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National Action Plan to combat hate crimes against
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Foreword



In recent years, significant progress has been made in terms of equality and rights for lesbian, gay, bisexual, transgender, intersex and queer (LGBTIQ) people in Switzerland. Steps towards greater recognition of LGBTIQ persons' rights include the criminalisation of discrimination and incitement to hatred based on sexual orientation, the simplified process for declaring change of sex and first name on civil status records, marriage for all, and the extended deadline for registering the sex of an intersex newborn.

Despite these legislative advances, equality is not yet a reality in Switzerland. The daily lives of LGBTIQ persons continue to be marked by profound inequalities and discrimination, as well as experiences of verbal, physical, sexual or psychological violence affecting their health. This is happening in a context where hate speech is becoming increasingly commonplace.

It is against this backdrop that the National Action Plan to Combat Hate Crimes against LGBTIQ Persons was developed. Drafted by the Federal Office for Gender Equality in consultation with a support group comprising several federal government agencies, cantons and relevant umbrella organisations, the NAP aims to reduce hate crime, discrimination and acts of violence against LGBTIQ persons as well as protect their dignity and raise awareness among civil society and institutions. The NAP contains three areas of action: support and protection for victims; prevention; monitoring of acts of violence. It also includes long-term measures to firmly establish the inclusion, representation and participation of LGBTIQ persons at all levels of society, as well as pragmatic short-term measures. The objective is clear: no one in Switzerland should suffer discrimination or violence on the basis of their sexual orientation, gender identity or expression, or sexual characteristics.

The federal government is working with the cantons to implement the measures, which aim to promote equality and protect human rights, creating a society in which violence and discrimination against LGBTIQ persons are unacceptable. The principle of equality and the prohibition of all forms of discrimination are fundamental rights guaranteed by the Federal Constitution. The national action plan requires an unequivocal commitment from both civil society and the authorities. Guided by our democratic values, we are committed to combating all forms of discrimination and to promoting respect for diversity so that everyone can live safely and with dignity in our country.

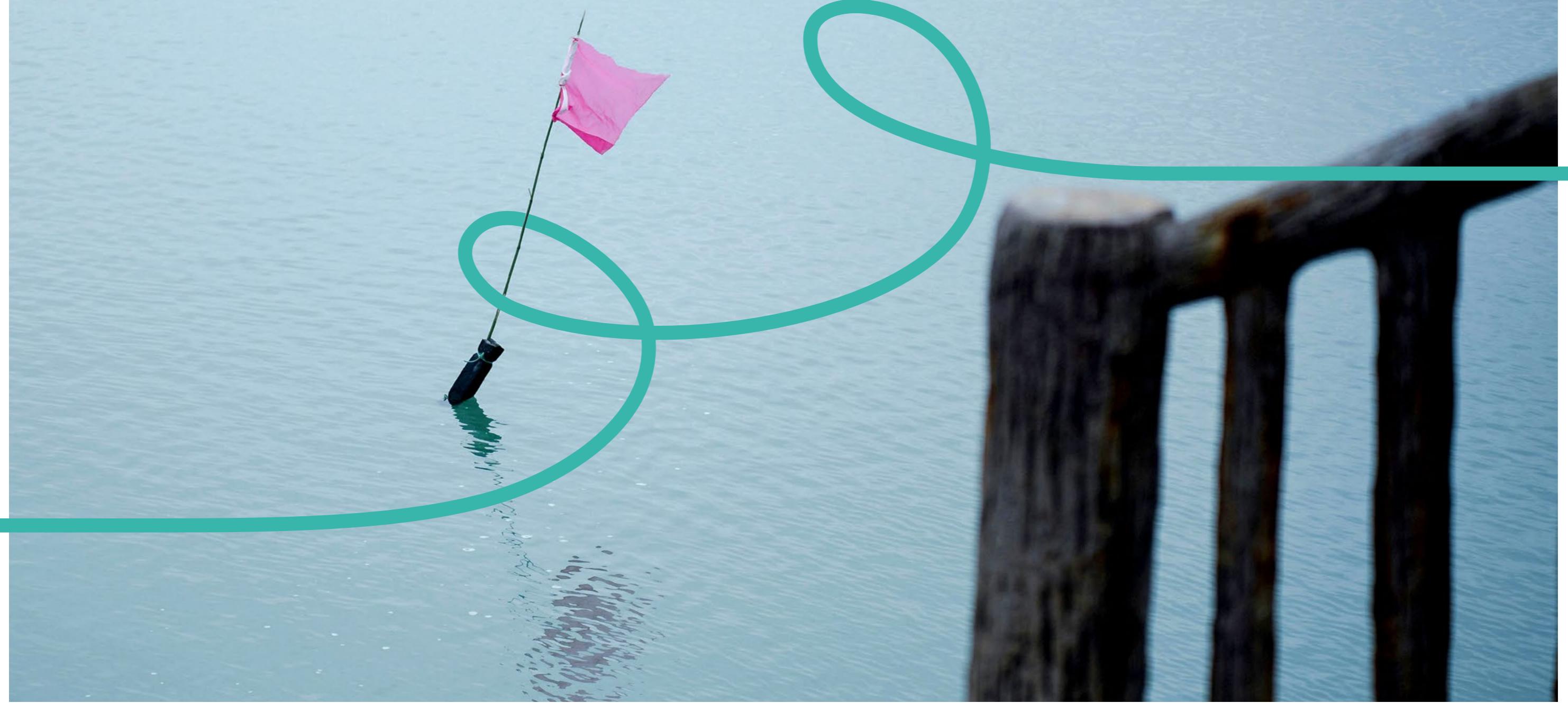
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1. Introduction



1.1. Parliament's mandate and the National Action Plan objectives

On 19 June 2020, National Council member Angelo Barrile submitted postulate 20.3820 proposing a national action plan to combat hate crimes against LGBTQ persons. The text read as follows: "The Federal Council is tasked with drawing up a national action plan to reduce the number of cases of violence and hate crimes against the LGBTQ community. This action plan should include measures to support and protect victims (in particular by guaranteeing access to victim support and the courts), to prevent violence and hostile attitudes towards lesbian, gay, bisexual, trans and queer persons, and rehabilitation measures for perpetrators. The Federal Council shall work with the cantons and communes, experts and civil society organisations to draw up and implement the action plan, which shall take the form of existing national action plans".

The National Action Plan to combat hate crimes against Lesbian, Gay, Bisexual, Transgender, Intersex and Queer (LGBTIQ) persons¹ 2026–30 (NAP Hate Crimes LGBTIQ) responds to the urgent need to combat hate crimes and other acts of violence and discrimination by proposing concrete and coordinated measures at federal and cantonal level.

In an effort to combat discrimination based on sexual orientation, gender identity, gender expression and sex characteristics (SOGIESC), the NAP Hate Crimes LGBTIQ is a major step towards promoting a fair, inclusive and safe society for all persons. This first step can be extended or added to in the future. For this reason, it has been designed as an adaptable document that is likely to evolve over time.

With this parliamentary mandate, the Federal Council is reaffirming its commitment to human rights and equality. The principle of equality and the prohibition of all forms of discrimination are fundamental rights guaranteed by Article 8 of the Swiss Constitution. This provision thus prohibits all SOGIESC-based discrimination. The Federal Council is also demonstrating its desire to create a safe and respectful environment for LGBTIQ persons, by strengthening their protection against violence and hostile attitudes. Collective awareness and the combined

efforts of political, social and civil players are essential to guarantee the dignity and safety of all LGBTIQ persons in Switzerland.

With this parliamentary mandate, the Federal Council is reaffirming its commitment to human rights and equality.

Finally, the NAP Hate Crimes LGBTIQ is in line with existing national instruments which deal partially or entirely with LGBTIQ topics. It aims to strengthen synergies with these mechanisms, maximising their scope and effectiveness in the fight against hate crime and other acts of violence and discrimination. These lines of action are looked at below.

Equality 2030 Strategy Action Plan and Istanbul Convention National Action Plan

A number of measures in the Equality 2030 Strategy Action Plan, particularly at cantonal and communal level, and in Switzerland's National Action Plan for the implementation of the Istanbul Convention from 2022 to 2026 are devoted to LGBTIQ topics. The Federal Office for Gender Equality (FOGE) is working on the synergies between these different tools.

Sustainable Development Strategy 2030

The Sustainable Development Strategy 2030 (SDS 2030) aims to ensure overall social cohesion. Within this framework, it sets the objective of eliminating all forms of discrimination, including on the grounds of sex, sexual orientation or gender identity. SDS 2030 recognises a particular need to ensure equality for lesbian, gay, bisexual, transgender and intersex persons.

Guidelines on human rights

In line with the FDFA's human rights guidelines, Switzerland's foreign policy seeks to safeguard individuals in urgent need of protection or whose fundamental rights are under threat, particularly LGBTIQ persons.

1.2. General

In recent years, Switzerland has strengthened the rights and protection of LGBTIQ persons through a number of legal and administrative developments.

In 2020, Article 261^{bis} of the Swiss Criminal Code (SCC) was extended to explicitly prohibit discrimination and incitement to hatred based on sexual orientation. This major step strengthened legal protection for LGB persons.

In 2022, the procedure for changing gender and first name at the civil registry office was simplified: Any person aged 16 or over, or with the agreement of their legal representatives in the case of minors, may now request a change in the gender and first name recorded in their civil status simply by making a declaration to the civil registrar, without the need for medical justification.

In terms of family recognition, the legalisation of marriage for all, in force since July 2022, gives same-sex couples access to rights equivalent to those of different-sex couples, particularly adoption and medically assisted reproduction for married female couples.

The revision of the Civil Status Ordinance in 2024 introduced a three-month deadline for recording the sex of children born with a variation in sexual characteristics, thus providing a more respectful framework for families and medical staff.

Despite recent legislative progress, the extent of discrimination experienced by LGBTIQ persons shows that de facto equality has not been achieved and that their safety is not guaranteed².

From insults to physical attacks and incitement to hatred, the violence and hostile behaviour suffered by LGBTIQ persons is not decreasing, but rather it has increased in recent years. Although the official statistics collected are still low and are limited to offences related to sexual orientation under Article 261^{bis} SCC (offences recorded in 2024: 67; 2023: 45; 2022: 29; 2021: 27),³ there is

reason to assume that these figures reflect only part of the problem. Many cases are not reported by victims because of fear, stigmatisation or lack of confidence in the judicial system⁴.

Despite recent legislative progress, the extent of discrimination experienced by LGBTIQ persons shows that de facto equality has not been achieved and that their safety is not guaranteed.

1.3. Hate crime and violence against LGBTIQ persons

The Swiss Criminal Code does not explicitly recognise hate crime as a distinct category. However, expressing hate towards LGBTIQ persons is likely to fall within the scope of several provisions of the SCC, including articles 122 ff (bodily harm), 135 (depiction of violence), 173 ff (offences against honour), 180 (threats), 181 (coercion) and 188 ff (offences against sexual freedom and integrity).

Moreover, since the extension of Article 261^{bis} SCC to cover discrimination based on sexual orientation in 2020, incitement to hatred and public discrimination against a person or group of persons on the grounds of their sexual orientation have been punishable offences. If the punishable conduct is motivated by hatred, this must be taken into account by the judge when sentencing under Article 47 of the Criminal Code.

The violence and hostilities experienced by LGBTIQ persons can take many forms. It can be verbal, physical, sexual, psychological or administrative, or can take the form

¹ The parliamentary mandate used the acronym LGBTQ. Following discussions among the parties concerned, the action plan covers all LGBTIQ persons. Non-binary persons are included in 'transgender' (T) and/or 'queer' (Q).

² Markwalder Nora et al., "Hate-Crime-Opfererfahrungen in der Schweiz. Ergebnisse des Crime Survey 2022", 2023 ; "La santé des personnes LGBT en Suisse", Federal Council report in response to postulate 19.3064 Marti Samira, 2022; Ad J. Ott et al., "Die Situation von LGBTQ+ Jugendlichen in Deutschschweizer Schulen", 2024 ; LGBTIQ Helpline, "Rapport sur les crimes de haine 2025"; Udrisard Robin, Stadelmann Sophie, Bize Raphaël, "Des chiffres vaudois sur la victimisation des jeunes LGBT", Lausanne, Unisanté – Centre universitaire de médecine générale et santé publique, 2022 (Raisons de santé 329).

³ Discrimination et incitation à la haine art. 261bis CP: Infractions, personnes prévenues et lésées - 2021-2023 | Tableau | Office fédéral de la statistique (admin.ch).

⁴ Swiss LGBTIQ+ Panel, 2023 Summary Report.

of harassment, social or professional exclusion, or even invisibility. These forms can be overt or subtle, intentional or unintentional, structural, collective or individual.

1.4. Vision and fields of action

The NAP Hate Crimes LGBTIQ aims to reduce hate crimes and other acts of violence and discrimination against LGBTIQ persons. These behaviours can affect LGBTIQ persons in many areas of their lives, including online. For this reason, a cross-functional approach is particularly relevant, as it enables actions to be coordinated, avoids duplication and maximises the effectiveness of interventions by creating synergies.

As a result, the NAP Hate Crimes LGBTIQ takes a holistic approach, addressing all the common issues facing LGBTIQ persons, while recognising that they are not a homogenous group. Experiences of discrimination and specific needs vary considerably depending on sexual orientation, gender identity, gender expression or sexual characteristics. This diversity of experiences and realities must be taken into account in the implementation of the NAP Hate Crimes LGBTIQ, in order to provide appropriate and relevant responses to the different specific needs.

On the basis of postulate 20.3820 and the arguments presented so far, the NAP Hate Crimes LGBTIQ proposes concrete and targeted measures based on three areas of action:

1. Support and protection
2. Prevention
3. Monitoring

These measures are organised on two distinct levels. On the one hand, the NAP Hate Crimes LGBTIQ proposes long-term perspectives and measures designed to anchor the inclusion and equality of LGBTIQ persons in institutional and societal practices over the long term. These measures are part of a broad strategic vision, sometimes including structural reforms and the promotion of a sustainable culture against hate crimes and other acts of violence and discrimination. On the other hand, the NAP Hate Crimes LGBTIQ focuses on pragmatic measures that can be implemented in the short and medium term. These measures are designed to provide a rapid response to identified needs and establish a solid foundation for sustainable progress. They generate tangible

impacts while preparing the ground for more profound structural changes.

1.5. Approach

The FOGE is responsible for developing the NAP Hate Crimes LGBTIQ.

To support it in its work, the FOGE has set up a support group made up of representatives of the Confederation, the cantons and relevant umbrella organisations. The group is made up of the following members:



Confederation: FDFA, fedpol, FOGE (responsible), FOJ, FOPER, FOPH, FOSPO, FSO, FSIO, SCRA, SEM, SSN, WAFD



Cantons: CCJPD, CCPKS, CDSS



NGOs: InterAction, LOS, Pink Cross, TGNS

In May and June 2025, the management committees of the CDSS, CCPKS and CCJPD adopted those NAP Hate Crimes LGBTIQ measures that concern them. .

1.6. Implementation and monitoring

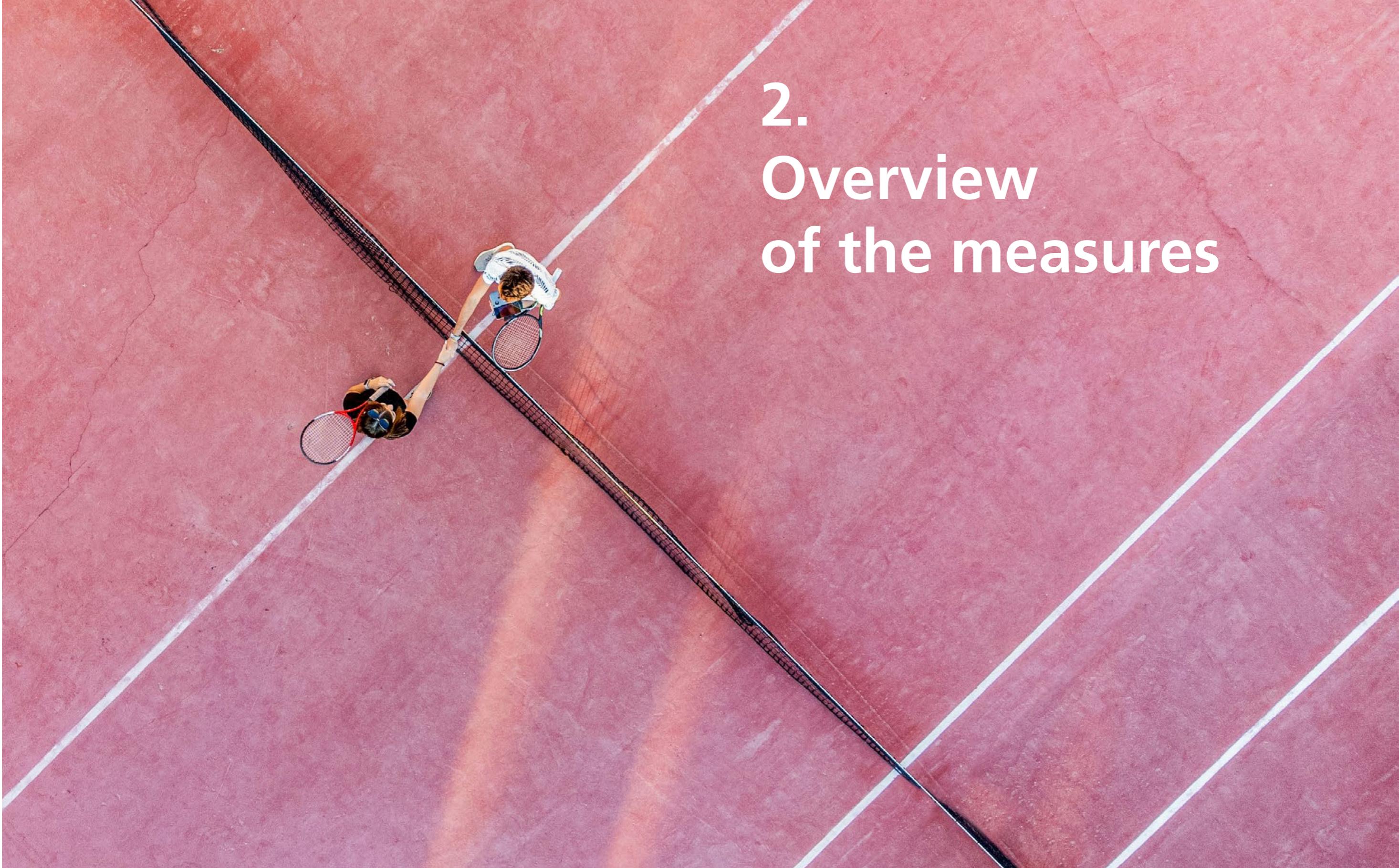
As the body responsible for the NAP Hate Crimes LGBTIQ, the FOGE coordinates its implementation and monitoring. The action plan is funded and implemented on the basis of existing legislation and with available resources.

In Chapter 2 'Overview of the measures', a table summarising the various measures shows which administrative unit is responsible for them in accordance with the division of powers between the communal, cantonal and federal authorities. As a general rule, the measures are the responsibility of the services that are already active in the field in question. In some cases, several administrative units are involved, because skills are shared and joint work is relevant. Collaboration between the various institutional levels (federal, cantonal and communal), as well as between state services and NGOs, is useful and relevant, given civil society's knowledge and experience on the ground.

Implementation will be monitored annually within the support group and, if necessary, with other actors involved in one or more measures, in coordination with other FOGE instruments. Monitoring results are communicated to the support group.

Regular monitoring and time-limited measures enable adjustments or modifications to be made to the way in which the measures are implemented and allow new measures to be added (dynamic approach), as well as permitting harmonisation with other action plans and strategies under way.

A final report on the progress made will be produced between now and the end of the NAP Hate Crimes LGBTIQ in 2030, at which time it will be decided whether to continue with the action plan.



2.
Overview
of the measures

Scope of action I.

Support and protection

AIM:

LGBTIQ victims of violence and hate crime receive appropriate treatment in the legal system. Reception and support structures for victims are adapted to deal with LGBTIQ persons, including young persons.

Offering adequate support and protection to LGBTIQ persons who are victims of hate crime or other acts of violence is essential to guarantee their safety and fundamental rights.

This includes access to victim support, which can take the form of counselling services or appropriate reception and care facilities. In addition, it is crucial that victims have access to justice in a fair and non-discriminatory manner, which means raising awareness among the police and the courts of the need for a prejudice-free approach and of the issues specific to LGBTIQ persons.

Improving these services creates a safer and more protective environment, reduces the risk of secondary victimisation and increases victims' confidence in legal and social institutions.

Objective A

Improve reception, recognition and protection

Measures for 2026 – 2030	Administrative unit involved	Timeline
1.1. Develop support and provision of emergency protection and accommodation for victims	CDSS FOGE, cantons	2030
1.2. Raise awareness of how to receive and deal with LGBTIQ persons filing a complaint	CCJPD, CCPCS Umbrella and specialist NGOs, cantonal police forces	2027
1.3. Organise a one-day training course on caring for LGBTIQ victims of violence	FOJ FOGE, umbrella NGOs	2027



Scope of action II.

Prevention

AIM:

The general public, professionals and volunteers are made aware of the issue, taking a transversal approach.

Hate crime prevention can be defined as all actions, policies and measures aimed at reducing or eliminating behaviour, speech and actions motivated by hatred or prejudice. Prevention work is therefore essential to anticipate and reduce risks, whether related to health, safety or social inclusion in general. It promotes a safer and more inclusive environment.

Informing the general public and raising awareness of LGBTIQ topics and the SOGIESC dimensions helps to prevent discriminatory or hostile behaviour towards LGBTIQ persons.

In order to provide appropriate care and support (whether medical, legal or even educational), professionals need to acquire skills in LGBTIQ topics, reflecting the social realities experienced by LGBTIQ persons. Awareness-raising measures and basic and ongoing training must be offered to ensure the quality of the reception, care and support provided. The same applies to persons who come into contact with LGBTIQ topics as part of their voluntary work.

Objective A

Raise awareness among the general public

Measures for 2026 – 2030	Administrative unit involved	Timeline
2.1 Inform and raise awareness of hate crime and violence against LGBTIQ persons	FOGE	2026

Objective B

Raise awareness among professionals and volunteers

Measures for 2026 – 2030	Administrative unit involved	Timeline
3.1 Support training and awareness-raising for professionals and volunteers in contact with LGBTIQ victims of violence	FOGE umbrella NGOs, training institutions for specific professional categories	2028
3.2 Support the prevention of violence against LGBTIQ persons in sport	FOSPO Swiss Olympic	2028
3.3 Update existing documentation on LGBTIQ topics in sport and increase its visibility	Swiss Olympic FOGE, umbrella NGOs	2026
3.4 Update and complete the intranet page on diversity in the Federal Administration	FOPER FOGE	2026
3.5 Ensure adequate care for LGBTIQ persons seeking asylum	SEM umbrella NGOs	2030
3.6 Make use of multilateral and bilateral human rights diplomacy instruments to protect the rights of LGBTIQ persons	FDFA	2027

Scope of action III.

Monitoring

AIM:

Monitoring is improved and strengthened to determine the scale of violence and hostilities and provide reliable data to guide policies and preventive action.

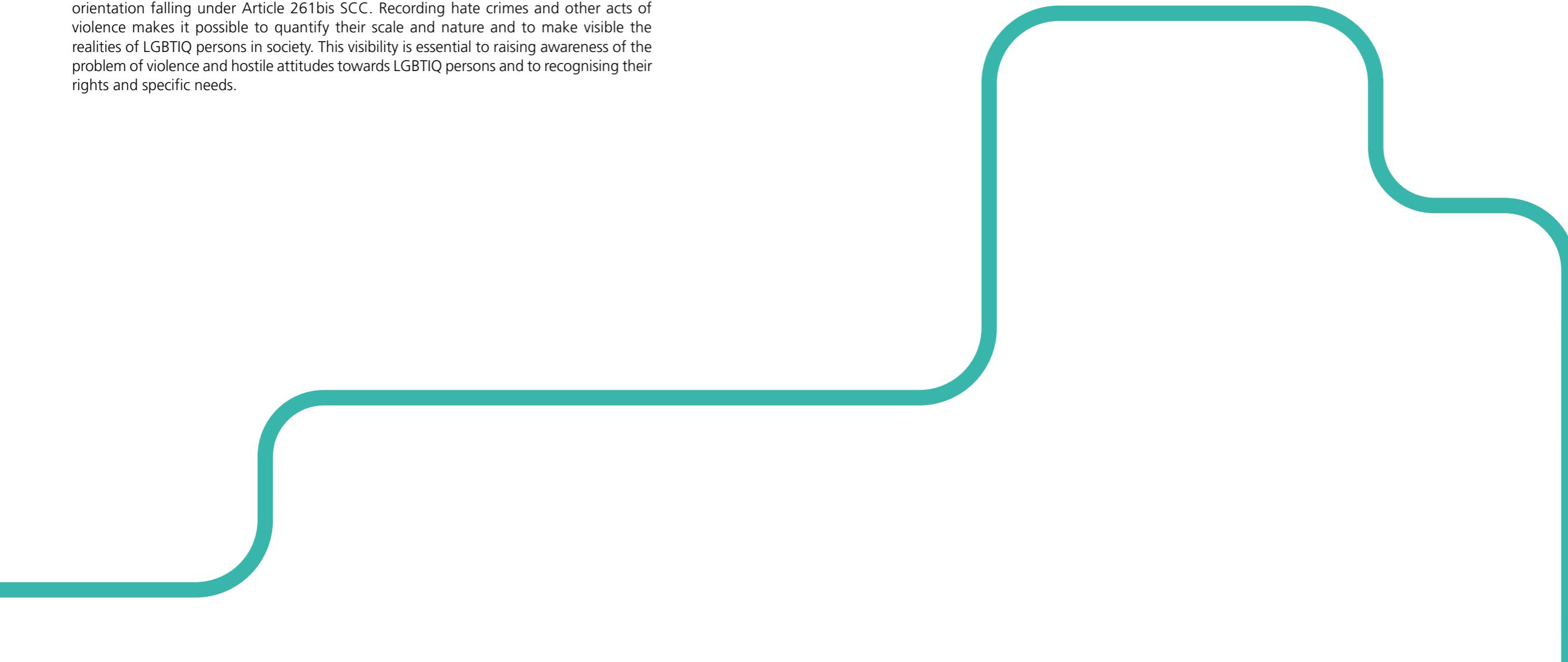
Accurate and reliable statistics are essential for drawing up and implementing effective public policies. They help to understand the impact of existing legislation and to identify areas requiring improvement or additional measures. The data also make it possible to measure the progress made in terms of equality and inclusion, to analyse the effectiveness of initiatives and legislative changes and to adjust strategies accordingly.

Currently, data on hate crimes and other acts of violence against LGBTIQ persons is very limited and most statistics on hate crimes and violence do not include sexual orientation, gender identity or sexual characteristics, with the exception of offences based on sexual orientation falling under Article 261bis SCC. Recording hate crimes and other acts of violence makes it possible to quantify their scale and nature and to make visible the realities of LGBTIQ persons in society. This visibility is essential to raising awareness of the problem of violence and hostile attitudes towards LGBTIQ persons and to recognising their rights and specific needs.

Objective A

Improve and strengthen the monitoring of violence and hostilities

Measures for 2026 – 2030	Administrative unit involved	Timeline
4.1 Deploy a tool at national level for reporting violence and hate crime	Swiss Conference of Gender Equality Delegates, FOGE NGOs	2026
4.2 Establish an overview of recording and monitoring at federal, cantonal and communal level of violence and hostilities against LGBTIQ persons in order to identify gaps and possible improvements	FOGE CCJPD, umbrella NGOs, LGBTIQ Helpline	2028



List of abbreviations

CCDJP	Conference of Cantonal Justice and Police Directors	LGBTIQ	Lesbian, gay, bisexual, trans, intersex or queer persons
CCPCS	Conference of Cantonal Police Commanders of Switzerland	LOS	Swiss Lesbian Organisation
CDSS	Conference of Cantonal Directors of Social Services	NGO	Non-governmental organisation
FDFA	Federal Department of Foreign Affairs	SCC	Swiss Criminal Code
fedpol	Federal Office of Police	SCRA	Service for Combating Racism
FOGE	Federal Office for Gender Equality	SDS 2030	Sustainable Development Strategy 2030
FOJ	Federal Office of Justice	SEM	State Secretariat for Migration
FOPER	Federal Office of Personnel	SOGIESC	Sexual orientation, gender identity, gender expression and sex characteristics
FOPH	Federal Office of Public Health	SSN	Swiss Security Network
FOSPO	Federal Office of Sport	TGNS	Transgender Network Switzerland
FSIO	Federal Social Insurance Office	WAFD	Women in the Armed Forces and Diversity Office
FSO	Federal Statistical Office		

