

Action Plan for Gender and Sexuality Diversity in Tromsø (2017-2020)

Adopted by the Tromsø City Council on 31 January 2018



Together for a warm
and vital Tromsø

Foreword

“Everyone living in Tromsø shall be able to live their life freely based on equality and mutual respect, irrespective of gender, sexuality, who one falls in love with, who one chooses to live with and how one chooses to express their identity.”

The Action Plan for Gender and Sexuality Diversity in Tromsø (2017-2021) will be our tool in this work. This plan contains actions that make Tromsø an even better city for love and gender diversity. With better information, more knowledge and good dialogue, we will work to combat prejudices, bullying and condescending expressions and attitudes in the workplace, for newly arrived refugees and in school classes.

There is a saying: “Love is embracing under an umbrella, long after the rain has stopped.” Using our plan, we will work together to create a more broadminded and vigorous Tromsø where everyone feels safe, free and welcome.



Kristin Røymo
Mayor of Tromsø



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Photos: Tromsø Arctic Pride and the Municipality of Tromsø



1. TOGETHER FOR A WARM AND VITAL TROMSØ



Everyone living and staying in Tromsø shall be able to live their life freely based on equality and mutual respect, irrespective of gender, sexuality, who one falls in love with, who one chooses to live with and how one chooses to express their identity. This is reflected in the municipality's motto "together for a warm and vital Tromsø", where we emphasize Tromsø as a broadminded and inclusive society with space for people with different nationalities, ethnicities, religions and gender expressions, based on common values such as democracy, tolerance, equality and personal freedom.

Discrimination and fear of experiencing discrimination restricts one's choices and scope of action. People who expect to be rejected and disparaged do not choose occupations, educations, leisure activities and residential environments characterized by prejudice. Such discrimination can affect lesbians, gays, bisexuals and transgender people as well as heterosexuals who do not comply with the norms. This represents a loss for individuals. It also represents a loss for businesses, educational institutions, organisations and Tromsø as a local society.

This action plan has been compiled in close cooperation with FRI – *foreningen for kjønns- og seksualitetsmangfold* (The Organisation for Gender and Sexuality Diversity) in Troms and *Skeiv Ungdom* (Queer Youth) in Troms. The Municipality of Tromsø's project group has comprised of Birgit Eilertsen from the Department of Health and Care, Wenche Figenschow from the Department of Education and Child and Youth Services and Bi Haavind from the Department of Culture and Sport. The project group has held meetings and obtained experiences from a broad range of specialists at the Municipality of Tromsø and from the Tromsø Youth Council. A draft action plan was sent out for comment in September 2017, and 11 comments were received. The action plan and related comments were considered by the Gender Equality Committee, Council for Elderly People, Council for Disabled Persons, the Education and Child and Youth Services Committee, Health and Care Committee, and Culture, Sports and Recreation Committee before finally being adopted by the Tromsø Municipal Council on 31 January 2018.

There have been a lot of positives since Tromsø's *Action Plan against discrimination of lesbians, gays, bisexuals and transgender people in Tromsø 2008-2012* was adopted 10 years ago. *Tromsø Arctic Pride* and hoisting the rainbow flag outside the town hall the past two years can serve as a confirmation of this. Norwegian TV programmes like *Født i feil kropp* (Born in the wrong body), *Skam* (Shame) and *Ut av skapet* (Out of the closet) have made the subject more open by telling thousands of young Norwegian people what it is like to be a transgender person, gay and lesbian. The amended Marriage Act of 2009, the Act relating to a prohibition against discrimination on the basis of sexual orientation, gender identity and gender expression of 2013 and the *Lov om endring av juridisk kjønn* (Act on change of legal gender) of 2016 also outline how this is followed up from a legal perspective and provides sexual minorities with legal protection and equal opportunities in important areas.

Diversity, equality and equal rights concerns us all: Better conditions for sexual diversity and a broader spectrum of gender identity is part of the work for gender equality, which contributes to breaking down rigid gender expectations and strengthening freedom and opportunities for everyone in the society. Through this action plan, the Municipality of Tromsø will play a role in promoting freedom and greater scope of action for all residents.

From anti-discrimination to freedom for gender and sexual diversity: The previous action plan from 2008 focused on how to avoid discrimination of lesbians, gays, bisexuals and transgender people. The new action plan 2017 – 2022 takes this further with emphasis on *general freedom for gender and sexual diversity*. This is expressed in the action plan's vision and goal:



- **The action plan's vision:** Everyone who lives in Tromsø shall be able to live their life freely based on equality and mutual respect, irrespective of gender, sexuality, who one falls in love with, who one chooses to live with and how one chooses to express their identity.
- **The action plan's goal:** The Municipality of Tromsø will use this action plan to work to increase knowledge of and respect for gender diversity, create enhanced safety for sexual minorities and contribute to enhanced competence in the society about sexual orientation, and thereby play in role in promoting freedom and greater scope of action for all residents.

The actions are based on the municipality's responsibility as *service provider* and as an *employee*, and the municipality as a *collaborator* with relevant clubs and organisations and the civil society. Important local collaborators are the organisation FRI Troms, Skeiv Ungdom Troms, Tromsø Arctic Pride, Tromsø sports council (idrettsråd), the business community, clubs and organisations, cultural actors and others who work for diversity and inclusion and against discrimination.

2. ABOUT GENDER IDENTITY AND SEXUAL DIVERSITY

Gender identity and sexual diversity is a topic that concerns all people. This plan takes as a starting point those who appear as minorities in relation to the heterosexual majority, i.e. people who are attracted to the same gender – bisexuals, gays and lesbians; transgender people and everyone who expresses a different gender identity than the socially prevailing two-gender model in the society.

Heteronormativity describes an underlying assumption of heterosexual orientation in encounters with other people. In other words, social norms and social institutions are based on a starting point that everyone is heterosexual, and that deviation from this is abnormal. Furthermore, there is the assumption that every person can be categorised as man or woman and that the normal cohabitation form is between two people of opposite gender.



Many people experience that they break with the expectations of society when it comes to who they are attracted by and how they behave within their gender role. In everyday life, the heteronormativity of society leads to those who differ from this often experience that they must explain themselves when topics such as partners and domestic life are

raised. Consequently, the “coming out” process becomes a life-long task whereby they must continually explain themselves to new people privately and in encounters with public institutions. Each time this occurs, they experience insecurity about how the person will react. For some people, this, combined with the fear of negative reactions, may be such a burden that they under-communicate their gender identity and hide their sexual orientation from people they interact with in their family life, at school and at work; or choose to change their social environment to avoid the rejection or discrimination they are experiencing.

Heterosexuals may also experience that their ways do not match the heteronormative. For instance, this affects young boys and girls who can be exposed to negative reactions and, in the worst-case scenario, bullying and harassment because they do not behave the way that is expected of them. Those who consider themselves as heterosexual are also affected by prejudices, expectations and norms of what is considered masculine and feminine. This reduces people’s freedom of choice and opportunities.



3. LEGISLATION AND NATIONAL GUIDANCE

The Act relating to a prohibition against discrimination on the basis of sexual orientation, gender identity and gender expression was passed unanimously by the Norwegian parliament, the Storting, in 2013 and entered into force on 1 January 2014. The purpose of this Act is to promote equality irrespective of sexual orientation, gender identity and gender

expression. The Act directs public authorities to work in an active, targeted and systematic manner to achieve equality irrespective of sexual orientation, gender identity or gender expression. In June 2017, the Storting resolved that the Act relating to gender equality, the Act relating to a prohibition against discrimination on the basis of ethnicity, religion and belief, the Act relating to a prohibition against discrimination on the basis of disability and the Act relating to a prohibition against discrimination on the basis of sexual orientation, gender identity and gender expression would be replaced by one combined Act. The Act prohibits discrimination on the basis of gender, pregnancy, leave of absence due to childbirth or adoption, caregiving responsibilities, ethnicity, religion, beliefs, disability, sexual orientation, gender identity, gender expression, age or a combination of these.

The joint Marriage Act for heterosexual and gay couples, which entered into force in 2009, shows that the society's view of sexual minorities and different cohabitation forms is undergoing positive change. This is the first major legislative amendment in this area since Section 213 of the Norwegian Penal Code, which defined sexual intercourse between men as a crime, was repealed in 1972. In April 2016, the annual conference of the Church of Norway ratified a decision to allow same-sex marriages in its churches, and the first same-sex couple was married in a church on 1 February 2017.

Lov om endring av juridisk kjønn (Act on change of legal gender): In 2016, the Storting passed an Act that makes it easy to change gender based on a self-declaration. This is an important legal step forward for transgender people. In the same year, the Storting voted against a proposal to legally recognise a third gender. Nepal was the first country to establish a legal third gender category, and other countries such as Germany, Australia, India and Denmark have followed suit. The absence of a legally recognised third gender means that



many transgender people are legally discriminated against in relation to the gender identity they have. Discussions about this are taking place in several parties and organisations.

The Norwegian Government's action plan against discrimination based on sexual orientation, gender identity and gender expression 2017–2020 – *Safety, diversity, openness* – was adopted in June 2016. The plan aims to ensure LGBT people's rights and combat discrimination based on sexual orientation. It contains more than 40 actions covering numerous areas of society. It paves the way for a consistent effort to develop and spread more knowledge about the challenges LHBT people face and how authorities, organisations and services and provide the best possible assistance and support. The Norwegian Directorate for Children, Youth and Family Affairs (BUFDIR) is the directorate responsible for equality and anti-discrimination, while the LHBT Knowledge Centre at BUFDIR is the National Centre for Sexual Orientation, Gender Identity and Gender Expression.

4. RESEARCH AND KNOWLEDGE ABOUT LIVING CONDITIONS AND ATTITUDES

The study *Sexual orientation and living conditions* by UNI Research Health in 2013 provides a comprehensive description of the living conditions of lesbians, gays and bisexuals in Norway. The main impression from the report is that lesbians and gays in Norway differ little from heterosexual women and men when it comes to living conditions such as education, income and participation in cultural and leisure activities. Very many live good lives, experience acceptance and have good health. All research points to the fact that there has been an improvement in the life situation of gays and lesbians in recent decades. However, the summary indicates that some vulnerable groups experience discrimination and problems associated with living conditions. This particularly applies to lesbians and gays with minority backgrounds, bisexual men and women, and transgender people.

The proportion of the population with a negative attitude towards lesbians and gays is relatively small. Men are generally more negative than women, but the proportion of negative men is declining. From 2008 to 2013, the proportion of men that were negative towards lesbian women dropped from 17% to 8%, while the proportion that were negative towards gay men dropped from 27% to 16%. Among the women in the period 2008-2013, there was a stable and low proportion of women who were negative towards lesbian women (6% down to 4%) and towards gay men (5% down to 4%). Nine out of 10 lesbians, gays and bisexuals have never experienced any discrimination in the workplace because of their sexual orientation.



Attitudes towards transgender people are generally more negative. In 2013, the proportion of men who were negative towards transgender people was 16% for “people who have undergone gender confirmation treatment” and a full 28% for “people who dress and behave like someone of the other gender”. The proportion of women who were negative was lower than among men, 7% and 16% respectively for the two above-mentioned groups of transgender people. Consequently, there are still relatively many who are sceptical towards people who dress and behave like the “opposite” gender.

The study of transgender people *Alskens folk. Levekår, livssituasjon og livskvalitet til personer med kjønnsidentitetstematikk* (All sorts of people. Living conditions, life situation and quality of life for people with gender identity themes) from 2013 reveals that transgender people face little respect, transphobic attitudes, exclusion, harassment and discrimination; applicable to work and education, social life and leisure activities, in dealings with encounters with the public health service and other public services and in their immediate surroundings and family. They especially experience the age of puberty as extremely difficult due to questions concerning their own identity and expectations that they will live up to the two-gender model.

Transgender people can face practical challenges in their everyday life that others do not have. Sport, swimming and activities that involve using changing rooms can be problematic for transgender people. Some challenges are relatively easy to solve, e.g. public toilets do not have to be gender-divided, one does not have to stipulate their gender on forms and can use gender-neutral words where appropriate. However, other practical challenges like



access to what are currently women's/girls' and men's/boys' changing rooms will take longer to solve because there are many considerations to take. The lack of practical solutions contributes towards transgender people experiencing discrimination in everyday life, i.e. they are excluded from activities. In time, one will probably find practical solutions for this.

Health: The study *Sexual orientation and living conditions* points to the fact that the statistics for suicide attempts are twice as high among lesbians, gays and bisexuals. Despite positive developments, as many as 12% of lesbians, 19% of bisexual women, 10% of gay men and 11% of bisexual men reported suicide attempts. These figures are less dramatic than findings in the 1990s, but the figures remain high; twice as high as equivalent statistics among heterosexual women and men.

Bullying: In the study *Sexual orientation and bullying* from 2009, it emerges that bisexual and gay pupils are bullied to a far greater extent than heterosexuals. The percentage of young people in year 10 at school that are bullied 2-3 times a month or more frequently is 7% for heterosexuals, 15% for bisexuals and 35% for gays and lesbians. Bisexual, lesbian and gay pupils are significantly more affected by psychological problems, such as depression and anxiety, than heterosexual pupils. In a survey among lower secondary school pupils in Oslo and Bergen, 74% of the boys and 54% of the girls responded that they had used "homo" and "homse" as insults towards boys, while 34% of the boys and 29% of the girls responded that they had done this to girls (UiB2013). A total of 47% of the pupils responded that they perceive the word "homo" negative.



Sport is an area where gender plays an important role in several areas and, especially within male sports, it can still be difficult to be gay. After the Norwegian Olympic and Paralympic Committee and Confederation of Sports (NIF) implemented the project “Med idretten mot homohets” (With sport against the homosexual smear-campaign) a few years ago, efforts to combat discrimination and bullying

shall be undertaken by the respective sports federations. Although Norwegian sport practices zero tolerance for all forms of discrimination and harassment in sport, “homo” is still used as a term of abuse from the grandstands.

Congregations and religious

communities often have lower tolerance for sexual minorities than society in general does. In recent years, there has been a comprehensive and open debate within the Church of Norway, which has been of great significance and has contributed to shifting attitudes the direction of acceptance. However, there is not the same strong acceptance of same-sex relationships among religious minorities in Norway, such as Laestadian, Catholic and Muslim religious communities. Some consider this to be sinful and illegal in relation to their faith.



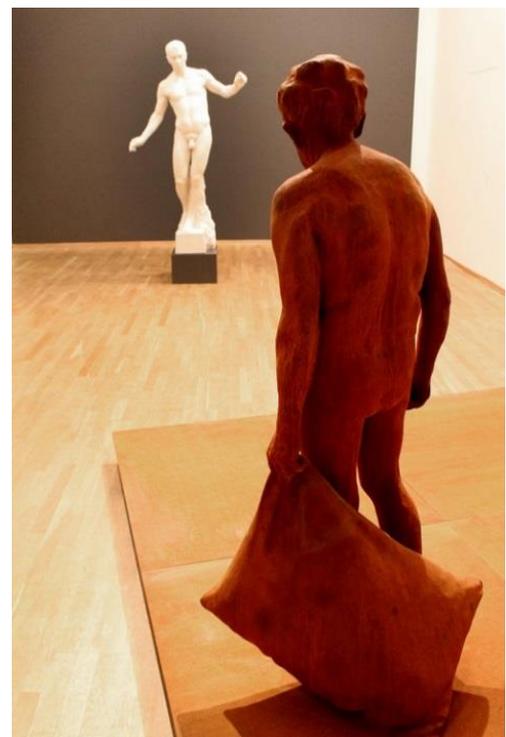
The *Åpne rom, lukkede rom; LHBT i etniske minoriteter* (Open rooms, closed rooms; LGBT in ethnic minorities) from 2013 states that many lesbians, gays, bisexuals and transgender people with ethnic minority backgrounds are afraid of negative reactions from their family and the ethnic communities from which they originate. The report states that they are exposed to several forms of discrimination at the same time; they can face negative attitudes and stereotypical comments from the Norwegian majority society about “immigrants” and “Muslims”. Discrimination is then explained as a lack of integration into an ethnic Norwegian set of norms, and rarely as discrimination in the majority society. Many LGBT people of minority background perceive this as an additional burden because they feel that they are made the object of pity in encounters with a Norwegian public with prejudices about ethnicity and religion.



Some immigrants choose to come to Norway because of their gender identity and sexual orientation. Many of them wish to live in a society where they experience more acceptance and tolerance. Some of them have fled from oppression, extreme violence and torture in their home country. From 2012, people who face persecution in their home country for coming out as gay or transgender also have grounds for seeking asylum. For those seeking asylum on this basis, the report *Åpne rom, lukkede rom; LHBT i etniske minoriteter* (Open rooms, closed rooms; LGBT in ethnic minorities) quotes several as saying they find it uncomfortable at the asylum reception centre. They fear the attitudes of the other residents and perceive little understanding for this from the employees at the asylum reception centre.

The Fafo report *Assimilering på norsk* (Assimilation in Norway) from 2016 points out that there are significant differences between native Norwegians and Western immigrants on the one hand, and non-Western immigrants on the other, when it comes to their view of homosexuality. However, the report points out that young people who grow up in Norway largely develop a more positive view of homosexuals than first-generation immigrants. This also applies to those who come from countries where hostile attitudes towards homosexuals are most common, i.e. Muslim countries and African countries. Using those who come from the Middle East and West Asia as an example, the proportion who believe homosexuality is “always OK” moves from 18% in (the young people’s assessment of their parents’ generation to 36% among young people born abroad and up to 47% among young people born in Norway.

Older people have experienced major changes in their lifetime since homosexuality was punishable in Norway until 1972. They can face new challenges today, and some may choose to conceal their sexual orientation



when they become in need of care because they fear encounters with the home care service or health care personnel. Consequently, it is not only actual discrimination and expressed prejudices that can trigger problems, but also the fear of such reactions. It is, therefore, important that employees in the care service are aware and have knowledge of how one can be more open about this.

For people with disabilities, sexuality in general and giving space for sexual diversity in particular is a virtually “unknown” area, but no less important. The website ung.no formulates it as follows: “Everyone is entitled to a good and safe sexuality. Sexual pleasure and function can be affected by a disability. Talk about your sexuality and seek knowledge so that your disability does not prevent you from having good sexuality.” It is important that teaching and other information on sexuality and cohabitation to all school pupils also includes those with disabilities and all types of sexuality.

Adaptation, training and support for sexuality in various forms is also the theme of NOU 2016: 17 *På lik linje – om grunnleggende rettigheter for personer med utviklingshemming* (On similar lines – about fundamental rights for people with intellectual disabilities). In the public health service and support services, there is a focus on preventing sexual abuse against people with a disability, but perhaps less on their sexual wishes and possibilities. There is a need for more knowledge about how one can meet and provide guidance about needs and wishes, irrespective of sexual orientation.

Various functional abilities also deal with society’s view of our bodies. Many people feel that it is difficult to live up to expectations and ideals about bodies and sexuality that are conveyed through the media, advertising and society in general. No one finds it easy to live up to this ideal. Consequently, it is important that the topic “body, sexuality, gender and diversity” is covered at school in the subjects physical education, social studies, science and Knowledge of Christianity, Religion, Philosophies of life and Ethics (KRLE), and that children and young people can acquire a more open and knowledge-based view of their own body and sexuality – a positive vision of oneself the way one is and with the various types of “functional impairments”.

Lesbians and gays as parents: In recent years, there has been a sharp increase in the proportion of same-sex couples having children. According to the survey *Divorce in Norwegian same sex marriages 1993-2011* from 2012, 6% of same-sex couples had one or more common child in the period 1993-2001, compared to 18% in the period 2002-2011. The number of gays and lesbians having children is increasing. It is primarily female couples that have shared children. Based on the international knowledge available, there appears to be few differences between children who have same-sex parents and those who do not when it comes to mental health, how they function socially, how they perform at school and bullying. International research points to a tendency that children with two mothers emerge slightly better than other children. This is according to the report *Å ha foreldre av samme*

kjønn – hvordan er det og hvor mange gjelder det? (Having parents of the same sex – what is it like and how many does this apply to?), which was published in 2013.

Different family forms, including families with two parents of the same gender, are becoming widely accepted in society. The joint Marriage Act passed in 2009 gives same-sex couples the opportunity to adopt children.

5. STATUS IN TROMSØ 2017

In 2010 an evaluation of the *Action Plan against discrimination of lesbians, gays, bisexuals and transgender people in Tromsø 2008-2012* was carried out based on input from LLH - The National Association for Lesbian, Gay, Bisexual and Transgender People (now the association FRI). The conclusion was that the plan contributed to putting the theme on the agenda and that some of the actions were implemented or started: Some services had completed a competence course such as *Rosa kompetanse* (pink competence) in cooperation with LLH, while the guidelines for grants were changed to include clarification that all recipients of grants for arts, culture and sport must commit to combating all forms of discrimination, which includes sexual orientation and gender expression. Tromsø sports council (idrettsråd) had included the corresponding wording in its guidelines for awarding grants. Tvibit has become an important arena for cooperation with Skeiv Ungdom. Staff rules and guidelines were updated in relation to this theme.

In 2010, LLH expressed that the actions were not adequately followed up. They called for the action plan's resolution to allocate NOK 300,000 for the actions to be followed up in the economic plan, and they believed that the municipal management's follow-up was unclear. They wanted a clearer cooperation whereby the organisations contribute knowledge and information, but do not have the main responsibility for implementation. Responsibility and follow-up must be emphasized in the new plan.

Feedback from services in 2017 shows that in general there is an increased level of knowledge and interest in the subject. Some services consider it an important part of their work and employees have attended courses. This applies primarily to auxiliary services such as the centre for social medicine, which advises gay people, and the school health service and health care centre for youth at Tvibit, which provides follow up pupils through conversations and teaches about sexuality, puberty and cohabitation. The theme is addressed in a more limited and less systematic manner at primary and lower secondary school, which provided feedback that the curriculum contains learning objectives about LGBT related to science, but the theme is not covered specifically in the subject Knowledge of Christianity, Religion, Philosophies of life and Ethics (KRLE).

At Tromsø schools, the school health service is primarily responsible for providing the pupils with information about gender and sexuality, among other things. This includes all year nine

pupils receiving a visit from the school health service and all year 10 pupils visiting the health care centre for youth at Tvibit. In year nine, school health service has group discussions with the pupils on sexuality, covering topics such as boundaries, the body, contraception and sexually transmitted diseases, etc. The school health service also has groups in year six to discuss the body, puberty and development.

The Municipality of Tromsø has not received notifications concerning contempt for sexual orientation from the principals pursuant Section 9A of the Education Act, which is known as the anti-bullying paragraph. That does not necessarily mean that bullying concerning sexuality, or the use of the word “homo” as a negative term, does not occur; ref. to national surveys show that this is still occurs on a relatively large scale. Not covering the theme of sexual diversity at school may be a part of the explanation of why this is still considered negative a “taboo” for children and young people.



The experiences from the 2008 plan and the status in 2017 are the reason the new Action Plan for 2017-2021 focuses on fewer prioritised actions and emphasizes *follow-up, implementation and evaluation*. The areas of priority in the period 2017-21 are *upgrading of competence, schools and kindergartens*.

6. ACTION PLAN FOR GENDER AND SEXUALITY DIVERSITY – ACTIONS 2018-2021

Vision: Everyone who lives in Tromsø shall be able to live their life freely based on equality and mutual respect, irrespective of gender, sexuality, who one falls in love with, who one chooses to live with and how one chooses to express their identity.

Goal: The Municipality of Tromsø will use this action plan to work to increase knowledge of and respect for gender diversity, create enhanced safety for sexual minorities and contribute to enhanced competence in the society about sexual orientation, and thereby play in role in promoting freedom and greater scope of action for all residents.

Competence, school and kindergarten are the most important priority areas in the action plan period for the next four years. The municipality will implement actions to upgrade competence among municipal employees, including by using the *Pink competence* programme developed by the association FRI. State grants are awarded for such courses, which take up to three hours and can be adapted for different professional groups and services. The organisation *Skeiv Ungdom* has developed the RESTART course for pupils at lower secondary school level, which is also important to use. It is also appropriate to arrange seminars on various themes.

Schools and kindergartens have a special position in the action plan for two important reasons:

1. **Children and young people have the right to and the need for knowledge** diversity in gender, identity, the body and sexuality.
2. **Children and young people have the right to and the need for a good school environment** based on safety and respect, where there is space for everyone and zero tolerance for bullying.

From kindergarten and through primary and lower secondary school, it is important that children and young people receive information and training that opens for different gender identities and sexual diversity, and which emphasizes equality and respect. It is also important that they meet employees with knowledge and conscious attitudes, who present heterosexuality and non-heterosexuality as equitable variations of cohabitation and sexuality, without presenting non-heterosexuality as a deviation from the norm. This also involves good dissemination and linguistic awareness where one for instance avoids using expressions such as *us heterosexuals* and *those homosexuals*.

The actions are based on the municipality's responsibility as *service provider* and as an *employee*, and the municipality as a *collaborator* with relevant clubs and organisations and the civil society. Important local collaborators are the organisation FRI Troms, Skeiv Ungdom

Troms, Tromsø Arctic Pride, Tromsø sports council (idrettsråd), Troms football association (fotballkrets), the business community, clubs and organisations, immigrant organisations, the new integration council, religious communities, cultural actors and others who work for diversity and inclusion and against discrimination, the youth council and the council for elderly people and others who work to achieve diversity and inclusion and to prevent discrimination.

The part of the action plan dealing with actions is divided into four blocks:

1. Kindergarten and school, 2. Leisure and society, 3. Health and care, and 4. Follow-up, implementation and evaluation. In each block, there is a distinction between *prioritised actions* for which funds must be allocated and other minor actions that may be implemented without special costs.

1. KINDERGARTEN AND SCHOOL

Upgrading of competence in kindergartens and schools whereby employees acquire knowledge and learning tools about gender and sexual diversity are the action plan's most important actions. This is linked to the current and future tasks the kindergartens and schools have:

Kindergartens:

- **The new national Framework Plan for Kindergartens**, which entered into force on 1 August 2017, states: "Kindergartens shall promote equity and equality irrespective of gender, functional ability, sexual orientation, gender identity and expression, ethnicity, culture, social status, language, religion and world view. Kindergartens shall combat all forms of discrimination and promote compassion."
- **Kvalitetsplan for barnehager i Tromsø 2017-2020 – Sammen for en framtidrettet barnehage** (The quality plan for kindergartens in Tromsø 2017-2020 – Together for future-oriented kindergartens) was adopted by the municipal council in December 2016. The plan addresses important areas that are also relevant for our action plan: Educational management, educational relational competence, diversity and inclusion, care and learning environment and kindergarten-based competence development. Jointly, these are important pillars that also cover knowledge on gender, sexuality and diversity.
- **Strategiplan mot mobbing i barnehager og skoler i Tromsø kommune** (Strategy plan to combat bullying in kindergartens and schools in the Municipality of Tromsø) has zero tolerance for bullying, and emphasizes competence and prevention. Every school and kindergarten shall draw up their own local action plans to combat bullying.

Schools:

- **The overarching values of school.** The Education Act that the upbringing must counter prejudices and discrimination while promoting mutual respect and tolerance between groups with different ways of life. The knowledge base for implementing this is constantly being updated; in this respect we refer to the Ministry of Education and Research's proposal for a new general part of the curriculum for primary and lower secondary school, which emphasizes fundamental themes such as *human dignity, culture, identity and diversity, competence in the subjects* and interdisciplinary topics such as *public health and life skills*.
- **Curricula in the individual subjects.** The themes related to gender, identity, the body and sexuality are part of the competence objectives for the subjects of science, social studies, Norwegian, physical education and Knowledge of Christianity, Religion, Philosophies of life and Ethics (KRLE). The Norwegian Directorate for Education and Training published *Seksualitet og kjønn. Et ressurshefte for lærere i grunnskolen* (Sexuality and gender. A resource booklet for teachers at primary and lower secondary school) in 2013, which is a tool that covers relevant competence objectives and important topics within the above-mentioned five subjects.
- **Ungdata** and other studies also address mental health, satisfaction, self-esteem and depression, etc. This supports the need for "life skills" to be part of the purpose of school, cf. the overarching values of school as mentioned above.



From the Strategiplan mot mobbing i barnehager og skoler i Tromsø kommune (Strategy plan to combat bullying in kindergartens and schools in the Municipality of Tromsø)

The need for good themed and learning tools. "The plan should deal with how to raise the topic together with children and young people," according to an advance suggestion to the

plan from the kindergarten sector in Tromsø. Schools also need tools to thematise diversity within gender, identity, the body and sexuality. The main conclusion of the master's thesis "*Det er ikke så lett. Undervisning om kjønn og seksualitet i skolen*" ("It's not that easy." Teaching about gender and sexuality in school) is that teachers lack good tools and methods for addressing these topics as part of the relevant subjects, and that an "invisible" but highly effective heteronormative frame of reference prevails. (Master's thesis in Sociology of Education, year 8-13. Idunn Marie Thode. UiT The Arctic University of Norway, May 2017.)

Gender and sexual diversity apply to everyone. A general extension of the themes gender, identity, sexuality and the body in the curricula must also include variations in functional ability and include people with disabilities.

There is a need for good themed and learning tools in both kindergartens and schools. The kindergartens and schools need tools to thematise diversity in gender, identity, the body and sexuality.

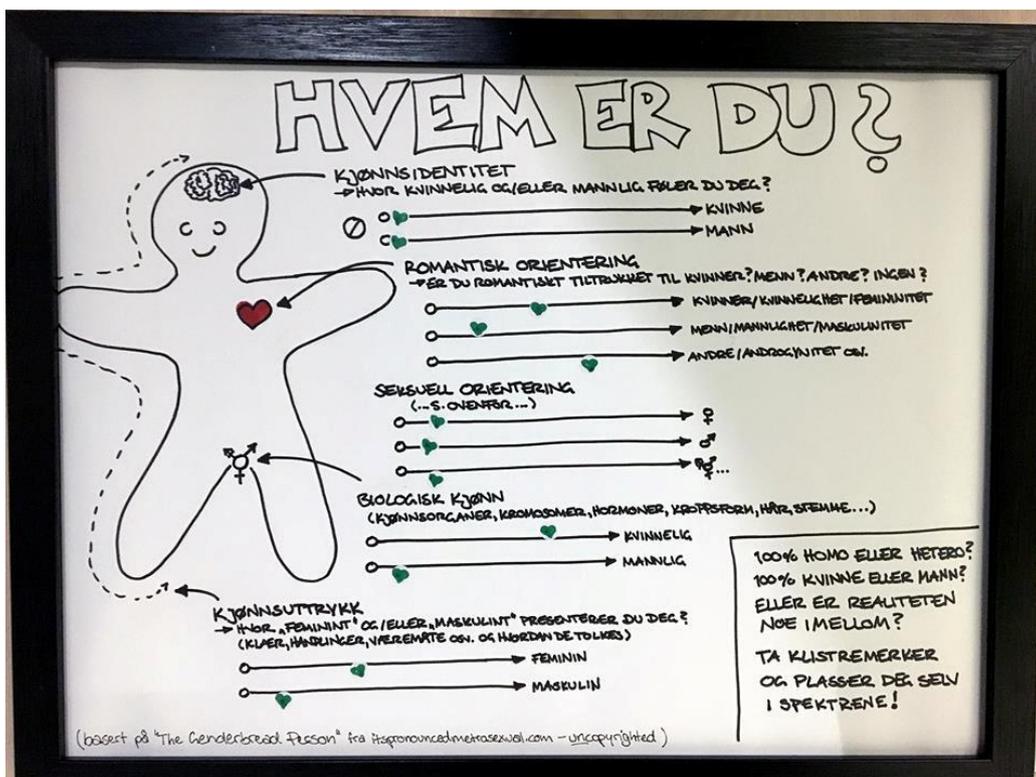
Prioritised actions 2017 - 2021:

- 1.1. Upgrading of competence at kindergartens and schools:** Employees at all kindergartens and schools and the new Section for Children and Families shall receive the offer of updated knowledge on gender and sexual diversity through courses or seminars during the action plan period 2018-2021. The upgrading of competence may be implemented in cooperation with *Pink competence* or the schools and kindergartens can implement their own seminars/courses for employees in the sector. Annual cost: NOK: 200,000.
- 1.2. Restart for all lower secondary school pupils:** All schools with lower secondary school classes shall receive a visit from the course Restart under the auspices of Skeiv Ungdom as part of the teaching about gender, sex and the body. The target group is all pupils in year 8. Annual cost: NOK 100,000.



Other actions, continuation of actions:

- 1.3. **Ensure that good information material** and brochures from organisations such as FRI and Skeiv Ungdom are available at all schools.
- 1.4. **Books at schools and kindergartens:** Ensure that the library, through the school library service, distributes books and media on the theme for use at kindergartens and schools.
- 1.5. **Work to achieve equality and diversity at kindergarten,** through cross-gender roles, play and activities, getting to know the body and with different family forms. The Action Plan for Gender and Sexual Diversity is a tool to be used when equality, the body and gender roles are thematised in courses, kindergartens education, etc.
- 1.6. **Zero tolerance for bullying:** The Municipality of Tromsø has adopted the *Strategiplan mot mobbing i barnehager og skoler* (Strategy plan to combat bullying in kindergartens and schools) based on zero tolerance for bullying. This includes not tolerating the use of the term “homo” and other discriminatory and derogatory terms based on ethnicity, gender, disabilities, etc. More specific work must take place to simplify the process of reporting “lighter” forms of harassment, exclusion and use of derogatory terms and bullying online. The most important action to combat bullying based on gender and sexual diversity is prevention through knowledge and thematization, as the prioritised actions in the action plan arrange for. The action plan to combat bullying will be revised in 2018.



1.7. Strengthen the subjects and curricula: Over time, themes related to sexuality, identity and gender must be strengthened in subjects such as social studies, science, physical education, Norwegian and Knowledge of Christianity, Religion, Philosophies of life and Ethics (KRLE), so that they cover themes such as gender and sexual diversity, pornography, gender roles, boundary setting, body awareness, etc.

1.8. Cooperation with upper secondary schools – Troms County Council: Based on the action plan, contact is made with Troms County Council to discuss how gender and sexual diversity can be thematised better at upper secondary school.

2. LEISURE AND SOCIETY

Prioritised actions 2017 - 2021:

2.1. Upgrading of competence for municipal employees: Relevant knowledge about gender and sexual diversity shall be included in the competence programmes for services within culture, sport and leisure. Employees and volunteers in religious communities and other relevant organisations will be invited to attend courses. Annual cost: NOK 30,000.

2.2. Cooperation agreements with Tromsø sports council (idrettsråd), Troms football association (fotballkrets) and Troms regional sports confederation (idrettskrets) that cover broadmindedness and openness, anti-bullying and training of coaches/leaders on the theme. The sporting community and the Municipality of Tromsø shall also collaborate on practical actions to facilitate the changing room situation for transgender people at sports facilities owned by the municipality and clubs. *Contact will also be made with the Troms County Council to strengthen the work in the region and enable the cooperation agreement in full or in part to apply for the entire county.* Annual cost (portion related to training of coaches): NOK 70,000.

2.3. Support Tromsø Arctic Pride and cooperate with FRI and Skeiv Ungdom and others to celebrate and highlight diversity and spread knowledge through seminars and meetings/gatherings on the subject. Tvibit is currently an important partner and this can be extended to include youth centres and others. Annual cost: NOK 100,000.

2.4. Immigrants and religious communities: The Action plan for gender and sexual diversity shall be a platform for strengthening knowledge and promoting dialogue in the Tromsø community concerning different religious views and backgrounds from different countries and cultures. The Municipality of Tromsø will cooperate with

immigrant organisations, religious communities/congregations and the new integration council to promote knowledge about equality and gender and sexuality diversity. Through cooperation, one wishes to take the initiative and stimulate dialogue meetings and possibly establish a faith and philosophy of life forum in Tromsø. Annual cost: NOK 50,000.

- 2.5. The introductory programme for refugees** addresses gender and sexuality diversity as part of the theme of society, equality and equal status. This can be achieved by using *Pink competence* or similar professional arrangements. Annual cost: NOK 10,000.

Other actions, continuation of actions:

- 2.6. Ensure that good information material** and brochures from organisations such as FRI and Skeiv Ungdom are available at youth clubs, Tvibit, sports halls, etc. in several languages.

- 2.7. Cooperate with the hospitality industry, tourism industry and other business stakeholders**

to market an open and broadminded city where everyone is welcome. Zero tolerance for discrimination on the basis of race, ethnicity, religion and gender diversity will be part of the training and terms for receiving a licence to serve alcohol.

- 2.8. Cooperate with the councils for youth, elderly people and disabled people** to share information and knowledge and improve the conditions for gender and sexual diversity within all sections of the population.

- 2.9. Cooperate with the Police – combat harassment and hate violence:** Tromsø will be an open city where everyone is respected and welcome and where harassment and hate violence are not accepted. The Police are an important collaborator, and gender and sexual diversity must be an important topic in cooperative bodies such as the Police Council – the collaborative body involving the Troms Police District and the Municipality of Tromsø represented by the Mayor and others, SLT – the collaborative council for children and young people in the city centre and suburbs, as well as regular meetings between the hospitality industry, the Police and the Municipality of Tromsø.



2.10. Include the theme of gender and sexual diversity in relevant plans and municipal documents. It is natural to view this as part of the work of making Tromsø an Arctic and open capital for business/industry, art, culture and sport.

3. HEALTH AND CARE, SUPPORT SERVICES

Prioritised actions 2017 - 2021:

3.1. Upgrading of competence for municipal employees: Relevant knowledge about gender and sexual diversity will be included in the competence programmes and through courses such as *Pink competence* for health services, nursing and care services, the Refugee service including shared housing, mental health services and all services provided by the new Section for Children and Families. This will include support services for people with disabilities. The offer of upgrading of competence will also be available for GPs. The Centre for Social Medicine and the health care centre for youth at Tvibit have expertise in this field that can be shared with GPs and other employees within the health and care sector. Annual cost: NOK 50,000.



Other actions, continuation of actions:

3.2. Ensure that good information material and brochures from organisations such as FRI and Skeiv Ungdom are available at health centres, medical centres, nursing homes and care centres, etc.

3.3. Cooperation with FRI and others concerning information and senior gatherings for older gays, lesbians and transgender people.

3.4. Cooperation with the Centre for Social Medicine and General Practitioner Service concerning efforts to increase the testing frequency and reduce infection.

3.5. A strengthened municipal mental health service must include competence about challenges that LGBT people face and contribute to better and more relevant assistance and treatment.

3.6. Include the theme of gender and sexual diversity in relevant plans and municipal documents. This may apply to guidelines and plans and within nursing and care, health services and services for disabled people.



4. FOLLOW-UP, IMPLEMENTATION AND EVALUATION

As a public authority, the Municipality of Tromsø has a general responsibility, activity duty and reporting duty pursuant to the provisions of the *Act relating to a prohibition against discrimination on the basis of sexual orientation, gender identity and gender expression of 2013*, as an employer, service provider and when exercising municipal authority.

The Municipality of Tromsø as an employer: The municipality's personnel policy documents must reflect that one must work for diversity and to combat discrimination in the workplace. The municipality's employer strategy formulates this as follows:

Promote diversity in the workplace

Differences and diversity in age, gender, sexual orientation, functional ability, education and culture among the Municipality of Tromsø's employees maintains quality and provides the population with a good service provision. Such diversity is also an important prerequisite for creation and innovation.

Cooperation with the trade unions is an important part of the strategy to promote diversity and tolerance in the workplace.

Pursuant to statutory requirements, the municipality shall report annually on actions related to equality concerning gender and sexual diversity.

The Head of Administration has the main responsibility for follow-up and evaluation of the action plan. An interdisciplinary resource group will be established containing representatives for the departments of Education and Child and Youth Services, Culture and Sport, and Health and Care. An evaluation of the implementation will be undertaken in the



spring of 2019 and the autumn of 2021 in collaboration with the organisations FRI-Troms and Skeiv Ungdom Troms. These evaluations will be presented to the municipal council in a specific report and will form the basis for revising the action plan.

Economy: A total of NOK 700,000 per annum is budgeted in the economy plan 2018 – 2021 for actions in the action plan as follows:

Action	Action no.	Cost	Department
Upgrading of competence for employees at schools and kindergartens	1.1.	200,000	Education and Child and Youth Services
Restart 850 year 8 pupils	1.2.	100,000	Education and Child and Youth Services
Upgrading of competence for employees Culture and sport	2.1.	30,000	Culture and Sport
Upgrading of competence for employees Health and care	3.1.	50,000	Health and Care
Cooperation with Tromsø sports council and Troms football association concerning training of coaches	2.2.	70,000	Culture and Sport
Cooperation/grant Tromsø Arctic Pride, organisations, immigrant organisations, etc.	2.3. and 2.4.	150,000	Culture and Sport
Various minor actions, brochures, training at Adult Learning Centre and introductory programme for refugees, etc.		100,000	40,000 for Education and Child and Youth Services and 30,000 each to the other departments
Sum actions		700,000	



SOURCES

Legislation and national guidance:

- *Lov om endringer i ekteskapsloven, barnelova, adopsjonsloven, bioteknologiloven mv. (felles ekteskapslov for heterofile og homofile par)*
<https://lovdata.no/dokument/LTI/lov/2008-06-27-53>
- *Lov om forbud mot diskriminering på grunn av seksuell orientering, kjønnsidentitet og kjønnsuttrykk* https://lovdata.no/dokument/NL/lov/2013-06-21-58#KAPITTEL_4
- *Lov om endring av juridisk kjønn* <https://lovdata.no/dokument/NL/lov/2016-06-17-46>
- *Trygghet, mangfold åpenhet. Regjeringens handlingsplan mot og seksuell diskriminering på grunn av seksuell orientering, kjønnsidentitet og kjønnsuttrykk 2017–2020.* [https://www.regjeringen.no/no/dokumenter/trygghet-mangfold-
apenhet/id2505393/](https://www.regjeringen.no/no/dokumenter/trygghet-mangfold-apenhet/id2505393/)
- *Seksuell orientering, kjønnsidentitet, kjønnsuttrykk og kjønnskarakteristika – det nasjonale kunnskapscenteret, Barne-, ungdoms- og familiedirektoratet.*
<https://www.bufdir.no/lhbt/>

Relevant documents about schools and kindergartens:

- *Seksualitet og kjønn. Et ressurshefte for lærere i grunnskolen.* Utdanningsdirektoratet 2011. <https://www.bufdir.no/nn/Bibliotek/Dokumentside/?docId=BUF00002352>
- «Det er ikke så lett.» *Undervisning om kjønn og seksualitet i skolen.* Idunn Marie Thode. Masteroppgave i sosiologi for lektorutdanning trinn 8-13. Norges arktiske universitet mai 2017.
- *Rammeplan for barnehagen,* Utdanningsdirektoratet 2017.
<https://www.udir.no/laring-og-trivsel/rammeplan/revidering-av-rammeplan/>
- *Kvalitetsutviklingsplanen for barnehager i Tromsø 2017-2020.*
<http://www.tromso.kommune.no/planer-og-vedtekter.5855905-377475.html>
- *Kompetanseplan for kommunale barnehager 2013 – 2016*
<http://www.tromso.kommune.no/planer-og-vedtekter.5855905-377475.html>
- *Strategiplan mot mobbing i barnehager og skoler.* Tromsø kommune.
<http://verktoykasse.tromsokolen.no/>
- *Restart* <http://www.skeivungdom.no/prosjekter/skolerestart/>

LHBT organisations

- *FRI Troms* <https://foreningenfri.no/llh-troms>
<https://www.facebook.com/FRITroms/?fref=ts>
- *Skeiv ungdom Troms* <http://www.skeivungdom.no/lokallag/troms/>
<https://www.facebook.com/SkUTroms/?fref=ts>
- *Skeive studenter UiT* <https://www.facebook.com/SkeiveStudenterUit/>
- *Rosa kompetanse* <https://foreningenfri.no/artikler/rosa-kompetanse>

Municipal action plans LHBT

- *Handlingsplan mot diskriminering av lesbiske, homofile, bifile og transpersoner i Tromsø 2008 -2012.*
- *Kommunestyresak 57/2010 Orientering – Oppfølging Handlingsplan mot diskriminering av lesbiske, homofile, bifile og transpersoner i Tromsø 2008 -2012.*
<http://postliste.tromso.kommune.no/motedag?offmoteid=33017>
- *Stolte Oslo – Handlingsplan for likeverd og frihet, uavhengig av kjønnsuttrykk, kjønnsidentitet orientering.*
https://www.oslo.kommune.no/dok/Vedlegg/2015_01/1087012_1_1.PDF
- *Eg e den eg e! Handlingsplan for kjønns- og seksualitetsmangfold 2017 – 2020 Stavanger kommune* <http://www.stavanger.kommune.no/no/Tilbud-tjenester-og-skjema/Barn-og-familie/Handlingsplaner1/Handlingsplan-mot-diskriminering-av-lesbiske-homofile-og-bifile/>

Research, reports

- *Seksuell orientering og levekår.* UNI helse / BUF-dir. 2013.
<https://www.bufdir.no/Lhbt/Dokumentside/?docId=BUF00002184>
- *Seksuell orientering og mobbing* Erling Roland og Gaute Auestad Senter for atferdsforskning UiStavanger 2009
<https://www.bufdir.no/nn/Bibliotek/Dokumentside/?docId=BUF00000829>
- *Alskens folk. Levekår, livssituasjon og livskvalitet til personer med kjønnsidentitetstematikk.* Likestillingscenteret 2013.
<https://www.bufdir.no/bibliotek/Dokumentside/?docId=BUF00001926>
- *Åpne rom, lukkede rom; LHBT i etniske minoriteter* FAFO 2013
<http://www.fafo.no/index.php/en/publications/fafo-reports/item/apne-rom-lukkede-rom-lhbt-i-etniske-minoritetsgrupper-2014>
- *Divorce in Norwegian same sex-marriages 1993-2011* from 2012
<https://www.ssb.no/91307/divorce-in-norwegian-same-sex-marriages-1993-2011>
- *Å ha foreldre av samme kjønn – hvordan er det og hvor mange gjelder det?* NOVA 2013. <https://www.bufdir.no/bibliotek/Dokumentside/?docId=BUF00002089>



