

# 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).

### 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 in housing** 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**.

[transrightsmap.tgeu.org](https://transrightsmap.tgeu.org)



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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.