TRANS RIGHTS INDEX & MAP 2025

Key findings

The Trans Rights Map documents the legal situation of 49 countries in Europe and 5 in Central Asia. It shows country-specific requirements for legal gender recognition, as well as existing protections for trans people in asylum, hate crime/speech, non-discrimination, health, and family.

LEGAL GENDER RECOGNITION (LGR)

39 of 54 countries in Europe and Central Asia have legal or administrative measures in place that make **legal gender recognition available to trans people** (2024: 40). One country in Central Asia (Kazakhstan) currently provides legal gender recognition.

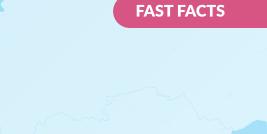
Of the 39 countries offering legal gender recognition:

- 36 are members of the Council of Europe; 25 are EU Member States.
- **24** require a **mental health diagnosis** (2024: 26 of 40).
- 12 demand sterility (2024: 12 of 40).
- 18 still require divorce (2024: 18 of 40).
- **17** have LGR procedures for minors (2024: 18 of 40). Of these, **8** enable minors to access legal gender recognition without any age limit (2024: 9 of 18); **9** have a minimum age requirement (2024: 9 of 18).

12 countries base **legal gender recognition** procedures on **self-determination** of the person (2024: 11).

4 countries ban legal gender recognition (2024: 3).

3 countries provide full, and **1** provides partial, **legal recognition to non-binary people** (2024: 2 | 2).



ASYLUM

27 of 54 countries offer **explicit international protection** on grounds of **gender identity** (2024: 27).

11 countries have a LGR procedure for refugees that is accessible.7 have a procedure available but it is less accessible (2024: 11 | 7).

HATE SPEECH/CRIME

24 countries have laws that **prohibit hate crimes against trans people** (2024: 24). Of these, **16** are EU member states.

19 countries have laws that prohibit **hate speech** against trans people (2024: 19).

6 countries have **other positive measures** in place that aim at **combating hate speech and crime** against trans people (2024: 5).

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EU MEMBER STATES

Of the 54 countries investigated, **27 are European Union Member States**. As such, they bear the obligation to **protect trans people from discrimination in employment and access to goods and services**, and to **provide international protection to trans refugees**.

Only **20** of 27 **EU Member States** protect against **discrimination in employment** on grounds of gender identity (2024: 21), with the remaining **7 violating EU law** (2024: 6).

Only **17** of 27 EU Member States **protect against discrimination in access to goods and services** on grounds of gender identity (2024: 18), with the remaining **10 violating EU law** (2024: 9).

Only **15** of 27 EU Member States protect against **discrimination in housing** on the basis of gender identity (2024: 15).

Only **19** of 27 EU Member States provide explicit **international protection for trans refugees**, with the remaining **8 violating EU law** (2024: 19).

25 of 27 EU Member States provide legal gender recognition procedures.

Out of these:

- 14 require a mental health diagnosis (2024: 15).
- 5 demand sterilisation.
- 9 require a divorce (2024: 9).
- 9 have LGR policies based on self-determination (2024: 8).
- 2 offer full non-binary recognition.
- 16 have laws that prohibit hate crimes against trans people (2024: 14).
- **13** offer LGR procedures for minors (2024: 14); **6** without age barriers (2024: 7).

The EU LGBTIQ Strategy 2020-2025 of the EU Commission considers self-determination as the gold standard in legal gender recognition.

NON-DISCRIMINATION

33 countries **prohibit discrimination in employment** on grounds of gender identity (2024: 35).

26 countries **prohibit discrimination in health** on grounds of gender identity (2024: 28).

29 countries **protect against discrimination in education** based on gender identity (2024: 31).

28 countries protect trans people against **discrimination in access to goods and services** (2024: 30).

24 countries prohibit discrimination inhousing on the basis of gender identity (2024:25).

30 countries have an **Equality Body mandate** (2024: 31).

10 countries have an **Equality Action Plan** in place (2024: 10), with 1 country adopting a new action plan and 1 country allowing their action plan to expire.

17 countries provide **non-discrimination protection** on grounds of **gender expression** (2024: 17).

HEALTH

Iceland and Malta are the only 2 countries to have effectively **depathologised trans identities** (2024: 2).

10 countries **prohibit conversion practices** on grounds of gender identity (2024: 10).

FAMILY

8 countries recognise the **gender identity** of trans parents within binary options (2024: 6). Malta and Iceland recognise non-binary parents as well.

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The data presented reflects the legal rights of trans people based on consultation from in-country experts as of 9 May 2025.

FAST FACTS