



Universal Periodic Review (UPR)

Georgia

UPR Fourth Cycle, 45th Working Group Session, 2025

Joint Stakeholders' submission of 2025

State of Human Rights of LGBTI people in Georgia (2021 to 2025)

The report is prepared by ILGA World, Women's Initiatives Supporting Group (WISG), Tbilisi Pride, and Equality Movement (EM) in the framework of the fourth Universal Periodic Review of Georgia.

ILGA World - the International Lesbian, Gay, Bisexual, Trans and Intersex Association – is a worldwide federation of more than 1,900 organisations from over 160 countries and territories campaigning for lesbian, gay, bisexual, trans and intersex human rights.

The Women's Initiatives Supporting Group (WISG) was established in 2000 in Tbilisi, Georgia, as the first queer feminist organisation dedicated to empowering lesbian, bisexual women, transgender, and intersex (LBTI) individuals.

Tbilisi Pride, Europe's easternmost pride, is a relentless LGBTQI+ organization that has mobilized thousands of queer community members, their families, and allies since 2019.

Equality Movement (EM) is the largest LGBTQI+ community-based organization in Georgia. Established in 2011, the organization advances LGBTQI+ equality by providing support services and rights protection efforts.

July, 2025

Introduction

1. This shadow report, prepared by a coalition of Georgian LGBTI organisations, evaluates the country's human rights performance in implementing SOGIESC-related recommendations from the previous review and the existing human rights situation.

Methodology

2. The report employs a mixed-methods approach, combining a desk review of national legislation, civil society monitoring reports, assessments by international stakeholders, research studies, ECtHR case law, public statements, media coverage, and confidential consultations with human rights defenders, as well as documented cases by NGOs.

National UPR Context

3. In its 3rd cycle (2021), Georgia accepted 19 out of 21 SOGIESC-specific recommendations, committing to stronger protections against discrimination and violence. However, since the previous review, the ruling party, Georgian Dream, has accelerated its crackdown on human rights and democratic freedoms. Out of the 19 accepted recommendations, **none have been fully implemented, 17 remain unimplemented, and 2 have been partially implemented.** Between 2022 and 2025, the country experienced significant backsliding, including gross violations of the human rights of all individuals, including LGBTI people. This period has been marked by the adoption of restrictive anti-LGBTI legislation, including bans on trans-specific healthcare, legal gender recognition, the right to peaceful assembly, and freedom of expression, highlighting a growing gap between Georgia's commitments and their implementation.
4. LGBTI persons have faced systematic rollbacks of rights, escalating state-sponsored hostility, and growing exclusion from public life. Meanwhile, progress on gender equality has been undermined. Measures promoting women's political participation were revoked, and gender-based violence, particularly perpetrated by law enforcement, has gone unpunished, perpetuating a climate of impunity. While the 2014 Law on the Elimination of All Forms of Discrimination was once celebrated as a milestone, its inadequate enforcement in recent years reflects broader institutional regression. Georgia's democratic backsliding raises serious concerns regarding its adherence to its human rights obligations under the UPR framework.

Legislative and Policy Backsliding

5. Over the past years, steadily intensifying democratic backsliding in Georgia, causing an extensive political crisis in the country, has been widely linked with political homophobia. The anti-gender developments that have surfaced in governmental discourse since 2022 have been gradually transforming into institutional changes. An illustrative case is the adoption of the "State Concept of Gender Equality of Georgia" by the parliament in December 2022, which narrowed the definition of "gender equality" in terms of binary distinctions between 'women' and 'men'¹. Limited

¹ State Concept of Gender Equality of Georgia. <https://matsne.gov.ge/ka/document/view/5664358?publication=0> [14.07.2025]

coordination with the civil sector, coupled with the disregard for the principle of inclusiveness while policy-making, has led to the disappearance of LGBTI topics from the strategic documents of national importance - “National Strategy for the Protection of Human Rights of Georgia for 2022-2030” adopted in 2023 and respective Human Rights Action Plan for 2024-2026 ignores LGBTI community providing no entry points for addressing SOGIESC-based discrimination and/or violence².

6. Alongside the setback in gender-inclusive policy-making, significant challenges have emerged in the protection of LGBTI rights and support for the community. The cascade of legislative changes aimed at severely restricting civil society organizations has significantly weakened LGBTI community organizations, which serve as the primary source of support for the community. Demonizing campaigns aimed at framing CSOs and human rights activists as ‘Foreign Agents’ culminated in the adoption of the “Law on Transparency of Foreign Influence” in May 2024, disregarding mass protests and directly contradicting the Venice Commission’s recommendation to repeal the law in its current form³. The law labels non-entrepreneurial legal entities and media outlets that receive more than 20% of their funding from abroad as “Organizations Pursuing the Interests of a Foreign Power” and grants the state augmented control mechanisms over them, including, but not limited to, requesting access to the confidential data of beneficiaries. Another threat to local civil society and international support is the Foreign Agents Registration Act (FARA), which took effect on May 31. The law introduces a risk of criminal prosecution for employees of civil society organizations and media outlets, potentially leading to the closure of many of them⁴. The state of human rights in Georgia has also significantly deteriorated due to the sudden amendments made to the Law on Grants in April 2025, which require government approval for the issuance of grants. Receiving a ‘prohibited’ grant results in the grantee being fined twice the amount received⁵. More recently, another round of amendments was made according to which activities such as signing an ordinary service contract to share knowledge and/or technical assistance are to be treated as equivalent to issuing a grant⁶. These amendments have effectively suspended all the fundraising endeavors of international donors and have significantly reduced the pool of professionals who can support the LGBTI community.
7. Alongside the extensive political crisis and society’s polarization, as part of the broad political strategy aimed at constructing a narrative of cultural protectionism against Western liberalism, the ruling party, Georgian Dream, introduced a draft constitutional law stipulating that “the protection of family values and minors shall be ensured by the constitutional law”⁷. Disregarding the Venice Commission’s recommendation not to proceed with the adoption of discriminatory constitutional amendments - and ignoring broader international criticism the Parliament of Georgia adopted the

² National Strategy for the Protection of Human Rights of Georgia for 2022-2030. <https://matsne.gov.ge/ka/document/view/5757268?publication=0> [14.07.2025]; Action Plan for the Protection of Human Rights in Georgia for 2024-2026. <https://www.matsne.gov.ge/ka/document/view/6053557?publication=0> [14.07.2025]

³ Law of Georgia on Transparency of Foreign Influence. <https://matsne.gov.ge/en/document/view/6171895?publication=0> [14.07.2025]; Venice Commission, Urgent Opinion on the Law on Transparency of Foreign Influence (CDL-PI(2024)013, 21 May 2024). [https://www.venice.coe.int/webforms/documents/default.aspx?pdffile=CDL-PI\(2024\)013-e](https://www.venice.coe.int/webforms/documents/default.aspx?pdffile=CDL-PI(2024)013-e) [14.07.2025]

⁴ Civil.ge. Georgian Dream’s FARA Takes Effect, 2025, <https://civil.ge/archives/684669> [14.07.2025]

⁵ Jam-news.net. Georgia approves bill outlawing foreign grants without government approval, 2025, <https://jam-news.net/georgia-approves-bill-outlawing-foreign-grants-without-government-approval/> [14.07.2025]

⁶ Civil.ge. GD Parliament Further Amends Law on Grants, 2025, <https://civil.ge/archives/686104> [14.07.2025]

⁷ Pre-election Instrumentalization of Anti-LGBT Sentiments and Family Values, The Georgian Elections Observatory (GEO), 2024, <https://medialab.ug.edu.ge/en/research/anti-lgbt-sentimentebisa-da-ojakhuri-ghirebulebis-inasaarchevno-instrumentalizacia> [14.07.2025]

similar “Law of Georgia on the Protection of Family Values and Minors” prior to the parliamentary elections, significantly undermining the rights of LGBTI individuals in terms of both family life and personal freedoms⁸. The law’s content is overly propagandistic. Serving the purpose of portraying the LGBTI community as a threat to children, it bans same-sex marriage and prohibits community members from adopting or fostering minors. Particularly alarming are the provisions targeting the rights of transgender individuals: the law criminalizes access to trans-specific healthcare, including, but not limited to, gender-affirming surgeries and hormone therapy and prohibits legal gender recognition. Notably, Georgian courts are even forbidden from granting or recognizing such decisions made by foreign jurisdictions. Moreover, the law consists of vaguely worded provisions eroding the employment rights of transgender individuals, seeking to exempt employers from anti-discrimination obligations related to respecting a person’s gender identity. The law’s impact extends beyond the LGBTI community, as it severely limits the right to assembly and restricts manifestations deemed to ‘popularize’ LGBTI issues. Notably, many legal terms - such as “popularization”, are drafted in a way that makes it difficult to ascertain their precise meaning, scope, or mechanisms of enforcement. Furthermore, the law imposes censorship on LGBTI content across all forms of expression, including, but not limited to education, broadcasting, advertising, and the arts. Even direct communication with minors on these topics is explicitly banned.

8. Although the law has not yet been actively enforced - the bylaws have not been issued and nobody has been fined, its chilling effect is already evident. Local LGBTI community organizations report that even before the law’s enactment on December 2, 2024, key professional groups had already started to adopt self-censorship practices. The law has also contributed to a growing number of SOGI-based hate crimes and discrimination. As documented by the Equality Movement, due to the increasing sense of impunity in society, individuals who previously refrained from bullying, discriminating against, or oppressing LGBTI people out of fear of legal consequences have begun to act openly, resulting in the escalation and diversification of violent behaviors. In addition, the rise in homophobic intimidation and respective legislative changes has led to a severe deterioration in the community’s overall mental health, resulting in a sharp increase in the demand for psycho-social support services⁹. The law on the protection of family values and minors also intensified the widely spread social and economic vulnerability of the LGBTI community. Anonymous sources report cases such as a dismissal of transgender individuals from workplaces due to their gender identity, as well as violations of academic freedom, including the rejection of theses focusing on LGBTI topics by supervisors and universities. Due to the severe deterioration of LGBTI rights in Georgia, coupled with the significantly intensified challenges related to violence and physical insecurity, an alarming number of LGBTI individuals have fled the country. As reported by Equality Movement, the number of individuals willing to migrate to safer countries has risen around ten times in 2024, which can be marked as an initial result of anti-LGBTI law¹⁰.

⁸ Law of Georgia on the Protection of Family Values and Minors.

<https://matsne.gov.ge/ka/document/view/6283110?impose=translateEn&publication=0> [14.07.2025]; Venice Commission, Opinion on the Draft Constitutional Law on Protecting Family Values and Minors (CDL-AD(2024)021, 25 June 2024). [https://www.venice.coe.int/webforms/documents/default.aspx?pdffile=CDL-AD\(2024\)021-e](https://www.venice.coe.int/webforms/documents/default.aspx?pdffile=CDL-AD(2024)021-e) [14.07.2025]

⁹ Report on LGBTI+ Rights Violations in Georgia, Equality Movement, 2024, pp. 11-15, https://equality.ge/wp-content/uploads/2025/06/ENG-lgbtang-5-2-9_merged.pdf [14.07.2025]

¹⁰ Ibid, pp.15-16

9. The cascade of anti-gender institutional changes have been followed by the amendments made to the Law on Gender Equality on April 2, 2025, which removed the term “gender” from legislative language and respectively all references to “gender identity” or “gender equality” were removed or replaced with the phrase “equality between women and men”¹¹. Accordingly, the 2014 Law of Georgia on the Elimination of All Forms of Discrimination was also amended - “gender identity” was removed, leaving only “sexual orientation” as a protected ground.

Hate Crimes and Physical Insecurity

10. Contradicting the decline in official state statistics over recent years (2021 – gender identity: 48; sexual orientation: 58 | 2022 – gender identity: 38; sexual orientation: 36; gender & sexual orientation: 2 | 2023 – gender identity: 25; sexual orientation: 17; sexual orientation & gender identity: 6; gender & sexual orientation 1; race & sexual orientation 1 | 2024 – gender identity: 14; sexual orientation: 11; race & sexual orientation: 3; gender & gender identity: 1; sexual orientation & political or other view 1), the continued prevalence and systemic nature of hate crimes motivated by sexual orientation or gender identity remains one of the most pressing challenges faced LGBTI community in Georgia¹². A mismatch between the official statistics and reality usually is induced by the obstacles hindering the effective prevention and investigation of SOGI-based hate crimes - such as delays in launching investigations, granting victims the status of ‘aggrieved party’, or properly qualifying criminal cases, combined with the lack of sensitivity and awareness among police officers, prosecutors, and investigators¹³.
11. The rise and normalization of anti-LGBTI rhetoric in governmental discourse, combined with corresponding legislative changes, have further escalated threats to human rights and increased the physical vulnerability of LGBTI individuals. The day after the Law of Georgia on the Protection of Family Values and Minors was adopted, the prominent transgender woman, model, and influencer, Kesaria Abramidze, was found brutally murdered¹⁴. The crime was committed with aggravating circumstances of special cruelty based on gender identity. Just a month after the incident, the famous transgender activist was attacked. The attacker subjected her to verbal assault and struck her with a brick, resulting in a concussion. In addition, as reported by Equality Movement, a few days after the Law of Georgia on the Protection of Family Values and Minors was adopted, a popular figure on TikTok was subjected to a life threat during a TikTok live, specifically was told that - “he would be the next Kesaria.” According to the report, just in 2024, the Equality Movement delivered legal assistance to approximately 50 individuals subjected to SOGI-based hate crimes. The organization notes a concerning escalation in physical attacks

¹¹ Civil.ge, Georgian Dream Parliament Approves a Series of Repressive Legislative Amendments in First Reading, 2025, <https://civil.ge/archives/667060> [14.07.2025]

¹² National Statistics Office of Georgia, Unified report on statistics of crimes committed on the grounds of intolerance and discrimination, 2021, https://www.geostat.ge/media/43558/diskriminaciiis-niSnIT_2021.pdf [14.07.2025]; National Statistics Office of Georgia, Unified report on statistics of crimes committed on the grounds of intolerance and discrimination, 2022, https://www.geostat.ge/media/51737/diskriminacia_2022.pdf [14.07.2025]; National Statistics Office of Georgia, Unified report on statistics of crimes committed on the grounds of intolerance and discrimination, 2023, https://www.geostat.ge/media/60697/diskriminacia_2023.pdf [14.07.2025]; National Statistics Office of Georgia, Unified report on statistics of crimes committed on the grounds of intolerance and discrimination, 2024, https://www.geostat.ge/media/68742/diskriminacia_2024.pdf [14.07.2025]

¹³ Human Rights Violations Based on Sexual Orientation and Gender Identity in Georgia, An “alternative report” as a commentary on the Fifth Periodic Report by Georgia. 135 th Session Human Rights Committee Review of the fifth periodic report by Georgia, ECOM, Equality Movement, Tbilisi Pride, 2022, https://equality.ge/wp-content/uploads/2022/07/INT_CCPR_CSS_GEO_48904_E.pdf [14.07.2025]

¹⁴ Civil.ge, Murder of Famous Georgian Transwoman Sparks Outcry Amid Anti-LGBT Legislation Adoption, 2024, <https://civil.ge/archives/625200> [14.07.2025]

motivated by transphobia, accompanied by a surge in hate speech and discrimination on social media platforms, together with the attacks on LGBTI individuals orchestrated by luring them through dating applications as an emerging trend in SOGI-based violence¹⁵. In addition, anonymous sources report that LGBTI individuals, particularly transgender persons, face severe physical security risks, including repeated verbal and physical assaults occurring multiple times per month.

12. Due to the victim's refusal, the majority of hate crime incidents recorded by LGBTI community organizations were not reported to the police in 2024. The widespread distrust among LGBTI individuals toward the police and other state institutions, fueled by the radicalization of political and institutional homophobia, is induced by the experiences of indifferent treatment, as well as discrimination, hate speech, and intimidation from institutional representatives. Among them is an incident reported by Equality Movement involving an LGBTI activist who, in parallel with her active involvement and visibility in anti-Russian protests, was targeted by the investigative bodies, particularly, six years later, the investigation into the 2018 death threat case against her was unexpectedly reactivated. During the interview, the investigator openly disclosed a negative attitude towards her, questioning the fear and threat she had experienced during the incident, and attempting to persuade her to withdraw the complaint. After her refusal, she was told that the case could result in certain legal consequences against her. The attempts of investigative bodies to oppress her have continued for approximately two months. Finally, she had to withdraw the complaint to mitigate the risk of incurring legal consequences. The Equality Movement appealed the case to the Special Investigation Service, but the institution took no significant steps forward. Additionally, local CSOs and LGBTI community organizations highlight the drastic deterioration of coordination with judicial and administrative bodies including but not limited to systematically violating deadlines, rejecting or ignoring submissions, mistreating both victims and human rights defenders, and making it nearly impossible for victims of SOGI motivated hate crimes to obtain "aggrieved party" status. Particularly, the lawyers providing legal aid to LGBTI individuals underline that human-rights protection mechanisms, including the Public Defender's Office, have effectively ceased to function which is mainly driven by a concerning level of institutional desensitization, large-scale replacement of personnel leading to significant weakening the overall qualifications and extreme politicization resulting in decisions being driven by political will rather than legal standards.
13. The report prepared by 11 Georgian CSOs, assessing the human rights crisis in Georgia following the 2024 parliamentary elections, identifies homophobic rhetoric and hate speech as recurring elements in cases of physiological and physical abuse, torture, degrading treatment, and threats of rape and sexual harassment by police and special forces against participants of anti-Russian protests during the November–December 2024 rallies. The report further highlights the pattern of subjecting the "less masculine" individuals to high-intensity violence, often calling them "f*ggots" while beating them. According to the report, the homophobic hate speech was also actively used against minors while beating, humiliating, threatening them, and taking their personal belongings away¹⁶.

¹⁵ Ibid, pp. 11-15

¹⁶ Human Rights Crisis in Georgia Following the 2024 Parliamentary Elections, 2025, https://admin.gyla.ge/uploads_script/publications/pdf/HUMAN%20RIGHTS%20CRISIS%20IN%20GEORGIA%20-%20final.pdf [14.07.2025]

Legal Gender Recognition (LGR)

14. Transgender and intersex persons in Georgia remain among the most marginalized groups, facing systemic legal gaps and new regressive policies that undermine their fundamental rights. The issue of legal gender recognition (LGR) for trans persons in Georgia has long been unregulated and problematic, with no law regulating legal gender recognition, leaving transgender individuals in a legal grey zone. In practice, the civil registry has required proof of “sex change,” typically interpreted as irreversible surgery, before altering a gender marker, effectively conditioning LGR on sterilization or extensive medical procedures¹⁷. This medicalized approach, lacking any explicit legal basis, infringes on bodily autonomy and has been criticized by human rights experts. As a result, most trans people in Georgia have passports and IDs that do not reflect their lived gender. This mismatch exposes them to daily humiliation, privacy violations, and barriers to employment, healthcare, housing, and travel. No reforms have been implemented at this time. The limited unofficial practice that previously allowed a few trans individuals to change documents post-surgery has now been eliminated by law¹⁸. This vacuum of recognition is not only a breach of Georgia’s international obligations but also leaves trans citizens in legal limbo, unable to fully participate in society.
15. The lack of regulation of LGR has prompted several international human rights mechanisms to issue recommendations. In 2019, the UN Independent Expert on SOGI, Victor Madrigal-Borloz, highlighted in his Georgia report the “difficulties caused by the lack of a mechanism” for LGR, noting that most trans people could not obtain documents matching their gender, which forced many into informal employment and poverty¹⁹. He recommended that Georgia ensure the LGR process is based on self-determination, a simple administrative process, without abusive requirements, inclusive of non-binary identities, and accessible to minors²⁰. In 2022, the Commissioner for Human Rights made a similar recommendation that the authorities take measures to facilitate legal gender recognition in a timely, transparent, and accessible way and without medically invasive requirements, in line with the Council of Europe Committee of Ministers’ Recommendation CM/Rec (2010)5.²¹ In the ECtHR’s judgment “A.D. and Others v. Georgia,” the Court found that Georgia’s lack of a “quick, transparent, and accessible” LGR procedure violated Article 8 of the European Convention on Human Rights (right to private and family life)²². It

¹⁷ The European Human Rights Advocacy Centre (EHRAC), the Women's Initiatives Support Group (WISG), the Georgian Young Lawyers' Association (GYLA), ILGA Europe and Transgender Europe (TGEU) Rule 9 (1) and Rule 9(2) submission to the Committee of Ministers of the Council of Europe concerning the implementation of A.D. and others v. Georgia (App. nos. 57864/17, 79087/17 and 55353/19), 2024, <https://wisg.org/Data/docs/publications/report/2024/Rule-9.2-submission-in-A.D.-and-Others-v-Geo-01082024.pdf> [14.07.2025]

¹⁸ Law of Georgia on the Protection of Family Values and Minors, article 6.
<https://matsne.gov.ge/ka/document/view/6283110?impose=translateEn&publication=0> [14.07.2025]

¹⁹ Policy Paper Legal Gender Recognition in Georgia, WISG, 2022, <https://wisg.org/Data/docs/publications/policy-paper/WISG-LGR-in-Georgia-2022-EN.pdf#:~:text=for%20changing%20gender%20markers%20in,The> [14.07.2025]

²⁰ Ibid. pp. 27-28

²¹ COMMISSIONER FOR HUMAN RIGHTS OF THE COUNCIL OF EUROPE, REPORT FOLLOWING HER VISIT TO GEORGIA FROM 21 TO 24 FEBRUARY 2022, <https://rm.coe.int/report-of-the-council-of-europe-commissioner-for-human-rights-dunjami/1680a740bf>, par. 42 [14.07.2025]

²² The European Human Rights Advocacy Centre (EHRAC), the Women's Initiatives Support Group (WISG), the Georgian Young Lawyers' Association (GYLA), ILGA Europe and Transgender Europe (TGEU) Rule 9 (1) and Rule 9(2) submission to the Committee of Ministers of the Council of Europe concerning the implementation of A.D. and others v. Georgia (App. nos. 57864/17, 79087/17 and 55353/19), 2024, <https://wisg.org/Data/docs/publications/report/2024/Rule-9.2-submission-in-A.D.-and-Others-v-Geo-01082024.pdf> [14.07.2025]

obliged Georgia to establish clear legislative and administrative measures for LGR, aligning with the growing European consensus that medical or sterilization requirements are abusive and unlawful²³.

16. Despite clear guidance from the ECtHR and the UN, Georgian authorities have failed to take positive steps on LGR²⁴. Throughout 2022–2023, the government did not draft or consult on any LGR bill, ignoring the Committee of Ministers' calls for an action plan²⁵. Instead, Georgian Dream embarked on an anti-trans and anti-LGB legislative agenda in 2024. Georgian Dream adopted discriminatory laws that prohibit entirely legal gender recognition, defining "man" and "woman" based on hereditary genetic characteristics²⁶. Additionally, Article 7²⁷ stipulates that state or local government documents will only reflect a person's sex based on their genetic sex, either male or female. It also forbids indicating in the civil status record a person's sex that is different from his/her biological sex. The law "on Civil Acts" is also being amended, which previously allowed for the modification of the entry in civil records. In contrast to the decision of the ECtHR, the revised version of the law now explicitly prohibits the possibility of changing one's gender entry in the civil record or the civil registration certificate²⁸. A similar prohibition has been introduced in the Law of Georgia on " Procedure for Registering Citizens of Georgia and Aliens Residing in Georgia, for Issuing an Identity (Residence) Card and a Passport of a Citizen of Georgia"²⁹.

Denial of Trans-Specific Healthcare

17. Even before 2024, transgender Georgians struggled to access appropriate healthcare. Gender-affirming health services (hormone therapy, counseling, surgeries) were not integrated into the public health system, there are no national clinical guidelines, and costs were borne out-of-pocket. Widespread stigma in medical settings often led trans patients to hide their identity or avoid seeking care altogether³⁰. Recent changes in laws have now made an already dire situation catastrophic. The new legislation prohibits doctors from providing any treatment related to gender transition, labeling such care as illegal³¹. The amendment to the Criminal Code stipulates that conducting surgical operations or other medical procedures on a person to assign a gender different from a person's biological sex shall be punished by a fine, deprivation of the right to hold an official position or work for up to three years, or imprisonment for one to four years³².

²³ Policy Paper Legal Gender Recognition in Georgia, WISG, 2022, <https://wisg.org/Data/docs/publications/policy-paper/WISG-LGR-in-Georgia-2022-EN.pdf#:~:text=illustration%20of%20the%20urgent%20need,The> [14.07.2025]

²⁴ Third Shadow Report on Monitoring of Implementation in Georgia, CM/Rec(2010)5, 2024, pp. 53-58 https://wisg.org/Data/docs/publications/report/2025/CM_2024-ENG_214-301.pdf [14.07.2025]

²⁵ 1475th meeting (September 2023) (DH) - Action Plan (30/08/2023) - Communication from Georgia concerning the case of A.D. and Others v. Georgia (Application No. 57864/17), [https://hudoc.exec.coe.int/#/{%22execidentfier%22:\[%22DH-DD\(2023\)1042E%22\]}](https://hudoc.exec.coe.int/#/{%22execidentfier%22:[%22DH-DD(2023)1042E%22]}) [14.07.2025]

²⁶ Law of Georgia on the Protection of Family Values and Minors, article 2, <https://matsne.gov.ge/ka/document/view/6283110?impose=translateEn&publication=0> [14.07.2025]

²⁷ Ibid. article 7

²⁸ Law of Georgia on Civil Status Acts, article 6¹, <https://matsne.gov.ge/ka/document/view/1541247?publication=26> [14.07.2025]

²⁹ Law of Georgia ON THE PROCEDURE FOR REGISTERING CITIZENS OF GEORGIA AND ALIENS RESIDING IN GEORGIA, FOR ISSUING AN IDENTITY (RESIDENCE) CARD AND A PASSPORT OF A CITIZEN OF GEORGIA, article 1², <https://matsne.gov.ge/ka/document/view/31504?publication=56> [14.07.2025]

³⁰ Third Shadow Report on MONITORING OF IMPLEMENTATION in Georgia, CM/Rec(2010)5, 2024, pp. 56-57 https://wisg.org/Data/docs/publications/report/2025/CM_2024-ENG_214-301.pdf [14.07.2025]

³¹ Law of Georgia on the Protection of Family Values and Minors, article 6, <https://matsne.gov.ge/ka/document/view/6283110?impose=translateEn&publication=0> [14.07.2025]

³² Law of Georgia Criminal Code of Georgia, article 176¹, part 2, <https://matsne.gov.ge/en/document/view/16426?publication=270> [14.07.2025]

18. Additionally, an amendment to the law on "Health Protection" explicitly prohibits performing a surgical operation for another person or using any other type of medical manipulation to assign a person to a gender different from his/her biological sex³³. These bans encompass hormonal treatments and surgeries that are internationally recognized as essential components of healthcare for gender dysphoria. By imposing criminal liability on healthcare providers who assist trans people, the state has effectively extinguished trans healthcare access in Georgia. Trans individuals are left with the choice of untreated suffering or seeking risky black-market hormones and self-medication. The chilling effect is already evident. Some LGBTII-friendly clinics have closed or refrain from offering services, and doctors fear repercussions for treating trans patients. Overall, this legislative interference in personal healthcare decisions further marginalizes trans Georgians and violates their bodily autonomy and dignity.

Intersex Persons and Bodily Autonomy

19. Intersex individuals, those born with sex characteristics that do not fit typical definitions of male or female, continue to face violations of their bodily autonomy in Georgia. In the local context, the issue remains unaddressed mainly in law or public policy. This lack of regulation means parents often receive biased advice to “fix” an intersex child, and no safeguards ensure the child’s right to health and bodily integrity is prioritized. Consequently, intersex children born in Georgia today risk having life-altering decisions made for them without their informed consent. The silence in state policy on intersex rights underscores a broader problem: an adherence to rigid gender binaries that leaves those who do not fit them, whether trans or intersex, without protection. No study has been conducted or published in Georgia which would examine the medical needs of intersex children and would assess against the international standards of “sex normalization” surgeries conducted on them in infancy or at later stages.

Freedom of Peaceful Assembly: Far-Right Violence and State Inaction

20. Between 2021 and 2025, LGBTI individuals and organizations in Georgia continued to face significant threats to their right to peaceful assembly. Pride events, including the March for Dignity and Pride Festival, were repeatedly disrupted by far-right extremist groups with limited or ineffective protection from law enforcement and encouragement from high-ranking officials. This pattern of violence and state inaction has created a chilling effect on the exercise of fundamental freedoms.

July 5th, 2021: Violent Suppression of Tbilisi Pride

21. On 5 July 2021, during Tbilisi Pride Week, far-right, ultranationalist, and Orthodox-affiliated groups launched coordinated and violent attacks against activists, journalists, and civil society organizations in Georgia. The violence erupted in response to the planned March for Dignity, a peaceful pride demonstration organized by Tbilisi Pride. Mobs ransacked the offices of Tbilisi Pride, Shame Movement, and Human Rights House Tbilisi, physically assaulted more than 50

³³ Law of Georgia on Health Care, article 14¹, <https://matsne.gov.ge/en/document/view/29980?publication=37> [14.07.2025]

journalists who were covering the event³⁴ and physically chased the pride organizers to multiple locations, threatening their lives and health³⁵. The authorities not only failed to take appropriate measures to protect public safety, health, and life, but on the contrary, they encouraged the violence³⁶. Instead of ensuring the safety and freedom of assembly of the Pride organizers and participants, the authorities appeared to blame them. In the morning, ahead of the pride march, Prime Minister Irakli Garibashvili stated that it was “unreasonable” to hold the demonstration in a public place that could lead to “civil confrontation.”³⁷ Despite public threats issued in the days prior, the Ministry of Internal Affairs failed to ensure sufficient protection for the participants and the broader public³⁸. As a result, the March for Dignity was canceled, with organizers citing the authorities’ inability and unwillingness to guarantee safety³⁹. One of the most devastating consequences was the death of Aleksandre “Lekso” Lashkarava, a TV Pirveli cameraman, who sustained serious facial injuries after being brutally beaten by far-right assailants and was found dead in his home six days later⁴⁰.

22. The government’s response to the violence was widely condemned as inadequate and complicit. Amnesty International declared the events of July 2021 foreseeable, citing the Georgian authorities’ failure to prevent or contain the violence despite early warning signs⁴¹. None of the organizers of the violence on July 5th have been punished according to the Ombudsperson and CSOs^{42 43}. “The Public Defender considers the investigation of the July 5 case ineffective. The Prosecutor’s Office did not charge anyone with the organization or leadership of a criminal group, while the decisions taken by the court were inconsistent and, in specific cases, unsubstantiated.”⁴⁴ As a result, there is a sense of impunity among those involved in violence, as well as a sense of insecurity and fear in society, especially amongst the LGBTI community, activists, and journalists. Authorities violated freedom of assembly and the positive obligation regarding the prohibition of degrading treatment.⁴⁵

³⁴ Jam-News.net. Why haven't the organizers of the assault on journalists in Tbilisi on July 5, 2021, been punished? 2023, <https://jam-news.net/the-events-of-july-5-2021-in-tbilisi/> [14.07.2025]

³⁵ Georgian Democracy Initiative. Report: March of Dishonor, 2021, pp. 11 https://gdi.ge/storage/files/doc/05.07.21%20March%20of%20Dishonor_GDI-compressed.pdf [14.07.2025]

³⁶ Mutual Statement by 25 NGOs in Georgia. Due to the grave consequences of the July 5 violence, the Prime Minister of Georgia must resign immediately, 2021, <https://tbilisipride.ge/en/2021/07/11/5-ivlisis-dzaladobis-umdzim/> [14.07.2025]

³⁷ Human Rights Watch. World Report 2022 (Events of 2021), 2022, pp. 270 https://www.hrw.org/sites/default/files/media_2022/01/World%20Report%202022%20web%20pdf_0.pdf [14.07.2025]

³⁸ Amnesty International. Georgia: The authorities’ failure to protect Tbilisi Pride once again encourages violence, 2021, <https://www.amnesty.org/en/latest/press-release/2021/07/georgia-the-authorities-failure-to-protect-tbilisi-pride-once-again-encourages-violence/> [14.07.2025]

³⁹ Civil.ge. Tbilisi Pride March Cancelled, 2021, <https://civil.ge/archives/430612> [14.07.2025]

⁴⁰ Rferl.org. Georgian TV Cameraman Injured Amid Anti-LGBT Violence Has Died, 2021, <https://www.rferl.org/a/georgia-cameraman-dies-lgbt-violence/31352703.html> [14.07.2025]

⁴¹ Amnesty International. Georgia: The authorities’ failure to protect Tbilisi Pride once again encourages violence, 2021, <https://www.amnesty.org/en/latest/press-release/2021/07/georgia-the-authorities-failure-to-protect-tbilisi-pride-once-again-encourages-violence/> [14.07.2025]

⁴² Public Defender (Ombudsman) of Georgia. Public Defender’s Statement One Year after July 5 Violence, 2022, <https://www.ombudsman.ge/eng/akhali-ambebi/sakartvelos-sakhalkho-damtsvelis-gantskhadeba-2021-tslis-5-ivlisis-dzaladobidan-erti-tslis-shemdegi> [14.07.2025]

⁴³ Georgian Democracy Initiative. Report: March of Dishonor, 2021, pp. 26 https://gdi.ge/storage/files/doc/05.07.21%20March%20of%20Dishonor_GDI-compressed.pdf [14.07.2025],

⁴⁴ Public Defender (Ombudsman) of Georgia. Results of Examination of July 5 Case, 2022, <https://www.ombudsman.ge/eng/akhali-ambebi/shemotsmebis-shedegebi-5-ivlisis-sakmestan-dakavshirebit> [14.07.2025]

⁴⁵ Ibid, 26

23. Diplomatic missions from 18 countries and the European Union condemned the violence and called on the Georgian government to protect people's constitutional right to gather peacefully.⁴⁶
24. The 2021 crackdown marked a sharp deterioration in the protection of fundamental rights in Georgia and became a defining example of state-enabled far-right violence against the LGBTI movement.

July 8th, 2023: Far-Right Mob Storms Pride Festival

25. On 8 July 2023, thousands of far-right demonstrators, including ultra-nationalists, extremist groups, and clergy, violently stormed the site of the Tbilisi Pride Festival held on the private festival territory at Lisi Lake. Despite prior public threats and open mobilization by anti-LGBTI groups on social media, the Ministry of Internal Affairs failed to implement adequate protective measures. Although police forces were deployed, they proved unable or unwilling to prevent the breach of the secured perimeter⁴⁷. Eyewitness accounts and video footage showed officers forming weak barriers that were easily overrun, with some even seen allowing or escorting extremist leaders through to the festival site⁴⁸. As the situation escalated, organizers were forced to cancel the event and evacuate attendees under police protection to prevent further violence⁴⁹. The attackers vandalized the festival territory, burned rainbow flags, tore down tents and installations, and stole the goods⁵⁰.
26. In a press briefing after the festival was canceled, President Salome Zurbishvili said Alt Info had been 'instigated' and 'openly supported' by ruling party MPs and representatives of 'various branches of the party' on social media. She decried that the constitutional rights to freedom of assembly and expression had been violated.⁵¹
27. The events of July 2021 and July 2023 illustrate a consistent and alarming pattern of far-right violence against LGBTI assemblies in Georgia, coupled with systemic state inaction and even encouragement. In both cases, the authorities failed to fulfill their positive obligations under national and international human rights law to protect the right to peaceful assembly, freedom of expression, and the right to be free from degrading treatment. Instead of preventing foreseeable violence and ensuring safety, the government repeatedly enabled a climate of impunity by failing to act on prior threats, intervening too late, and refusing to hold organizers and perpetrators accountable. The absence of justice for victims, combined with public narratives that shift blame onto LGBTI organizers, has deepened the fear and insecurity felt by the LGBTI community, civil society, and the media. As a result, the space for peaceful assembly and public expression for LGBTI people in Georgia has dramatically shrunk. This systematic failure not only violates core democratic principles but also signals a dangerous retreat from Georgia's human rights

⁴⁶ Delegation of the European Union to Georgia. Joint Statement on violence in Tbilisi, 2021, https://www.eeas.europa.eu/delegations/georgia/joint-statement-violence-tbilisi_en [14.07.2025]

⁴⁷ OC-media.org. Tbilisi Pride Festival cancelled after police fail to confront extremists, 2023, <https://oc-media.org/tbilisi-pride-festival-cancelled-after-police-fail-to-confront-extremists/> [14.07.2025]

⁴⁸ Ibid.

⁴⁹ Tbilisi Pride festival canceled after violent anti-LGBTQ protests, 2023, <https://edition.cnn.com/2023/07/08/europe/tbilisi-georgia-anti-lgbtq-pride-festival-intl/index.html> [14.07.2025]

⁵⁰ Updates on the Investigation into the Violent Attack at Tbilisi Pride Fest 2023 (July 8th), 2023, <https://tbilisipride.ge/en/2023/10/12/8-ivlisis-saqmis-gamodzieba/> [14.07.2025]

⁵¹ OC-media.org. Tbilisi Pride Festival cancelled after police fail to confront extremists, 2023, <https://oc-media.org/tbilisi-pride-festival-cancelled-after-police-fail-to-confront-extremists/> [14.07.2025]

commitments and obligations. Urgent action is needed to ensure accountability and protect the fundamental rights of all citizens.

Banning LGBTI-related Freedom of Peaceful Assembly

28. Article 10 of the 2024 Law on the Protection of Family Values and Minors bans LGBTI-related freedom of assembly. Precisely, according to the article 10, *“It shall be forbidden to hold public assemblies and/or manifestations, which are aimed at popularising a person’s assignment to neither biological sex, and/or a sex that is different from his/her biological sex, a relationship between representatives of the same biological sex with an expressed sexual orientation, or incest.”*
29. Council of Europe Committee of Ministers expressed concern that, despite its requests, the Georgian authorities enacted the “Law on the Protection of Family Values and Minors,” which, among other things, prohibits the promotion of LGBT(I) identities and public assemblies held for that purpose. In the Committee’s view, this move constitutes a step backward in the implementation of these cases and raises serious doubts about Georgia’s compliance with the judgments of the European Court. Accordingly, the Committee of Ministers called on the state to repeal the law.⁵²
30. According to the Office of the High Commissioner for Human Rights, the newly adopted law on “family values and protection of minors” in Georgia contains provisions that present risks to a wide range of human rights. These include the rights to equality, non-discrimination, education, health, freedom of expression, peaceful assembly and association, as well as privacy, liberty, and security. Office of the High Commissioner urged “the Parliament of Georgia and relevant authorities to rescind the law.”⁵³

Recommendations:

Legislative and Policy Backsliding

31. Urgently repeal the inhuman, discriminatory and derogatory “Law on the Protection of Family Values and Minors” along with 18 related amendments introduced to other Georgian laws.
32. By the end of 2026, include LGBTI/SOGIESC issues in the National Human Rights Strategy and Action Plan, along with clearly defined challenges, corresponding objectives and activities, timeframes, and budget allocations.
33. Urgently repeal the Foreign Agents Registration Act (FARA) modeled to stigmatize and suppress civil society and media representatives and ensure freedom of association, expression, and speech in compliance with the constitution of Georgia and international human rights standards.
34. Urgently repeal the Law on Transparency of Foreign Influence, which stigmatizes and suppresses non-entrepreneurial legal entities and media outlets, and guarantees the freedom of association in compliance with the Constitution of Georgia and international human rights standards.

⁵² Interim Resolution CM/ResDH(2025)31, Execution of the judgments of the European Court of Human Rights, Identoba and Others group v. Georgia <https://search.coe.int/cm?i=0900001680b499f5> [14.07.2025]

⁵³ Office of the High Commissioner for Human Rights. Georgia: call to rescind new anti-LGBTIQ+ law, 2024, <https://www.ohchr.org/en/press-releases/2024/09/georgia-call-rescind-new-anti-lgbtqi-law> [14.07.2025]

35. Repeal the April 2025 amendments to the Law on Gender Equality and the 15 existing laws, including the Law on the Elimination of All Forms of Discrimination, and the Criminal Code. Reinstate the terms “gender,” “gender identity,” and “gender equality” in legislative language to ensure the legal protection and recognition of diverse gender identities in line with international human rights standards.

Hate Crimes and Physical Insecurity

36. Implement a coordinated, cross-sectoral institutional reform program to retrain and sensitize the frontline and managerial personnel within the Ministry of Internal Affairs, the Prosecutor’s Office, the Ministry of Labor, Health and Social Protection, and the Ministry of Education, Science, Culture, and Sport. The training program should be developed in consultation with local and international human rights and SOGIESC experts and should aim to reduce incidents of SOGI-based mistreatment, hate speech, and discrimination in public services by enhancing awareness, accountability, and inclusive service provision.
37. Raise the quality of investigation of SOGI-based hate crimes by annually training key personnel within the Ministry of Internal Affairs and the Prosecutor’s Office, aimed at raising awareness and improving sensitivity to SOGIESC issues.
38. Supplement the Criminal Code of Georgia with a separate primary article involving hate crimes and/or crimes motivated by discrimination and intolerance to effectively detect, prevent, and avoid them, and address the problem of identifying the motive of crime at the investigation and trial stages.
39. Implement comprehensive and effective measures to build trust in the police and human rights protection institutions among vulnerable groups, including LGBTI+ individuals, by launching public awareness campaigns and developing state-supported programs and services in close consultation and coordination with civil society.
40. Combat Discrimination through launching public education campaigns on gender diversity, strengthening hate crime enforcement, and consulting with LGBTI civil society in policy-making.

Legal Gender Recognition (LGR)

41. Immediately repeal all discriminatory legislative amendments that prohibit legal gender recognition, including the definitions of “man” and “woman” based solely on hereditary genetic characteristics, and the absolute bans on modifying gender markers in civil records and identity documents.
42. Establish a comprehensive legal framework for legal gender recognition that is: Based on self-determination, not requiring surgery, sterilization, medical diagnosis, or any invasive procedures; Accessible to all, including minors, with appropriate safeguards; Inclusive of non-binary identities; Implemented through a simple, administrative process in compliance with the ECtHR ruling in *A.D. and Others v. Georgia* and in line with international standards, including SDG 10 (reducing inequalities).
43. Ensure non-discrimination and data protection guarantees in all identity documentation processes to protect transgender and intersex individuals from exposure to harm, privacy violations, and barriers to healthcare, education, employment, housing, and freedom of movement.

Trans-Specific Healthcare

44. Immediately repeal all legal provisions that criminalize gender-affirming medical care, including: The amendment to the *Criminal Code* that punishes doctors for conducting gender-affirming surgeries or procedures; The amendment to the *Law on Health Protection* that bans surgical or hormonal interventions intended to affirm a gender identity different from the assigned biological sex.
45. Adopt clinical protocols and national guidelines on trans-specific healthcare in accordance with international medical standards such as those of the World Health Organization (WHO) and the World Professional Association for Transgender Health (WPATH).
46. Train healthcare professionals in LGBTI-inclusive and trauma-informed care to eliminate stigma, discrimination, and abuse in medical settings and ensure the availability, accessibility, acceptability, and quality (AAAQ) of healthcare for all individuals, regardless of gender identity.

Intersex Persons and Bodily Autonomy

47. Prohibit medically unnecessary, non-consensual surgeries or treatments on intersex children, except in cases of urgent, life-saving medical necessity. Interventions should be delayed until the individual is capable of giving informed consent.
48. Adopt clear legal and policy frameworks that explicitly protect the rights of intersex persons, including: The right to bodily autonomy and physical integrity; The right to make decisions about one's body and health free from coercion or discrimination; Protections against discrimination based on sex characteristics.
49. Develop and implement national medical guidelines for the care of intersex children, aligned with international human rights and bioethical standards, that prioritize: Psychosocial support for families; Interdisciplinary care teams; Non-pathologizing, rights-based approaches to care.
50. Train medical professionals, legal practitioners, and social workers on intersex rights and inclusive care to combat stigma and promote ethical, non-discriminatory practices in health and legal systems.

Freedom of Peaceful Assembly: Far-Right Violence and State Inaction

51. Guarantee the protection of freedom of assembly and expression, including robust and timely police protection of LGBTI assemblies/prides.
52. Investigate and prosecute perpetrators responsible for hate-motivated group violence, including July 5th, 2021, and July 8th, 2023.
53. Recognize and grant victim status to the individuals affected by homophobic violence on July 5, 2021, and July 8, 2023.
54. Ensure that high-ranking officials refrain from using anti-LGBTI rhetoric and homo/transphobic hate speech, which fuels far-right violence and endangers LGBTI people.
55. Train police and prosecutors on human rights obligations related to freedom of assembly and non-discrimination.

ANNEX 1

State of Human Rights of LGBTI people in Georgia (2021 to 2025)

3rd Cycle Recommendations and Implementation Assessment

#	Recommendation	Recommending State	UPR Ref.	Government Position	Implementation Progress Summary
1	<i>Improve the legislative framework regulating hate speech to explicitly prohibit violence and discrimination based on sexual orientation or gender identity</i>	Portugal	148.66	Supported	Not implemented. The SOGIESC legislation framework was not improved; instead, “gender identity” was removed from the relevant laws, and the anti-LGBTI law, the Law on Protection of Family Values and Minors, was adopted. Hate speech remains unregulated.
2	<i>Adopt measures to eliminate and punish all forms of discrimination for any reason, including religion, gender, and sexual orientation</i>	Ecuador	148.50	Supported	Partially implemented. General anti-discrimination mechanisms exist, but enforcement is weak. SOGIESC-specific cases are rarely pursued. On 2 April 2025, “gender identity” was removed as a protected ground from both the anti-discrimination law and the hate crimes provision in the criminal code. “Sexual orientation” remains protected under both frameworks.
3	<i>Continue efforts to combat discrimination, including on the grounds of gender, sexual orientation, and disability</i>	Nepal	148.54	Supported	Not implemented. No efforts have been made to combat discrimination based on SOGIESC. Moreover, the ruling party has adopted anti-LGBTI laws and imposed restrictions on the basic human rights of LGBTI

					people, further exacerbating discrimination.
4	<i>Implement educational and awareness-raising campaigns to combat discrimination on the grounds of sexual orientation and gender identity</i>	Uruguay	148.57	Supported	Not implemented. No visible nationwide SOGIESC education or anti-bullying campaigns initiated. Moreover, ruling party representatives and high-ranking officials actively engage in anti-LGBTI rhetoric and increase the stigma and stereotypes around sexual orientation and gender identity.
5	<i>Guarantee the protection of rights for the LGBTI community, including freedom of expression and assembly</i>	Australia	148.58	Supported	Not implemented. Pride events have been blocked or attacked. Freedom of assembly for LGBTI people is increasingly restricted.
6	<i>Continue and expand measures to uphold the rights of LGBTI individuals, including investigating abuses and addressing hate speech</i>	Canada	148.59	Supported	Partially implemented. No specialized police units or hate crime tracking have been adopted. Investigations are rare and lack transparency.
7	<i>Fight against all forms of violence and discrimination based on gender and sexual orientation</i>	France	148.62	Supported	Not implemented. Anti-discrimination and hate crime mechanisms have been weakened as “gender identity” has been removed from legislation. The Human Rights Strategy and Action Plans no

					longer include SOGIESC/LGBTI issues. Existing laws and mechanisms are not being enforced or implemented due to a lack of political will and the openly homo- and transphobic stance of the government. The anti-LGBTI law, titled <i>Law on the Protection of Family Values and Minors</i> , has been adopted.
8	<i>Combat social stigmatization, hate speech, discrimination and violence motivated by SOGI</i>	Finland	148.67	Supported	Not implemented. No systematic counter-hate initiatives exist; hate speech remains widespread online and offline.
9	<i>Take measures to combat social stigmatization, discrimination, hate speech and violence based on SOGI</i>	Argentina	148.69	Supported	Not implemented. SOGIESC issues are not addressed in public campaigns or school education.
10	<i>Strengthen activities and laws aimed at eliminating discrimination, intolerance and hate speech against minorities, including based on SOGI</i>	Iceland	148.72	Supported	Not implemented. Anti-discrimination and hate crime mechanisms have been weakened as “gender identity” has been removed from legislation. The Human Rights Strategy and Action Plans no longer include SOGIESC/LGBTI issues. Existing laws and mechanisms are not being enforced or implemented due to a lack of political will and the openly homo- and transphobic stance of the government. The anti-LGBTI law, titled <i>Law on the Protection of Family Values and Minors</i> , has been adopted.

11	<i>Conduct educational campaigns to prevent discrimination based on SOGI</i>	Chile	148.60	Supported	Not implemented. No state-led campaigns or curriculum updates. NGO efforts are not state-supported.
12	<i>Undertake educational and awareness-raising campaigns to address stigma and myths related to SOGI</i>	Denmark	148.61	Supported	Not implemented. No coordinated national action is visible.
13	<i>Promote public awareness to eliminate SOGI discrimination, harassment, and bullying</i>	Israel	148.63	Supported	Not implemented. Peer violence in schools remains unaddressed.
14	<i>Establish permanent educational campaigns on SOGI discrimination, including for judicial and police systems</i>	Mexico	148.64	Supported	Not implemented. Law enforcement lacks SOGI sensitivity training. Moreover, the absence of political will, combined with the lack of institutional independence, contributes to a broader climate of state-endorsed homophobia and transphobia in Georgia.
15	<i>Take measures to enable safe and peaceful gatherings of LGBTQI activists and counter violence</i>	Netherlands	148.65	Supported	Not implemented. Deteriorated. Events were violently disrupted, with state passivity or hostility.
16	<i>Increase the capacity of law enforcement to investigate hate crimes, and collaborate with LGBTI groups</i>	Sweden	148.68	Supported	Not implemented. No dedicated training or units established.

17	<i>Adopt measures to protect LGBTQI people and investigate related hate crimes</i>	Cyprus	148.71	Supported	Not implemented. Hate crime tracking mechanisms are absent.
18	<i>Ensure prevention, investigation, and prosecution of hate crimes based on SOGI</i>	Ireland	148.73	Supported	Not implemented. No SOGI sensitivity training. No special investigative units formed.
19	<i>Take further measures to combat hate speech and violence against LGBTI persons</i>	Norway	148.74	Supported	Not implemented. Civil society is under threat, and rights defenders face retaliation.
20	<i>Establish a rapid, accessible, self-determined legal gender recognition procedure</i>	Spain	148.153	Noted	No movement toward self-determined legal gender recognition. The 2024 Law on the Protection of Family Values and Minors explicitly bans gender transition and legal gender recognition, prohibiting changes to official documents that reflect a gender different from one's biological sex.
21	Amend the Criminal Code and domestic violence law to ensure SOGI-inclusive protection	Sweden	148.211	Noted	No legislative changes were made to ensure non-discrimination on SOGIESC grounds in the gender-based violence response.