refurbishment of the Mercado de San Antón was carried out and the old, popular market was transformed into a gourmet market which includes a range of high-standard restaurants<sup>83</sup>.

The urban regeneration of Chueca was promoted for a number of reasons. First of all, Madrid’s LGBTI community had grown over time and had become – thanks to its location in Chueca – more visible. Most importantly, it had become a politically and economically influential group. This had somehow obliged the City Council (led during the 90s and until last year by the right-wing anti-LGBTI *Partido Popular*) to consult the LGBTI community at least on matters related to the community itself. Furthermore, the recognition of same sex marriages in Spain in 2005 undoubtedly improved the social acceptance of LGBTI people amongst citizens and facilitated local and regional policies in support of the LGBTI community.

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<sup>81</sup> Bolvin, Renaud Rene, *Rehabilitación Urbana y Gentrificación en el Barrio de Chueca: la Contribución Gay*, in *Revista Latino-americana de Geografía e Género*, Pomta Grossa, v.4, n.1, p.114-124, jan/jul. 2013; Garcia Escalona, Emilia, “*Del armario al barrio*”: *aproximación a un nuevo espacio urbano* in *Anales de Geografía de la Universidad Complutense*, 2000, 20: 437-449.

<sup>82</sup> Some areas were pedestrianised, such as the Plaza de Chueca, and Plaza Vazquez de Mella, where a large underground carpark was created. There are currently plans for a further 11 streets to become pedestrianised after the summer of 2016. Furthermore, existing pavements are being refurbished and protected with parking bollards to prevent illegal parking.

<sup>83</sup> [http://www.mercasa.es/files/multimedios/1387559987\\_Mercado\\_de\\_san\\_anton\\_77-82.pdf](http://www.mercasa.es/files/multimedios/1387559987_Mercado_de_san_anton_77-82.pdf).

Second, the local government had already started a more extensive regeneration of downtown Madrid in the 90s, and this regeneration was eventually extended to Chueca and other areas of the centre that were initially not included, such as La Latina or Lavapiés.

While the main objective remained to promote the quality of life for residents and improve socioeconomic indicators, there was also an interest in promoting Chueca as a **tourist destination** for LGBTI people, with the former mayor of Madrid signing an agreement with Berlin to this purpose<sup>84</sup>. Among other things, the official website of the City Council was updated by publishing a LGBTI guide<sup>85</sup>, information about Chueca and its nightlife<sup>86</sup>, and a description of the annual Gay Pride<sup>87</sup>.

Chueca is still officially recognised as the “gay neighbourhood” of Madrid, a sort of “brand” attracting tourism and pushing the economy. It is now **functionally and economically integrated in the centre** and is a popular nightlife destination for everybody. However, the increasing house prices and a loss of the “feeling of community” has recently resulted in part of the LGBTI community to move in new central areas, such as the more affordable and popular *barrio de Lavapiés*. This issue brings new challenges, which will need to be addressed in order to retain the LGBTI community and keep the climate of acceptance and inclusion that has characterised the area for so long., However, it also brings opportunities. These include the ‘expansion’ of a culture that is LGBTI friendly into other adjacent neighbourhoods along with the businesses and development possibilities that this expansion could offer.

#### 4.2.2 *The “Gay Village”: urban regeneration of Canal Street (Manchester, United Kingdom)*

As mentioned earlier, Manchester today has the United Kingdom's largest LGBTI community outside of London and is renowned for its “Gay Village”. The Village developed alongside the Rochdale Canal, which was opened in 1804 and was used to move raw materials and finished products between the cities of Manchester and Liverpool. When the cotton and trade industry located along the canal declined in the beginning and mid- 20th century, the area entered a period of abandonment and degradation. As a geographical space the area deteriorated and saw a growth in rates of crime, characterised by the presence of sex work, drug dealing and other illegal activities. The majority of buildings around the canal were disused warehoused and by the 1960s the area was a rundown part of the city centre, left to decay, with the only advantage of supplying cheap and vacant premises ready to be reused.

As a result of this, the area had started to be used by gay men to meet secretly<sup>88</sup>. When homosexuality was decriminalised, LGBTI bars and clubs began to open in the area of Canal Street: the Rembrandt, New Union, and Napoleon’s are some of the most popular bars and clubs that opened at the time. The term “Gay Village” was first used in 1984 in a local newspaper, and in 1991 the area was referred to by city planners as a separate planning area.

It was not until the **1980s** that the area saw significant **regeneration** or economic growth. In 1984, the labour government of the city started supporting the LGBTI

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<sup>84</sup> <http://www.elmundo.es/madrid/2014/03/05/531714faca4741c03a8b4576.html>.

<sup>85</sup> <http://www.esmadrid.com/guia-lgtb-madrid>.

<sup>86</sup> <http://www.esmadrid.com/lgtb-madrid>.

<sup>87</sup> <http://www.esmadrid.com/agenda/fiestas-del-orgullo-gay-madrid>.

<sup>88</sup> Homosexuality was a criminal offence in the UK until 1967, when it was decriminalised for individuals aged over 21.

community, but without a specific plan for urban planning or regeneration of the Village. Public investment was made as a result of a larger programme for urban regeneration (not targeting the area exclusively) in the city of Manchester. In 1988 the Central Manchester Development Corporation was created to promote housing redevelopment in the city centre. Much of the housing offer was targeted at a gay audience.

At the same time, the **LGBTI community** became more active and involved in the fight for equal rights and against HIV. This mobilisation of the LGBTI community translated into a higher level of organisation, with the establishment of several groups supported by more funding. Mobilisation in the fight against discrimination was particularly spurred by the introduction in the Local Government Act of a section which prevented local authorities from adopting any measures or publishing any materials which could intentionally be promoting homosexuality or its acceptability as a family relationship.<sup>89</sup> By then, the city council of Manchester and its political leadership had already developed a far more progressive approach to the issue than the national Conservative government of Margaret Thatcher. The **City Council** was active in its support of the LGBTI in the campaign against Section 28.

In 1992, Carol Anscow and Peter Dalton opened *Manto*, the first gay bar on Canal Street to have look-through windows, becoming an architectural icon in the neighbourhood. This is regarded within the Village as a revolutionary moment, with the area previously characterised by covered windows and a strongly male-dominated scene. In light of the economic success of this reality, new bars and pubs opened on Canal Street and investment in the area increased substantially.

In 1999 the television series "Queer as folk" put the Village in the spotlight. The series accelerated the development and increased the popularity of the village, almost romanticising it. At the end of the 90s many LGBTI people migrated to Manchester, particularly in the area of Canal Street. While a peak in the number of LGBTI people wanting to move to the neighbourhood was recorded, non-LGBTI individuals were also increasingly attracted by the area<sup>90</sup>.

The urban regeneration of the Gay Village was not, however, promoted under a specific policy or plan; it was, at least at the start, a spontaneous phenomenon. It was the result of the entrepreneurialism of LGBTI business owners and the engagement of the LGBTI community in developing an area, which could meet their needs and desires, enabling them to live peacefully, gather, and develop. The main motivation behind the creation of the Village was the creation of a safe geographical and social space with a strong sense of belonging.

Further **regeneration** of the area was later driven by a need to improve the quality of life, upon the request of the growing LGBTI community. Local government started promoting urban regeneration activities, trying to address, in consultation with the LGBTI community some of the issues created by the increased popularity of the neighbourhood, and the resulting changes in the nightlife of the city (and the area). Manchester City Council therefore developed a strong support for the LGBTI community and heritage over the time. This manifested itself in the partial funding of events and activities carried out by the LGBTI community, such as the Europride and the Manchester Pride, walking tours exploring the history of the community and several other initiatives.

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<sup>89</sup> Section 28, Local Government Act 1988.

<sup>90</sup> For example, see Hindle P. (2001) The influence of the Gay Village on migration to Central Manchester, in North West Geography, Vol. 1, no. 1 <http://www.mangeogsoc.org.uk/pdfs/hindle.pdf>.

In addition to that, as Canal Street and the village were recognised by the City Council as one of the main **destinations for tourism** in the city, measures were taken to increase the number of visitors further. These aimed to make the Village even more attractive. For example, Canal Street and other streets in the area were pedestrianised on the weekends which also helped to improve access and safety for Village residents.

The area also benefited as a result of a **more general strategy** of the Municipality to improve the quality of the central urban area and develop the city centre. For example, the construction of the Curve bridge introduced a new pedestrian stream from Piccadilly Gateway into the east end of the Village, boosting daytime and retail activity. The refurbishment of Whitworth Street also has positive effects in terms of accessibility and regeneration of the Village.

The Village is now **a hub for the LGBTI community**, with a number of targeted services and resources, in addition to a leisure-driven night-time economy. It has thus transformed from a deprived and under-used space, into a commercial area with more than 100,000 jobs in the service and retailing industry. The Village makes a significant contribution to the local economy attracting between 15,000 and 20,000 visitors each weekend and hosting some of the biggest events in the city (such as the Manchester Pride Big Weekend). Twenty-five of the business venues in the area are members of the Village Business Association, an organisation aiming to represent the LGBTI community and to ensure that the Village remains a welcoming and inclusive public space.

However this is not without its pitfalls. The economy of the Village appears dependent on the nightlife, and issues of **safety, security and crime** are also reported. According to a City Council report, for example, the village is ranked the highest in terms of instances of theft and assault out of 67 north Manchester districts. These instances of crime are mainly concentrated over the weekend, from late night through to early morning.

As well as safety, **social challenges** also exist, mainly relating to tension between the LGBTI community and certain sections of the non-LGBTI population. There is also a fear among the LGBTI community that the character and spirit of the Village is under threat due to the increased use of the area for hen and stag parties. In addition, the business population of the Village is now lobbying for a higher level of public services (such as street cleaning and lighting), which have so far been difficult to find.

For these reasons, the City Council, together with the Village Business Association, the LGBT Foundation, Cityco (Manchester's city centre management team), the City Centre Neighbourhood Delivery Team and Greater Manchester Police (GMP) have started to cooperate to find ways to move the economy of the Village away from alcohol-led activities, whilst also ensuring that the Village remains a vibrant area. A **Village Action Group** was founded for this purpose in 2013, bringing together key stakeholders with a strategic, financial or safety interest in Gay Village (including residents, City Council, GMP, and businesses) to develop an action plan. In addition, a programme of voluntary surveillance (Village Angel programme) was launched in 2012 to overcome safety challenges<sup>91</sup>.

In conclusion, Canal Street is a good example of how the local administration can act to support the transformation of a once largely derelict urban area into an area where

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<sup>91</sup> Sources: Hindle, Paul (2001). The influence of the Gay Village on migration to central Manchester, North West Geography, Vol 1, No 1.; Manchester City Council, Report - strategic plan for Manchester city centre 2009-2012; Manchester City Council, The State of the City Report - Communities of Interest 2014; Manchester City Council, Local Development Framework, Manchester Core Strategy 2012 to 2027.

the LGBTI community can live freely and grow, whilst feeling safe and accepted. Furthermore, Canal Street is also open to the rest of the city and the general population. It will require the continued support and investment of the local government to remain like that.

## 5 Conclusions and recommendations

The study identified and analysed practices in ten cities belonging to eight EU Member States across three types of measures taken by municipal governments, regions or other public authorities in the following areas:

- Social inclusion of LGBTI individuals;
- Promotion of LGBTI tourism;
- Supporting urban regeneration in LGBTI-friendly neighbourhoods.

### 5.1 Different approaches to local LGBTI inclusion

In the area of social inclusion, different institutional approaches to the local provision of policies and initiatives in the area of LGBTI equality were identified. They differ in the extent to which local government provides services directly instead of coordinating initiatives of non-governmental actors, and for the comprehensive or sectoral focus. These approaches are not mutually exclusive and at times overlap or sometimes evolve from one to another.

The first approach is the setting up of a specific **permanent structure** (an office or department within the city council organisation) to provide services to promote LGBTI equality whilst also giving visibility to the commitment of the government towards LGBTI equality. This was seen in the LGBTI Unit of Berlin City in Germany, the LGBT Service of Turin City Council in Italy and the LGBTI Programme of Comunidad de Madrid in Spain.

The second approach is the promotion of LGBTI inclusion through the **coordination (and funding) of local actors** under **a comprehensive strategy**. This has been seen in the cases of Amsterdam and (in a less formalised manner) Manchester.

Finally, a third approach to promoting LGBTI inclusion is the **funding of initiatives in certain areas (e.g. employment) or targeting precise groups (e.g. transgender people)** in order to respond to specific needs. This may include programmes or initiatives carried out by the local authority or other actors. Examples of this type can be seen in Madrid and the LGBT-friendly certification scheme in Ljubljana.

### 5.2 A varied typology of actions

Different **types of action** to foster LGBTI equality at local level and carried out under the umbrella of these approaches could be identified. These range from the adoption of municipal bills, plans and strategies through to awareness raising and communication campaigns; from training for staff of local institutions to counselling for LGBTI individuals; from research and documentation centres to the organisation of events.

In the area of **promoting LGBTI tourism**, the study highlighted that the organisation of events targeted at the LGBTI population or addressing LGBTI themes is the most widespread tool to attract LGBTI tourism. In some cases, this is part of broader communication campaigns promoting the city as an LGBTI destination.

Limited evidence of **urban regeneration programmes** in LGBTI-friendly neighbourhoods was found in the study. In the retrieved cases of Madrid (Barrio de Chueca) and Manchester (Canal Street area) similar patterns were found. Both locations saw LGBTI individuals searching for spaces of aggregation and where to live their life openly and safely moving into run-down, declining and deprived

neighbourhoods in central areas of the city. They initiated a process of regeneration of the urban space, promoting the local economy (local businesses and increased property values) and making the area more attractive; initially for other LGBTI residents, and later also for other new residents. Local governments supported this process, carrying out urban regeneration activities to increase the quality of life in the targeted areas.

### 5.3 Positive impacts on LGBTI communities, though better evidence is needed

The views of stakeholders consulted and the information collected point to a positive impact of the analysed initiatives on the quality of life of LGBTI individuals. This was achieved through their **social inclusion** and the promotion of a **general climate of acceptance and tolerance**. There is also indication of a positive impact on other members of the local community, who can enjoy the benefits of diversity from an economic point of view.

However, there is **limited availability of financial and other data** to assess the costs and benefits of the initiatives carried, as illustrated in this report. Statistical data on LGBTI individuals and LGBTI equality are generally not available in the public domain or not gathered at all. In addition, economic, labour market and social inclusion indicators are often not measured on a local level. In particular, measures aimed at the social inclusion of LGBTI people, but also some urban regeneration initiatives, are rarely monitored in relation to their financial aspects. These measures are promoted for the **purpose of achieving social justice and social inclusion** and there is little attention towards the economic and financial dimension. Furthermore, in many local contexts, evaluation and monitoring of public expenditure are not carried out systematically and activities for LGBTI inclusion are accounted for under broader budget headings. All the above means that outcomes and impacts of the initiatives on LGBTI lives and on the local society and economy cannot be properly analysed. Only for LGBTI tourism initiatives and events the availability of quantitative data allowed for analysing the budgetary allocations and impacts on the local economy, although data were incomplete for these as well.

### 5.4 Key success factors and recommendations

These limitations notwithstanding and based on the analysis of the information collected, it was possible to identify some features that contributed to the success of the examined local initiatives to promote LGBTI inclusion and which should become part of any such initiative. However, they do not represent all the factors that positively affected implementation and results; contextual elements such as culture, history and the existence of equality legislation at national level (e.g. on same-sex marriage) are also important. The success factors are presented in the following paragraphs in the form of recommendations.

#### **Political commitment**

The first important success factor is strong political will. This has been crucial to initiate and bring forward the promotion and support of LGBTI equality policies. Government support combined with political backing, as displayed in the cases of Berlin, Madrid, Turin, and Ljubljana, has taken shape in several ways. It ranged from merely symbolic to more substantial support, such as the designing and funding of local public policies or the funding of initiatives carried out by other actors. Funding is provided not only through grants offered for the organisation of events or activities, but also through tax benefits.

## **Participatory approaches**

Another important factor is the involvement of LGBTI individuals and their associations as well as other stakeholders in a participatory consultation process, possibly supported by research and needs assessments. This allows initiatives to focus on clear community needs, to build “ownership” and generate a feeling of empowerment and collective control. Participation and involvement of NGOs and the wider LGBTI community were reported in most of the analysed cases and had a positive influence on the design and implementation of initiatives.

## **Develop partnerships and synergies**

Several initiatives covered by this study have been implemented by local governments in close cooperation with a number of different actors, such as other public authorities, NGOs, industry associations and community groups.. Cooperation has worked especially well in Turin, Amsterdam, and Manchester. All relevant opportunities for partnerships and synergies to enhance impact and expand available resources should therefore be carefully considered. These can include cooperation with national institutions and social partners, partnerships with NGOs, charities and associations. When implementing joint actions, it is essential to ensure coordination of efforts to avoid duplication. Strategic planning is the best tool to achieve such coordination, and the example of Amsterdam is clear in this respect.

## **Sound design and planning**

Careful design and planning of individual initiatives appears to be a crucial factor to enhance impact. Initiatives should rely on a good logical framework; set realistic, clear and measurable objectives; be based on reliable evidence; correctly identify beneficiaries by making the necessary distinctions between the various components of the LGBTI community and respond to their needs. They should involve beneficiaries and stakeholders from the conceptualisation phase. In the cases where this was done (in Madrid, Amsterdam, Turin, Berlin for example, the LGBTI community was consulted to assess needs and promote participation) it produced good results.

## **Data collection, research, monitoring and evaluation**

The availability of empirical evidence, research and data is limited across the cases. With a few exceptions, the design of initiatives was not based on research results providing an accurate picture of the context of the beneficiaries and their needs. The case studies showed that initiatives designed on the basis of evidence and research findings produced good results. Therefore, data collection and research activities should be supported to understand the complexity of the context and needs of the LGBTI community. This would also help calculate the benefits of initiatives and to formulate specific, tailored solutions which correctly target the beneficiaries. Local authorities should require and promote the inclusion of questions on LGBTI issues in public surveys on safety, health, employment, etc. Questions relating to the prevalence of violence, health care dependency, income and labour status, analysed with sexual orientation and gender identity as a variable, would allow the measurement of differences in experiences in these fields between LGBTI and non-LGBTI people. The business cases for inclusion measures could then be calculated based on this evidence. In addition monitoring and evaluation mechanisms should be established in local government offices. Progress and results should be monitored through a set of indicators based on systematic data collection.

## **Organising events**

The organisation of events works especially well in the area of LGBTI tourism and also promotes LGBTI equality. It contributes to give an increased visibility to LGBTI people and the issues they face in the wider society, while simultaneously allowing the local

community to enjoy the economic benefits of increased tourism. At the same time, events provide an opportunity for the local population to get to know LGBTI people better. Targeted events (e.g. on and with transgender or intersex people) or thematic events (e.g. cinema, theatre) can be organised in order to take full consideration of the complexity of the LGBTI community.

### **Establishing a permanent office**

Local administrations committed to supporting LGBTI rights and equality should establish a permanent office (with permanent staff) dealing with LGBTI issues in order to give a strong political message of commitment and provide official visibility to the support to the LGBTI population. A permanent structure allows for continuity and follow-up of the implementation of activities. Moreover, it provides a stronger voice in the local administration and can also be the reference body for monitoring and evaluation. Turin, Madrid and Berlin are good examples of this approach.

### **Promoting more small-scale initiatives**

Although large scale events such as the Pride have a significant impact on the local economy, visibility and inclusion of LGBTI people, they also require significant funding and extensive management capacity. Smaller-scale actions can include minor changes to local legislation and acts and assigning LGBTI equality objectives to local administration managers. They also include carrying out symbolic actions such as celebrating the International Day Against Homophobia (IDAHO); requiring compliance with antidiscrimination policies from suppliers; displaying the rainbow flag at the Pride event; mentioning the LGBTI community in public speeches; and portraying diversity in municipal publications and online information. Such small-scale initiatives have relatively low or no costs and promote LGBTI inclusion and equality in a very effective way. Local administrations should therefore implement more of them. For example, in Turin the participation of the City Council to the IDAHO is officially approved by the plenum and gives visibility to the LGBTI community, and in Ljubljana, the rainbow flag is displayed on the castle on the 28<sup>th</sup> of June to show solidarity with LGBTI people.

## **Annex 1 - The economic benefits of LGBTI diversity for cities and regions**

### **A.1.1 Does LGBTI diversity benefit cities and regions? An overview**

This Annex aims to present the available quantitative evidence on the economic impact of LGBTI diversity policies on the economies of cities and regions. There is, in general, a scarcity of data allowing an accurate estimate and quantification of the benefits and costs of these policies. In the area of policies and initiatives for LGBTI inclusion at local level, data on the impacts of the public expenditure have tended not to be collected in a systematic way. The fieldwork highlighted, however, that initiatives in the area of LGBTI rights and inclusion are often justified, not from an economic point of view, but essentially with ethical and social justice motivations. Economic considerations, therefore, are seen as largely secondary, or complimentary, to the wider social impacts. Examples of indicators that can be used to look at improved physical and mental health include a reduced need for health and medical care, improved access to employment, lower exposure to violence, discrimination and harassment.

Furthermore, in several of the cases analysed and presented it was not possible to ascertain the total cost of initiatives. In some instances this was because LGBTI inclusion policies were funded and accounted for in the general budget for social affairs rather than separately. In other cases it was because LGBTI inclusion had been promoted through legislation rather than programmes or actions. There were cases where the information about funding was not publicly available or disclosed.

Stakeholder's perceptions of the overall impact of the initiatives were, nevertheless, extremely positive. This was particularly the case with regard to the quality of life of LGBTI individuals, the creation of a climate of greater tolerance, acceptance and openness at a local level. This was believed by interviewed policy-makers to result in greater social inclusion of LGBTI people and other minorities.

In the field of initiatives to attract LGBTI tourism, information about the cost of the events and data regarding the number of participants, average expenditure and hotel occupancy rate was gathered and is presented in this chapter. The information is, in some cases, comprehensive and complete as it has been systematically collected by the organisers of the events, mostly for accountability purposes. In other instances, it was found to be very limited and fragmented. For these case studies the used sources were mainly the media or institutional websites. Furthermore, although information about tourism is normally collected by national statistical offices, figures are not available for specific categories of tourists.

Finally, in the field of urban policies and urban renewal to attract LGBTI residents, publicly available information does not facilitate the quantification of economic benefits. Official statistics on economic activities and property values are not available for specific sub-areas or zones of the city and therefore it was not possible to analyse long term trends and economic impact of "gaytrification" in the selected case studies.

However, existing research seems to converge on a positive impact from an economic point of view. In spite of this, a number of social drawbacks have also been reported. For example:

- property values and rents have increased dramatically, and as a result the least affluent members of the LGBTI community are moving out;
- people who are not part of the LGBTI community are moving in, changing the local social fabric;

- higher levels of noise, crowd, crime, and lack of cleanliness, are now reported in relation to the nightlife, which has been increasingly attracting non-LGBTI individuals.

The remainder of this chapter presents the available data referring, as mentioned, to initiatives to attract LGBTI tourism. This helps build a picture of the economic impact of the selected initiatives.

### A.1.2 Benidorm Pride (Benidorm, Spain)

**Initiative: Benidorm Pride and city marketing initiatives**  
**Promoter: Benidorm City Council through the Fundación Turismo de Benidorm**  
**Number of participants to Benidorm Pride in 2014: 8,000**  
**Rate of hotel occupancy in 2014: 72%**  
**Rate of hotel occupancy in city centre in 2014: 100%**  
**Number of participants in Pride events in 2015: 10,000**  
**Increase of foreign tourists (2005-2015): 34.9%**

The data indicates that even though Benidorm Pride has not lost its original objective of giving visibility to the LGBTI community, it has become a profitable touristic phenomenon. In 2014 more than 8,000 people (both LGBTI and non-LGBTI) attended the event, the majority being British citizens, but also including other Spanish nationals, who travel to Benidorm for the event and stay in local hotels for several days. The occupancy rate of hotels was 72%, but in the area where most LGBTI bars and venues are located (the *casco antiguo*) the occupancy rate was 100% during the week of the Pride. In 2015 about 10,000 people attended the pride events.

It is not possible to identify a clear relationship between the promotion campaign carried out by the City of Benidorm (through the Benidorm Tourism Foundation and Visit Benidorm) and the figures reported above. However, the official data collected and released on a monthly basis by the National Statistical Office on tourism (Table A1 below) in Benidorm indicate that there has been a 30% increase in the number of foreign tourists present in the town in September between 2010 and 2015 (compared to 2.4% for Spanish residents). There has also been a 30.9% increase in the number of nights foreign tourists have spent in hotels in the area (compared to -5.6% of those of Spanish residents). This data represents an improvement when compared to the 2005-2015 trends with regards to the foreign resident tourist component.

**Table A1 - Number of tourists and number of hotel nights in September by residency (in Spain/foreign) of tourists in Benidorm, years 2005-2015 (N)**

Year (September)	Tourists			Hotel nights		
	Resident in Spain	Foreign resident	Total	Resident in Spain	Foreign resident	Total
<b>2005</b>	74,716	76,629	151,345	474,057	629,172	1,103,229
<b>2006</b>	99,955	85,077	185,032	520,499	590,481	1,110,980
<b>2007</b>	77,836	77,986	155,822	498,129	573,133	1,071,262
<b>2008</b>	73,615	84,462	158,077	478,215	575,517	1,053,732
<b>2009</b>	95,732	70,371	166,103	510,893	484,627	995,520
<b>2010</b>	84,786	73,657	158,443	515,749	499,628	1,015,377
<b>2011</b>	86,277	84,618	170,895	543,240	530,886	1,074,126
<b>2012</b>	95,020	84,152	179,172	549,250	550,501	1,099,751

Year (September)	Tourists			Hotel nights		
	Resident in Spain	Foreign resident	Total	Resident in Spain	Foreign resident	Total
<b>2013</b>	88,547	97,083	185,630	505,136	612,748	1,117,884
<b>2014</b>	85,190	95,801	180,991	510,045	601,949	1,111,994
<b>2015</b>	82,727	99,339	182,066	486,766	650,179	1,136,945
<b>2010-2015</b>	-2.4%	34.9%	14.9%	-5.6%	30.1%	12.0%
<b>2005-2015</b>	10.7%	29.6%	20.3%	2.7%	3.3%	3.0%

Source: Instituto Nacional de Estadística.

As mentioned, it is not possible to identify a clear and unique relationship between the described trends and the campaigns run by the City Council (in particular for the LGBTI segment). Nevertheless, considering that the campaign to attract LGBTI tourism was initiated in 2010 with the specific goal of bringing in foreign tourists, and bearing in mind that the Benidorm Pride takes place in September, it could be inferred that such increasing trends could also be the result of promotion campaigns carried out from 2005 onwards.

### A.1.3 Brighton and Hove Pride (Brighton and Hove, United Kingdom)

**Initiative: Brighton and Hove Pride**  
**Promoter: Brighton and Hove City Council**  
**Cost: £1.2 million (€1.4 million)**  
**Amount raised for the LGBTI community (2012-2015): £200,000**  
**Estimated economic impact on the city in 2015: £18 million in tourists spending**

Approximately 1.2mil are being spent on the Brighton and Hove Pride. A partial breakdown of these costs is available for 2015:

- The costs for security amounted to £163,320 with an additional cost of £22,400 for police support and £12,000 for additional measures due to a security alert on the Pride;
- the costs for the Pride Village party amounted to £166,404 (which included part of the security costs above).

The largest contributors to the year event were Legends, donating £5,000 to sponsor a *Cabaret Tent* in Preston Park (at the Pride Village Party) and raising about £1,500 from the *Sunday Cabaret Fundraiser*.

Since 2012, Pride has raised over £200,000 for local LGBTI community groups. By 2015 this funding had reached a peak of £90,000, raised through the Rainbow Fund. In 2015 Brighton Pride supported through the Rainbow Fund grants initiatives such as:

- the *Allsorts Youth Project*, which provides vital support for young people;
- *Mind Out*, which delivers pioneering work for people with mental health issues;
- *GEMS* and *Older And Out* both organisations providing essential social networking and support opportunities for older LGBTI people; and,
- *LGBT Community Safety Forum*, which delivered in 2015 the *Accessibility Matters* project in 2015, making Pride more accessible to disabled, blind, deaf and elderly people.

In 2015, furthermore, an independent board was established to facilitate a new fund, the Social Impact Fund, aimed to benefit the city's communities in those areas, which are most affected by the social impact of Pride. £10,000 was donated directly to the Social Impact Fund, with contributions from venues benefitting from the 2015 Pride Village Party (£250 for small venues and £500 for large venues) raising a total of £7,750.

Among the projects sponsored under this Fund were a dance school for vulnerable women, a sports club for elderly people and a playground for children in one of the city's biggest parks. Other measures taken by the Fund were the planting of trees and the installation of security lighting in different areas of the city.

In 2015, Brighton Pride conducted an online public survey with almost 3,000 people participating.

According to the organisation of the event, the results indicated that:

- Over 60% of visitors come from outside the city with a large percentage arriving by train;
- 90% and 77% of visitors respectively felt the Festival and the Village Party were safer since the events were ticketed in 2015;
- About 30% of the visitors chose to stay in a hotel or Bed & Breakfast accommodation;
- 65% of respondents said that they visited restaurants in Brighton and 41% went shopping during their stay;
- 73% preferred the 2015 Parade route with 90% feeling there was a good mix between community and commercial entries;
- 87% felt there was a good diversity of entertainment, with 84% feeling it was good value for money.

Based on the survey, the management of the event estimated that Pride generated at least £18 million in revenues in 2015. This was accounting only for those people who bought tickets for at least one of the Pride events, thus not including those visitors that exclusively participated in the free Parade.

In addition, Pride has been acknowledged as one of the most popular cultural events in the UK by national media outlets (The Guardian, Attitude, Independent, WINQ Magazine). Lonely Planet also defined the event as one of the best in the world.

#### A.1.4 World Outgames 2009 (Copenhagen, Denmark)

**Initiative: World Outgames 2009**

**Promoter: City of Copenhagen, Capital Region of Copenhagen, Wonderful Copenhagen**

**Cost: DKK 64 million (€8.5 million)**

**Contribution of Copenhagen City Council: DKK 25 million (€3.4 million)**

**Estimated economic impact on the city: DKK 78 million (€10 million) in tourists spending**

The World Outgames 2009 budget originally amounted to approximately DKK 64 million, equivalent to about €8.5 million. This budget was subject to four reductions, due to the economic downturn in 2008 and 2009. As a result, the final budget allocated to the games was DKK 49.9 million, about € 6.7 million (excluding donations in kind, which were made by material sponsors and suppliers for about DKK 5 million).

The main sponsor and partner of the games was the Municipality of Copenhagen, which contributed with approximately DKK 25 million (about €3.4 million). Other municipalities and the Capital Region of Denmark, private actors and foundations (e.g. Scandinavian Airlines, IBM, Politiken newspaper, The Tuborg Foundation and Primetime) also took part in the event as sponsors. Furthermore, a donation campaign was launched in Denmark (called "*Mange bække små*" - "*Every little helps*") to address the reduction in foundation donations due to the economic crisis.

As a result of the marketing and communication campaign, the World Outgames were represented in 157 events from April 2008 to March 2009 and covered in more than 120 newspaper articles or magazines.

The human rights conference involved about 100 workshops, with around 350 speakers from 80 countries worldwide, and between 700 and 900 delegates attending. As an output of the conference, the publication "Copenhagen Catalogue of Good Practices" was published in collaboration with the Danish Institute for Human Rights.

According to a report on the tourism economic impact of the games, the event brought about DKK 78 million (approximately €10 million) in tourism spending to Denmark and Copenhagen, with restaurants and accommodation receiving more than half of this amount, and shops, transport, leisure activities and the other type of services that tourists normally buy accounting for the other half. International visitors contributed more than 90% to the economic impact, making World Outgames a truly international event.

The average total budget of travellers was about DKK 9,800 (about €1,300) for a stay that lasted approximately 7-8 nights (meaning that approximately 66,000 bed nights were spent, half of which were in hotels, the remainder in other types of accommodation), with daily expenditures of close to €160. In analysing the satisfaction level of participants with regard to the event and the city, the report further registers very positive results and identifies Copenhagen as one of the main *reasons to go* to the event. The city thus seems to have succeeded in advancing its image among LGBTI tourists.

The measure therefore provides evidence sustaining the business case for the promotion of LGBTI inclusion through the support of LGBTI tourism.

As of today, the success of the 2009 World Outgames is used by representatives of the Copenhagen Pride and of the Lesbian and Gay Sports Federation (reunited under the organisation '*Happy Copenhagen*') as well as by the administration of the city to promote Copenhagen as a potential host of the Euro Games and World Pride in 2021 (4 million DKK have been invested in the preparation of the bid for the candidacy).

### A.1.5 Mix Film Festival and Copenhagen Pride (Copenhagen, Denmark)

**Initiatives: *MIX Film Festival, Copenhagen Pride***  
**Promoter: *City of Copenhagen***  
**Average number of participants to MIX Film Festival every year: 12,000**  
**Number of participants to Copenhagen Pride in 2015: 150,000**

The MIX Film Festival hosts about 12,000 people each year, while Copenhagen Pride has grown over the years, reaching more than 150,000 participants in 2015.

In 2014 and 2015, Copenhagen was declared the most gay-friendly place in the world by Lonely Planet and in 2014 the city was also awarded the OUT Traveller "Where to Go Next/Breakout Destination" award.

Even though there is no other direct evidence of the impact that these events have had on the reputation of the city, LGBTI tourism and inclusion, the fact that the City and the Region have decided to further invest in the promotion of these events (spending about €500,000 to support Copenhagen candidacy as host of the World Pride and Euro Games in 2021) should be considered as supportive of the business case for diversity and inclusion.

### A.1.6 Manchester Pride (Manchester, United Kingdom)

**Initiatives: *Manchester Pride***  
**Promoter: *Manchester Pride, Manchester City Council***  
**Average estimated contribution of Manchester City Council: £94,500**  
**Average number of participants to Manchester Pride: 43,000**  
**Estimated number of visitors to the Gay Village during the Pride: 15,000 to 20,000**  
**Estimated economic impact on the city in 2012: £19 million**

The *Manchester Pride* is run by a charity (Manchester Pride) and co-funded through public funds, private donations and marketing activities. Prior to the implementation of the City Council's 2011-2012 budget savings proposals (in response to the government Comprehensive Spending Review), events funding of approximately £32,500 was directed to the support of the Manchester Pride. This level of funding was provided in the context of an overall strategy that ultimately aimed to see the event become self-sustaining. Since 2011 the Manchester Pride event receives a funding contribution of £12,000 from the City Council, in addition to officer advice and support. This reduced level of spending is directed towards the activities of the Parade, contributing to operational costs (which in 2013 were estimated at £25,000, excluding the Manchester Pride's management costs and content/participant costs).

The Council also provides in-kind support through access to media and marketing opportunities, valued at approximately £50,000 (2013 estimates). In 2013 this in-kind support included a mixture of digital channels, external communication channels and outdoor channels such as JC Decaux street advertising, and promotion on city centre digital screens.

The Big Weekend event that takes place in the Gay Village is primarily funded by Manchester Pride's ticket income and other funding sources.

The City Council applies charges to the event. These are either fixed (i.e. road closure orders, licence fees) or are for the provision of services that the event organiser chooses to use from the City Council, such as cleaning.

Several documents report evidence of the outputs and the economic, social and reputational impact of Pride on the City of Manchester and its broader urban area.

For example, research undertaken in 2006 (Jura Consultant) aimed to establish the economic impact of Manchester's 'pillar' cultural events. It estimated that Manchester Pride generated an estimated £17.5 million in revenue for the city. With the growth of the event and increased ticket sales since then, the economic benefit was assessed to amount to about £19 million in 2012. This estimate also includes the impact of increased visitor spending on Manchester's wider tourist offer.

A report presented to the City Council in 2012 further established that, Manchester Pride being well marketed nationally and internationally helps it to attract visitors from across the country and the world every year.

In 2013, 37.5% of participants who purchased a ticket came from the Greater Manchester area, 22% from the rest of the North West Region, 38.5% from the rest of UK and 2% from overseas. Overnight-visitors to the city thus make up a significant proportion of those attending the 'Big Weekend', and 40% of tickets are purchased by people living outside North-West England.

The event has furthermore proved to be very popular among the broader public (families and Mancunians) and thus not only within the LGBTI community. Accordingly, visitor figures for the event (based on tickets sales for the Big Weekend) have been maintained since 2008, with an average attendance of about 43,000 visitors per year. These figures are then boosted by the presence of those attending only the free events of the Pride (i.e. the parade and vigil) and the cultural events of the Fringe Festival during the whole month of August. In 2013, the Fringe attracted approximately 2,300 attendees.

Manchester's hotels, bars and restaurants are reported to experience an influx in trade during Pride, with many establishments launching special promotions to capitalise on the event's popularity. The Gay Village, for example, is estimated to attract 15,000 to 20,000 visitors each weekend and Manchester Pride is the Village's most significant annual event, being a driver of tourism and publicity for the area.

In addition, Pride is considered predominantly a self-funding event. Its sustainability being supported through a ticketing policy set to cover the costs of the festival and to raise funds for charities and through commercial sponsorships. The operating profit of Pride amounted to £57,612 in 2013 and to £116,598 in 2014.

These profits were spent to either cover the operational costs of the charity running the event, or to fund projects related to LGBTI and HIV issues in the Greater Manchester Area, generating a further positive *social impact* (in addition to the direct consequences of the event in terms of awareness raising and promotion of a LGBTI-friendly culture). In 2014 the funding distributed by the charity running Pride amounted to £54,000, which increased to £146,000 in 2015, financing about 35 small and large initiatives. Of these, many were reported to be unlikely to remain viable without the support received through Pride.

The Manchester Pride also generates *reputational benefits*. It is considered a pillar event in the annual cultural calendar of the city and is well regarded nationally and internationally for its contribution toward celebrating LGBTI communities and issues, thus strengthening Manchester's reputation of supporting diversity and equality.

### A.1.7 Sparkle Transgender Festival (Manchester, United Kingdom)

**Initiative: *Sparkle Festival***

**Promoter: *Manchester City Council, Greater Manchester Police***

**Cost: £10,000**

**Number of participants to Sparkle in 2015: 10,000**

**Number of visitors from outside Manchester in 2015: 2,500**

**Estimated economic impact on the city in 2015: £2.9 million**

The *Sparkle festival* is organised with the support of a number of charities and private organisations, which provide funding or organisational support. For example, the *Manchester Pride* charity sponsors some of the activities of the festival, while the LGBT Foundation offers organisational support. The Greater Manchester Police is also among the supporters of the festival with regard to talks and workshops which take place during the event. The overall budget for the event is less than £10,000.

In July 2015 Sparkle welcomed over 10,000 participants (with a similar number than in 2014), becoming the largest free trans event in the world and being selected as one of the *Best Pride events not to be missed in the world* by Gay Star News.

According to the webpage of the festival, approximately 2,500 visitors from the rest of the UK and abroad are attracted to Manchester for the event, encouraging an increase in revenue to the city through the use of hotels, restaurants, entertainment and shopping (within and outside the Gay Village). The organisation of the event estimates that the Sparkle celebrations bring approximately £2.9 million to the local economy over the Sparkle weekend.

According to the organisation, the Sparkle Guide, a free guide available to the visitors of the festival, has also received positive feedback from advertisers who have purchased a space in it, in terms of the interest generated in their business both during and after the Sparkle event.

### A.1.8 Prague Pride (Prague, Czech Republic)

**Initiatives: *Prague Pride***

**Promoter: *Prague City Council***

**Cost in 2015: CZK 4.2 million (approximately €155,382)**

**Number of participants to Prague Pride: 76,000**

**Estimated number of visitors to the Gay Village during the Pride: 7,000**

**Estimated economic impact on the city in 2015: CZK 140 million (€5.2 million)**

Data collected every year since Prague Pride was started, and made available through annual reports, show that the event has been growing in terms of activities, the number of participants and organisations involved over the time. It has also seen a considerable growth of associated costs and estimated economic impact on the city. This additional funding has been provided by private and institutional sponsors.

In 2011, the Prague Pride event costed CZK 1,067,000 (approximately €39,500). The sources of funding were mainly NGOs, private foundations, sponsorships, private sector contributions, souvenir shop revenue and other donations. In 2014, the total budget for the event was fourfold the one of 2011, being CZK 4,193,079 (approximately €155,126). The sources of funding were again private foundations and embassies, public funds, sponsors and small donors, own funds and other sources. Three quarters of the annual funds were spent supporting the Prague Pride Festival (including the parade, the music festival, the accompanying programme, management and rewards) while a share of the total budget supported other activities such as counselling sessions, support to parent groups and an international fundraising workshop.

The 2015 event was the largest event in the history of the Pride Association so far. The total cost of the event was CZK 4,200,000 (approximately €155,382). A breakdown of the sources of funding is not available.

The Pride organisation has received support both from the city administration and from specific districts in the city. During the first year, 2011, the Mayor gave support to the event by publicly endorsing it. He also agreed to supply stand-by emergency services during the event. This political support continued in 2012 when the Mayor offered auspices and emergency police cars, and offered his residency for the opening ceremony of the Pride event free-of-charge, with the organisers only needing to supply the food and drink.

In 2011, the Prague Pride association collaborated with approximately 40 NGOs in order to put together a 5-day cultural festival. There were approximately 78 activities in more than 30 locations related to culture, sightseeing, entertainment, human rights, and professional development. The main events included the Pride Parade and the afternoon music festival. It was estimated that 25,000 people attended the event. This included 8,000 individuals in the parade, and 10,000 at the concert on Střelecký Island. A survey was conducted, and it is estimated that approximately 48% of the participants came from outside Prague, 32% of the participants were local and 21% of the participants came from abroad.

Only four years later the event attracted roughly 76,000 visitors (2015), of which 35,000 attended the Saturday parade in the historic centre of the city, and 22,500 attended the music festival in Letna Park. A survey among participants showed that one fifth of participants were from abroad (mainly from Poland, Slovakia and Germany) and half from Prague. There was an increase in the number of young people attending the event, and just over half of the participants attended for the first time. 2015 was the year they opened the Pride Theatre for the first time, which consisted of three days of games, theatre, documentary screenings and discussions. The events were all sold out. They introduced a Pride House, which is an indoor festival and they

relocated the Pride Village to an island. The popularity of the Pride Village increased significantly and about 7,000 individuals participated in activities there (exhibitions, shops, counselling sessions). The Pride Voices event, in which international LGBTI spokespersons had discussions and seminars, was also held. The famous pop-singer Madonna supported the event by changing her Facebook profile picture in honour of the Prague Pride, and Conchita Wurst, the transgender winner of the 2014 Eurovision song contest, attended and gave a concert.

The Pride Business Forum was also held in 2015, and free and anonymous HIV testing at five locations was offered. A total of 439 tests were carried out. The event was carried out in collaboration with 59 partners.

It was calculated that in 2015 local visitors spent approximately CZK 450 per person/day (approximately €17), visitors from outside Prague spent an average of CZK 630 per person/day (approximately €23) and foreign participants spent approximately CZK 3,100 per person/day (approximately €115). Visitors from Prague spent the least, but they visit activities throughout the entire festival (on average 4-5 days) and thus generate a daily income of CZK 6 million (approximately €222,000, which is more than CZK 35 million throughout the festival, corresponding to approximately €1,3 million). Czech visitors from outside Prague generally spent approximately 3 days at the festival and generated a daily income of CZK 7.2 million (approximately €266,000, and more than 21 million throughout the festival, corresponding to €777,000). Lastly, foreign visitors generally spent 5 days at the festival, generating CZK 21.7 million per day (about €800,000, and thus more than CZK 100 million throughout the festival, corresponding to €3.7 million).

It was estimated that in 2015, the event brought a total economic benefit to the city of roughly CZK 140,000,000 (approximately €5,179,430).

## Annex 2 – Methodology

The study was carried out between December 2015 and May 2016. A multi step methodology was chosen to identify and analyse the case studies presented in this report.

Besides the initial orientation interviews with ILGA Europe and Transgender Europe, the first source for the identification of good practices was Movisie who has been coordinating a number of projects on cities promoting LGBTI inclusive policies through their Rainbow Cities Network. Movisie consulted relevant city and thematic experts, and checked the availability of interesting practices among the cities of the network to be considered for inclusion in the study.

International literature and studies on the topic of LGBTI inclusion at local level, urban regeneration policies and “gaytrification” processes and LGBTI tourism were collected and analysed. Other existing compilations of good practices of LGBTI inclusion mentioned in such studies were subsequently consulted to identify potential cases for the long list of cities. We also conducted a thorough search across the websites of cities and organisations that have promoted initiatives, so they could potentially be included in the study as good practices.

Given the limited availability of compilations of good practices, as well as in some cases a lack of sufficient evidence and information available online, some local actors and LGBTI organisations involved in potential promising examples were contacted. The interviews with representatives of these LGBTI organisations were exploratory of nature, and had the aim of gathering more information regarding the practices within their respective cities, as well as understanding the role of the local authorities in the implementation of these practices. The interviews were furthermore used to gather contact details of representatives within local authorities in cities for a potential future interview, and additional indications of interesting practices.

The research activities allowed us to compile a long-list of promising initiatives which included 59 entries. Based on the long-list, which aims to provide a comprehensive and balanced view of existing initiatives in the European Union, a short-list of practices was drafted taking into account a number of criteria such as: country, size and rank of the city (small: less than 300,000 inhabitants, medium: between 300,000 and 1 million inhabitants and large: more than 1 million; capital or non-capital), type of initiative, availability of contact details, as well as the availability of information on the initiative. As a result, it was decided to include in the short-list a number of initiatives in the three areas of LGBTI tourism, social inclusion and urban regeneration carried out in the following cities: Amsterdam, Benidorm, Berlin, Brighton and Hove, Copenhagen, Ljubljana, Madrid, Manchester and Prague.

Table A2 details the shortlisted cities covered by the study:

**Table A2 - Shortlisted cities**

Member State	City	Region	Size of city	Rank	Goal of initiatives(s)
Czech Republic	Prague	East	Large	Capital	Tourism
Germany	Berlin	Central	Large	Capital	Social inclusion
Spain	Madrid	South	Large	Capital	Urban regeneration, social inclusion
United Kingdom	Manchester	West	Medium	Non-capital	Urban regeneration, tourism, social inclusion
Netherlands	Amsterdam	West	Medium	Capital	Social inclusion
Denmark	Copenhagen	North	Medium	Capital	Tourism
Italy	Turin	South	Medium	Non-	Social inclusion

Member State	City	Region	Size of city	Rank	Goal of initiatives(s)
				capital	
Slovenia	Ljubljana	East	Small	Capital	Social inclusion
Spain	Benidorm	South	Small	Non-capital	Tourism
United Kingdom	Brighton and Hove	West	Small	Non-capital	Tourism, social inclusion

Extensive desk research for each of the identified cases, and interviews with relevant stakeholders and promoters of the identified practices were carried out.

To obtain relevant contact details we used both our networks and publicly available information on the websites of the local authorities and organisations. Most of the interviewees were very cooperative, and provided additional contacts of other relevant stakeholders, who were then contacted to schedule interviews and collect information on the practices identified.

The information collected was processed, analysed and structured to be presented in this report.

**Table A3 - List of interviewees**

City	Organisation	Contact person	Date
Manchester	Sparkle	Beckie Fox	23 December 2015 and 08 April 2016
Manchester	LGBT Foundation	Paul Martin OBE	19 April 2016
Prague	Prague Pride	Czesław Walek	14 December 2015 and 14 March 2016
Prague	City Council (Berkova)	Jana Berkova	19 April 2016
Amsterdam	I Amsterdam (Amsterdam marketing)	Geerte Udo	29 April 2016
Berlin	Landesstelle für Gleichbehandlung - gegen Diskriminierung	Florencio Chicote	18 March 2016
Ljubljana	Mayor of Ljubljana	Mayor Zoran Janković	29 April 2016
Ljubljana	Department of Health and Social Security	Simona Topolinjak	22 March 2016
Ljubljana	Ljubljana Tourism	Uroš Črnigoj	08 April 2016
Ljubljana	Ljubljana Pride	Simona Muršec	31 March 2016
Ljubljana	Academic (University of Ljubljana)	Roman Kuhar	Email contact
Ljubljana	Pink Week	Mattej Valenčič	06 April 2016
Copenhagen	LGBT Danmark	Søren Laursen	18 December 2015 and 18 March 2016
Copenhagen	Copenhagen Pride /Happy Copenhagen	Lars Henriksen	19 April 2016
Madrid	Regional government	Manuel Ródenas	22 March 2016
Benidorm	Fundación Turismo Benidorm	Lucho Pérez	1 April 2016
Turin	LGBT Service of Turin City Council in the Youth and Equalities Area	Gianluca Eufemio Truppa	30 March 2016

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