ROADMAP
for Ensuring Human Rights and Freedoms, as well as Social and Public Health Well-being of LGBTIQ+ People in Ukraine for 2026
"Forged by Struggle. United by Freedom"

Based on the outcomes of the 18th National LGBTIQ Conference of Ukraine – 2025
(Kyiv, Thu–Fri, November 27–28, 2025)

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EXECUTIVE SUMMARY.
Eight Key Priorities of Ukrainian LGBTIQ+ Communities for 2026

PRIORITY 1. Legal recognition of same-sex partnerships:

THE GOAL is to establish legal **recognition** in Ukraine **of civil partnerships** between people of the same legal gender in the form of a registered civil partnership through the adoption of a separate

law and the introduction of corresponding amendments to family law, civil law, and private international law. In addition, **the state should recognize marriages concluded abroad**, including marriages between two men and marriages between two women, particularly those in which children are being raised de facto. Such steps would constitute the practical realization of the rights of people with Ukrainian citizenship to family life, parenthood, and protection from discrimination in accordance with international, particularly European, human rights standards.

> *The optimal path is to support the draft Law of Ukraine No. 12252 of November 27, 2024, "On Amendments to Certain Legislative Acts of Ukraine to Bring Them into Line with the Requirements of Articles 8 and 14 of the European Convention on Human Rights and the Council Regulation (EU) 2016/1104 Implementing Enhanced Cooperation in the Area of Jurisdiction, Applicable Law and the Recognition and Enforcement of Decisions in Matters of the Property Consequences of Registered Partnerships," submitted to the Verkhovna Rada of Ukraine by 28 Members of Parliament of Ukraine (initiator — Inna SOVSUN; lead committee — the Committee on Humanitarian and Information Policy).*

PRIORITY 2. Accountability for crimes motivated by intolerance:

THE GOAL is to establish **fair liability** in Ukraine **for crimes motivated by intolerance**, in particular homophobia and transphobia, as well as for violations of anti-discrimination legislation, by amending the Criminal Code of Ukraine and the Law of Ukraine "On the Principles of Preventing and Combating Discrimination in Ukraine."

> *The optimal path is to support the draft Law of Ukraine No. 13597 of August 4, 2025, "On Amendments to the Code of Ukraine on Administrative Offenses and the Criminal Code of Ukraine Regarding the Fight Against Discrimination," submitted for consideration by the Verkhovna Rada of Ukraine by 33 Members of Parliament (initiator — Olena SHULIAK; lead committee — the Committee on Legal Policy).*

PRIORITY 3. Inclusion of SOGIESC in anti-discrimination legislation:

THE GOAL is to introduce in Ukraine **consistent protection for LGBTIQ+ people against discrimination** not only **on the grounds of** SOGI (sexual orientation and gender identity), but on the basis of all four relevant grounds recommended by the EU LGBTIQ Equality Strategy 2020–2025, as well as the already adopted European LGBTIQ+ Equality Strategy 2026–2030, — **SOGIESC**, that is, on the grounds of sexual orientation, gender identity, gender expression, and sex characteristics.

> *The optimal approach is to include a standard on non-discrimination on the grounds of SOGIESC in all new anti-discrimination laws and in specific anti-discrimination provisions within draft legislation, in particular as part of the implementation of the Rule of Law Roadmap in the Context of European Integration, approved by the Cabinet of Ministers of Ukraine on May 14, 2025.*

PRIORITY 4. LGBTIQ+ inclusivity:

THE GOAL is the comprehensive **implementation (strengthening and giving practical meaning to) the principle of inclusivity toward LGBTIQ+** — lesbian, gay, bisexual, transgender, intersex, queer, and other people of sexual and gender diversity — in all relevant areas of public policy and social relations, including: reforms on the path to European integration, medical and public health services, the field of gender equality, accessibility policies, sexual and reproductive health, the education sector, military service, diplomatic and other public service, and Ukrainian international relations, the social welfare sector, party politics (including in the context of potential parliamentary elections), the system of state identification and civil registration (regarding inclusivity toward transgender and non-binary people), state information policy, the publishing, culture, and

arts sectors, the academic sector (LGBTIQ+ topics in scientific and research discourse), the sphere of lawmaking (drafting of legislation), policies on national unity and repatriation, as well as inclusivity in professional environments and labour relations (in the workplace) and inclusivity at the level of local communities.

PRIORITY 5. LGBTIQ+ as a distinct and targeted group in humanitarian response:

THE GOAL — to strengthen **the recognition of LGBTIQ+ people as a distinct vulnerable group in humanitarian response** (for the purpose of receiving humanitarian and related assistance, protection services, and the implementation of recovery and support programmes for micro-, small-, and medium-sized enterprises, etc.) by governmental and non-governmental, international and national actors, and to further **implement the principle of localization** of humanitarian response based on organizations led by LGBTIQ+ communities.

PRIORITY 6. Intersex people:

THE GOAL is **to increase the visibility of intersex people** in the context of providing medical, socio-psychological, and legal assistance in Ukraine; and to incorporate intersex issues into national standards for the provision of medical care.

PRIORITY 7. LGBTIQ+ Information Strategy:

THE GOAL — to develop and further synchronize **a national strategy for information support of activities in the interests of the LGBTIQ+ community** as part of Ukrainian society among organizations led by LGBTIQ+ leaders, the media, and intergovernmental and non-governmental stakeholders.

PRIORITY 8. Depathologization of transgender identity:

THE GOAL is to depathologize transgender identity by implementing the International Classification of Diseases, 11th Revision (ICD-11) in Ukraine, effective globally as of January 1, 2022, and the consistent implementation in medical and administrative contexts of the best global and European practices regarding **the recognition of dignity and the fulfilment of the needs of the entire spectrum of transgender and non-binary people**, as well as the inclusion of medical procedures related to transgender transition, and the provision of gender-affirming hormone therapy medications free of charge in the National Health Service of Ukraine (NHSU) coverage packages, as these are necessary to ensure transgender people's right to medical care and to maintain their quality of life.

FULL TEXT OF THE ROADMAP FOR 2026

Preamble

§ 1. We, representatives of LGBTIQ+ organizations and advocacy groups, activists in the civil society movement for LGBTIQ+ human rights and freedoms, staff of projects providing public health services to LGBTIQ+ people, experts on MSM/LGBTIQ+, as well as representatives of institutions, organizations, and projects that are friendly and inclusive toward LGBTIQ+ communities,

- **having** participated in the 18th National LGBTI Conference of Ukraine – 2025, which took place on November 27–28 in Kyiv, and **summarizing** its results,
- **acknowledging** the leadership, organizational, and resource support provided by the co-organizers, co-sponsors, and partners of the 18th National Conference, including:

  NATIONAL INITIATORS AND CO-ORGANIZERS OF THE CONFERENCE:
  - **National LGBTI Consortium of Ukraine #LGBTI_PRO**, comprising
    - **ALLIANCE.GLOBAL, Public Organization**,
    - NGO "**LGBT Association** 'LIGA'",
    - All-Ukrainian Public Organization **"Gay Forum of Ukraine**,"
    - NGO **"Spectrum Kharkiv**,"
  - Expert Group on Health and Rights of LGBTIQ+ in Ukraine (**EGHR-Ukraine**);

  INTERGOVERNMENTAL ORGANIZATIONS:
  - **International Organization for Migration** (IOM) Mission in Ukraine,
  - **Joint United Nations Programme on HIV/AIDS** (UNAIDS) in Ukraine,
  - **United Nations Entity for Gender Equality and the Empowerment of Women** (UN Women) in Ukraine,
  - **United Nations Population Fund** (UNFPA) Ukraine;
  - **Council of Europe** Office in Ukraine,

  UKRAINIAN NON-GOVERNMENTAL ORGANIZATIONS:
  - Human Rights Centre "**ZMINA**" / Public Organization "Human Rights Information Centre,"

  INTERNATIONAL NON-GOVERNMENTAL ORGANIZATIONS AND THEIR REPRESENTATIVES IN UKRAINE:
  - The International Charitable Foundation "**Alliance for Public Health**" (Ukraine),
  - Representation **Danish Refugee Council** (DRC) in Ukraine,
  - the international non-profit, non-governmental humanitarian organization "**People in Need**" ("Clovek v Tisni", O. P. S. / Czech Republic) and its branch in Ukraine,
  - Representative Office of the foreign non-governmental organization "**Mercy Corps**" in Ukraine,
  - the international nonprofit corporation "**Center for Disaster Philanthropy**" (CDP; USA),
  - the international human rights nonprofit organization "**Outright International**" (USA) and the **Branch of Outright International in Ukraine**;
- **expressing** gratitude to a wide range of partners, in particular:
  - Secretariat of **the Ukrainian Parliament Commissioner for Human Rights**,
  - NGO "**PRIDE IN UA**",
  - Public Organization Social Movement "**Gender Stream**,"
  - NGO "**Insight**,"
  - All-Ukrainian charitable organization **"Convictus Ukraine**,"
  - Youth Public Organization "Youth Public Movement '**Partner**'",
  - NGO "**Projector**,"
  - NGO "**Resistanse**,"
  - NGO "**T*SOUTH**,"
  - NGO "**Ukrainian LGBT Military for Equal Rights**";
- **continuing** the long-standing and unchanging tradition of holding an annual national LGBTIQ+ conference in Ukraine since 2008 and drafting a binding, substantive final document based on its results,
- **and thanking** the officials of government bodies and intergovernmental organizations who kindly agreed to participate in person at the National Conference, —

WE DECLARE:

§ 2. **The year 2025**, which is drawing to a close, **has been marked by conflicting trends in the protection of LGBTIQ+ rights and freedoms** in Ukraine: on the one hand, we note the lack of real progress regarding the fundamental legislative changes anticipated by communities, particularly the lack of progress toward the legalization in Ukraine of civil partnerships between people of the same legal gender. On the other hand, as a result of advocacy by non-governmental organizations and thanks to political will, authorities have adopted numerous new legal acts explicitly prohibiting discrimination on the grounds of sexual orientation and gender identity and recognizing the LGBTIQ+ community as a distinct social group.

§ 3. Working communication and constructive interaction continue at the intersectoral level between the first sector (government authorities) and the third sector (non-governmental organizations) regarding the protection of human rights and freedoms for the LGBTIQ+ community in Ukraine.

§ 4. LGBTIQ+ issues remain at the centre of European integration processes, presenting both challenges and opportunities for the human rights sector.

§ 5. Public opinion shows a trend toward strengthening societal support for LGBTIQ+ equality in Ukraine, and we see this as the result of the sustained work of LGBTIQ+ organizations and partner entities, achieved through public education, engagement with professional groups, and the public representation of communities.

§ 6. At the same time, significant high-level challenges remain, such as the ongoing military hostilities on Ukrainian territory resulting from the Russian Federation's armed aggression, the occupation of parts of Ukrainian territory and their lack of control by the Ukrainian government, constant security challenges throughout Ukraine due to military hostilities, significant depopulation (population decline) and emigration trends, significant chronic stressors affecting both the general population and specific social groups subject to stigma and discrimination, economic and financial challenges, including a significant shortfall in state and local budgets and the ongoing devaluation of the national currency, strategic uncertainty regarding the prospects for a peaceful settlement, despite significant efforts in this direction by Ukraine and our international partners. These challenges have an impact on the situation of the LGBTIQ+ community in Ukraine, as well as on the state of the healthcare sector and the sphere of human rights and freedoms.

§ 7. In 2025, the European Union once again reaffirmed the need for consistent protection of the LGBTIQ+ community against discrimination not only on the grounds of SOGI (sexual orientation and gender identity), but also on the grounds of SOGIESC — sexual orientation, gender identity, gender expression, and sex characteristics. This is stated in the European LGBTIQ+ Equality Strategy 2026–2030, adopted by the European Commission and published on October 20, 2025 [document code: COM(2025) 725 final].

§ 8. A key organizational and planning step taken by the state of Ukraine on the path to European integration in 2025 is the adoption of the Rule of Law Roadmap, approved by Order of the Cabinet of Ministers of Ukraine No. 475-r dated May 14, 2025, "Certain Issues Regarding the Negotiation Process for Ukraine's Accession to the European Union under Cluster 1 'Foundations of the EU Accession Process'." Thanks to the efforts of civil society organizations representing the LGBTIQ+ communities, a series of measures aimed at ensuring real equality for LGBTIQ+ people

were included in this document, and the deadlines for implementing these measures were set with the expectations of our communities in mind. However, Ukraine's progress toward European integration has slowed compared to previous years. A number of measures that are of fundamental importance and strategic significance for the LGBTIQ+ community have not been implemented within the deadlines specified in the Roadmap and/or are being implemented in violation of the European Commission's recommendations.

Taking the above into account,

WE ADOPT THE FOLLOWING DECISIONS AND PROPOSALS:

Section I.
In the area of legislation and institutional reforms

§ 9. We call upon the Parliament, the Government, and the President to work together to ensure progress in 2026 on **two key legislative reforms** in the interest of human rights and freedoms for the LGBTIQ+ community in Ukraine:

1. To legally recognize civil partnerships between people of the same documented gender in Ukraine. This goal can be achieved through the implementation of the following legislative scenarios:

a) Scenario 1 — Enactment of a specialized (primary) law on registered civil partnerships, accompanied by amendments to numerous legislative acts. The relevant draft law, which deserves priority consideration, is draft Law of Ukraine No. 12252 of November 27, 2024, "On Amendments to Certain Legislative Acts of Ukraine to Bring Them into Line with the Requirements of Articles 8 and 14 of the European Convention on Human Rights and the Council Regulation (EU) 2016/1104 Implementing Enhanced Cooperation in the Area of Jurisdiction, Applicable Law and the Recognition and Enforcement of Decisions in Matters of the Property Consequences of Registered Partnerships," submitted to the Verkhovna Rada of Ukraine by 28 Members of Parliament of Ukraine (initiator — Inna SOVSUN; lead committee — the Committee on Humanitarian and Information Policy, chair — Mykyta POTURAIEV).

b) Scenario 2 — a comprehensive review of family law as part of the announced adoption of a new Civil Code in Ukraine. In this case, a unique opportunity will arise to "embed" the necessary and long-overdue legislative provisions within the broader context of family law. If this scenario is implemented, we urge everyone involved in drafting or participating in the development of the new Civil Code to incorporate into it the best global and European solutions regarding the non-discriminatory recognition of all forms of family cohabitation based on the mutual, voluntary, and informed consent of two adults, regardless of gender.

c) Scenario 3 — Eliminating conflicts within Ukraine's legal framework regarding the non-recognition of marriages and registered civil partnerships between persons of the same legal gender that were legally entered into abroad with the participation of one or both persons holding Ukrainian citizenship. To this end, amendments to domestic legislation in the field of private international law are deemed necessary. In this regard, we note that the draft Law of Ukraine No. 11523 of August 26, 2024, "On Amendments to the Law of Ukraine

'On Private International Law' Regarding the Introduction of Conflict-of-Laws Rules for De Facto Marital Relationships and Registered Partnerships," registered with the Verkhovna Rada of Ukraine, unfortunately, is discriminatory against same-sex couples and cannot ensure the fulfilment of this objective, despite its positive declarative title.

2. **Establish fair liability for crimes and other offenses motivated by homophobia and transphobia.** To this end, it is necessary to introduce a legal definition of the term "intolerance" into legislation, including SOGIESC among the significant grounds (bases) for intolerance, and to amend a number of provisions of the Criminal Code and the Code of Administrative Offenses. To this end:

   a) it is necessary to ensure the adoption of the first reading, subsequently refine it for the second reading, and adopt with the necessary amendments the draft Law of Ukraine dated August 4, 2025, No. 13597 "On Amendments to the Code of Ukraine on Administrative Offenses and the Criminal Code of Ukraine Regarding the Fight Against Discrimination," submitted to the Verkhovna Rada of Ukraine by People's Deputy Olena SHULIAK (Servant of the People faction) and others (number of initiators: 32 persons; lead committee — the Committee on Legal Policy),

   b) it is advisable to consider the possibility of rejecting (withdrawing from consideration) the draft Law of August 29, 2019, No. 0931 "On Amendments to Certain Legislative Acts of Ukraine (Regarding the Harmonization of Legislation in the Field of Preventing and Combating Discrimination with European Union Law)" (actually registered on November 20, 2015, under registration number 3501 in the Verkhovna Rada of the VIII convocation, adopted in the first reading on February 16, 2016, and consequently transferred to the agenda of the Verkhovna Rada of Ukraine of the current, IX convocation) as one that does not correspond to current tasks and challenges in the field of human rights protection, and also ignores the need to include SOGIESC in the list of protected characteristics in anti-discrimination legislation.

§ 10. We call on the Verkhovna Rada of Ukraine, the Cabinet of Ministers of Ukraine, and central executive authorities:

1) continue to include sexual orientation and gender identity among the protected characteristics in the context of anti-discrimination efforts — both in codes and laws and at the level of subordinate regulatory acts,

2) begin including gender expression and sex characteristics among the essential characteristics of a person, on the basis of which discrimination and hate speech are prohibited.

§ 11. We believe a fundamental revision (update) of the original Law of Ukraine "On the Principles of Preventing and Combating Discrimination in Ukraine" is long overdue. It is precisely this law that should, in our view, contain the basic "anti-discrimination framework" — a standardized, as broad (inclusive) a list of anti-discrimination grounds as possible, which should include not only those grounds already recognized as protected in acts adopted by Ukrainian authorities, but also other protected grounds contained in international treaties to which the Verkhovna Rada of Ukraine has acceded.

§ 12. We welcome and consider timely the parliamentary initiatives regarding **the decriminalization** of **the controlled circulation of adult content**. With the aim of implementing this decriminalization, we urge consideration of draft Law No. 12191 of November 11, 2024 "On Amendments to the Criminal Code of Ukraine Regarding the Improvement of Certain Provisions on Criminal Offenses Against Public Order and Morality," submitted for consideration by the Verkhovna Rada of Ukraine by 26 members of the Verkhovna Rada of Ukraine (first signatory — Yaroslav ZHELEZNIAK). Taking into account the diverse attitudes of various socially active groups toward this initiative, we call for the launch of a broad professional dialogue among all stakeholders to identify and develop the optimal decriminalization scenario.

§ 13. We call upon the Verkhovna Rada of Ukraine, the Cabinet of Ministers of Ukraine, and the central executive authorities to continue **the** consistent **implementation** within the legal framework **of** the Council of Europe Convention on Preventing and Combating Violence Against Women and Domestic Violence (**Istanbul Convention**) of 2011, based on the principles of taking into account sex, gender, sexual orientation, and gender identity among significant individual and inalienable characteristics of a person, bearing in mind that, in accordance with the Convention, *"measures to protect the rights of victims shall be ensured without discrimination on any grounds, such as: [1] sex, [2] gender, [3] race, [4] skin colour, [5] language, [6] religious, [7] political, or [8] other beliefs [other than religious and political], [9] national or [10] social origin, [11] membership in a national minority, [12] financial status, [13] birth, [14] sexual orientation, [15] gender identity, [16] age, [17] health status, [18] disability, [19] marital status, [20] migrant or [21] refugee status, or [22] any other status"* (Article 4(3) of the Convention).

§ 14. We call upon all legislative and regulatory authorities to explicitly include, when drafting or revising legal and regulatory acts, the following grounds in the list of protected characteristics: SOGIESC — sexual orientation, gender identity, gender expression, and sex characteristics. Recognizing all four grounds as protected characteristics aligns with the spirit and letter of the EU LGBTIQ Equality Strategy 2020–2025.

§ 15. We urge that victims of offenses motivated by homophobia or transphobia be granted the right to secondary free legal aid (FLA). In this regard, amendments must be made to the original Law of Ukraine "On Free Legal Aid." This reform is provided for in Measure 271 of the Rule of Law Roadmap; the deadline for implementing this measure is set for the second quarter of 2026. We draw the attention of the responsible implementing bodies — the Ministry of Justice, the Verkhovna Rada of Ukraine, the National Police, the Office of the Prosecutor General, the Ukrainian Parliament Commissioner for Human Rights, and the Coordination Centre for the Provision of Legal Aid — to the interest of the LGBTIQ+ community in the full and timely implementation of this European integration measure.

Section II.
In the field of European integration

§ 16. We call on the government and parliament to take measures to ensure the timely implementation of planned European integration measures related to the human rights and freedoms of the LGBTIQ+ community.

§ 17. We call on the institutions of the European Union to find an organizational and legal framework to encourage Ukraine to implement the measures planned by our state on the path to

European integration, given the lack of unanimity among EU member states regarding the prospects of Ukraine's EU membership. In our view, Ukraine's European future, formalized by the EU itself, is a vital prerequisite for maintaining our nation's commitment to further European integration.

§ 18. We call on the government's European integration institutions to continue ensuring that new regulations and acts of national legislation comply with the principles of non-discrimination, to safeguard human rights and freedoms in general and civil equality for LGBTIQ+ people in particular, and to demonstrate bold political leadership and steadfastness in the face of isolated voices within Ukraine that call into question the human rights and freedoms of LGBTIQ+ people. In our view, public support for civil equality for LGBTIQ+ individuals is more than sufficient for decisive action by government authorities to support, promote, and implement this agenda.

§ 19. We call upon the relevant government institutions, in particular the Office of the Vice Prime Minister for European and Euro-Atlantic Integration of Ukraine, to assess the compliance of a number of key draft laws with Ukraine's obligations in the field of European integration, including international law and European Union law (EU acquis), with the aim of granting the relevant draft laws the official designation of "European integration" — . We propose that the following draft laws be granted the status of European integration:

1) Draft Law of Ukraine No. 9103 of March 13, 2023, "On the Institution of Registered Partnerships," submitted to the Verkhovna Rada of Ukraine by 18 members of the Verkhovna Rada (initiator — Inna SOVSUN; lead committee — the Committee on Legal Policy, committee chair — Denys MASLOV);

2) Draft Law of Ukraine No. 12252 of November 27, 2024, "On Amendments to Certain Legislative Acts of Ukraine to Bring Them into Line with the Requirements of Articles 8 ["Right to Respect for Private and Family Life"] and 14 ["Prohibition of Discrimination"] of the European Convention on Human Rights and the Council Regulation (EU) 2016/1104 Implementing Enhanced Cooperation in the Area of Jurisdiction, Applicable Law and the Recognition and Enforcement of Decisions in Matters of the Property Consequences of Registered Partnerships," submitted for consideration by the Verkhovna Rada of Ukraine by 28 members of the Verkhovna Rada of Ukraine (initiator — Inna SOVSUN; lead committee — the Committee on Humanitarian and Information Policy; Committee Chair — Mykyta POTURAIEV);

3) Draft Law of Ukraine dated August 4, 2025, No. 13597 "On Amendments to the Code of Ukraine on Administrative Offenses and the Criminal Code of Ukraine Regarding the Fight Against Discrimination," submitted for consideration by the Verkhovna Rada of Ukraine by 32 members of the Verkhovna Rada of Ukraine (initiator — Olena SHULIAK; lead committee — the Committee on Legal Policy, Chair — Serhii IONUSHAS).

§ 20. We draw the attention of Ukrainian European integration institutions to the fact that a number of Ukrainian LGBTIQ+ organizations possess sufficient expertise and analytical capacity to assist government bodies in planning and implementing the European integration agenda regarding human rights and freedoms, combating discrimination, hate speech, and crimes motivated by intolerance. In this regard, we urge the Ministry of Justice to continue regularly inviting representatives of relevant LGBTIQ+ organizations to the meetings of the 23rd and 24th working (negotiating) groups on the preparation of Ukraine's negotiating positions during negotiations with the European Union on the conclusion of the Agreement on Ukraine's accession to the European

Union — specifically regarding the judiciary and fundamental rights, and regarding justice, freedom, and security.

§ 21. We emphasize that the implementation of European integration commitments is not limited solely to the track of negotiations on Ukraine's accession to the EU, but also stems from a number of other agreements between Ukraine and the EU, primarily the 2014 Association Agreement between Ukraine, of the one part, and the European Union, the European Atomic Energy Community and their Member States, of the other part. In this regard, we call on the government to review all unfulfilled (overdue) measures on human rights and public health that were included in the government's plans for implementing the Association Agreement and to resume efforts to implement them.

§ 22. In particular, this concerns the need to complete the implementation of Task No. 53 of the government's action plan for the implementation of the Association Agreement between Ukraine and the EU, adopted in 2017 and in effect since 2018 — the task regarding the decriminalization of HIV infection and other infectious diseases. To this end, it is advisable to focus on the adoption of Draft Law of Ukraine No. 9398 of June 19, 2023, "On Amendments to the Criminal Code of Ukraine Regarding the Improvement of Criminal Liability for Infection with Infectious Diseases or Infection with Their Pathogens," submitted to the Verkhovna Rada by five members of the Verkhovna Rada (initiator — Oleksandra USTINOVA; lead committee — Committee on Law Enforcement, chaired by Serhii IONUSHAS) and already adopted in the first reading (in principle) on March 12, 2025.

Section III.
In the field of healthcare

§ 23. Given the current state of society, the country, and communities, services for the prevention of HIV, STIs, and viral hepatitis, as well as services in the areas of sexual, reproductive, and mental health, remain urgently needed. Providing people from the LGBTIQ+ community with these services meets both their individual needs regarding their own health and the health of their partners, as well as public health interests.

§ 24. When providing health services to MSM/LGBTIQ+ individuals, it is important to maintain and develop:

- adherence to the "peer-to-peer" principle in the development, planning, and implementation of programs and services;
- case management for PrEP and confirmation of a person's HIV-positive status;
- access to services for people from key populations at risk of HIV infection;
- a system to motivate people from key populations to use services, including self-referral for services;
- referrals for MHPSS (mental health and psychosocial support) services;
- provision of MHPSS (mental health and psychosocial support) services by specialists (psychologists, psychiatrists, etc.) who possess the appropriate level of competence, experience working with LGBTIQ+ individuals, and are trained in communicating with LGBTIQ+ persons;

- Providing hormone replacement (replacement) therapy to transgender people in conjunction with HIV-related services, including HIV testing and HIV prevention services.

§ 25. WE CONSIDER IT APPROPRIATE TO:

1) foster motivation within the LGBTIQ+ community and among their loved ones to access services related to sexual and reproductive health, prevention of HIV, STIs, and viral hepatitis, and mental health;

2) engage opinion leaders in promoting health-conscious practices among the LGBTIQ+ community and encouraging them to care for the health of their loved ones;

3) systematically build and expand networks of LGBTIQ+-friendly medical professionals — both within a single medical specialty and on a regional basis (for example, a national network of trans-competent endocrinologists or a local network of MSM-friendly medical professionals);

4) support the practice of distributing and using HIV self-test kits among people in key populations at risk of HIV infection;

5) conduct education within the LGBTIQ+ community and among healthcare providers regarding mental and public health, infection control, and sanitation;

6) introduce and further institutionalize various forms and methods of mental health screening for different target groups within the LGBTIQ+ community, including gay men, bisexual men, lesbians, bisexual women, transgender and non-binary people;

7) continue and encourage regular monitoring of the health care needs of LGBTIQ+ people, particularly under the leadership of the LGBTIQ+ communities themselves;

8) develop and implement methods for the medical diagnosis of intersex variations (congenital variations in sex development in which chromosomes, hormones, or anatomical features do not fully correspond to typical male or female characteristics), taking into account that a person may not be aware of having such variations.

§ 26. For LGBTIQ+ individuals serving in the military, a particular challenge is balancing the effective performance of their duties with caring for their own health in accordance with their individual medical and preventive needs. It is important that this allows for the maximum preservation of both their ability to serve and their own health. In particular, service members (based on relevant medical or behavioural criteria) must be provided with antiretroviral therapy (ART) medications in a timely manner and with a reasonable supply in advance at their places of military service — both for the treatment of HIV infection and as part of pre-exposure prophylaxis (PrEP) against HIV infection.

3.1. List of stakeholders in the field of sexual and reproductive health care, mental health care for LGBTIQ+ individuals, and the provision of HIV and STI prevention services for people in key populations (MSM, transgender people):

- healthcare facilities of all forms of ownership (state, municipal, private);
- friendly, partner, and interested non-governmental organizations (civil society and charitable);
- LGBTIQ+-friendly and interested businesses, as well as businesses led by LGBTIQ+ individuals themselves;

- advisory bodies attached to government agencies;
- coordinating institutions, particularly those based on a cross-sectoral approach;
- opinion leaders;
- professional medical associations;
- medical professionals — self-employed individuals (individual entrepreneurs);
- pharmaceutical companies;
- specialized educational institutions;
- research organizations;
- media;
- international organizations (donors);
- local authorities and relevant municipal institutions and enterprises;
- volunteer initiatives and organizations.

§ 27. We believe that the potential of the LGBTIQ+ community in the area of self-care can have a dual focus:

- on the one hand, to have a positive impact on the lives, health, and overall well-being of LGBTIQ+ individuals and their loved ones,
- on the other hand, to serve as a positive influence on the public health system in Ukraine, particularly under martial law and during military operations.

§ 28. In this regard, we call upon the competent institutions to:

1) include representatives of LGBTIQ+ communities in the composition of national and regional public health councils, as well as regional (local) councils for coordinating responses to the spread of tuberculosis and HIV;
2) increase the representation of LGBTIQ+ communities in other consultative and advisory bodies and working groups at the national, regional (subnational), and local levels that address issues related to ensuring adequate access of target audiences to medical and social services, humanitarian response measures, and sexual and reproductive health and mental health services;
3) invite representatives of LGBTIQ+ communities to participate in roundtables, forums, conferences, and meetings on issues of sexual and reproductive health, social services, mental health, and humanitarian response, in accordance with the principle "nothing about us without us."

3.2. To government authorities and relevant state institutions, primarily the State Institution "Public Health Center of the Ministry of Health of Ukraine":

§ 29. strengthen cooperation with expert representatives of key communities, particularly MSM/LGBTIQ+, in developing educational and training materials for the medical community, with a focus on addressing issues of preventing stigma and discrimination during the provision of medical care;

§ 30. ensure the active involvement of LGBTIQ+ community representatives with appropriate training competencies in directly conducting education and training sessions for the medical community.

§ 31. When organizing training sessions, priority should be given to in-person formats to foster open, trusting dialogue between representatives of the LGBTIQ+ communities, on the one hand, and the public sector and healthcare professionals, on the other.

§ 32. We call on the Verkhovna Rada of Ukraine to **decriminalize HIV transmission** by 2026 by repealing the liability under Article 130 "Transmission of the human immunodeficiency virus or another incurable infectious disease," while simultaneously transferring liability for the intentional transmission of HIV infection to the category of crimes under the Criminal Code articles on causing bodily harm. To this end, we urge you to consider in the second reading and adopt in its entirety the draft Law of June 19, 2023, No. 9398 "On Amendments to the Criminal Code of Ukraine Regarding the Improvement of Criminal Liability for Infection with Infectious Diseases or Infection with Their Pathogens" (lead parliamentary committee — Committee on Law Enforcement). Noting that this draft law has already been adopted by the Verkhovna Rada of Ukraine in the first reading on March 12, 2025, we see a favourable political and legal environment for its adoption.

3.3. Regarding HIV testing by non-medical personnel

§ 33. We note that the provisions of the Law "On Amendments to the Law of Ukraine 'On Countering the Spread of Diseases Caused by the Human Immunodeficiency Virus (HIV), and the Legal and Social Protection of People Living with HIV" regarding the application of modern approaches to the prevention, testing, and treatment of HIV infection in accordance with WHO guidelines" dated January 12, 2023, No. 2869-IX is insufficient to regulate the established practice of HIV testing in non-governmental organizations by non-medical personnel.

§ 34. We emphasize that to standardize the practice of HIV testing in non-governmental organizations by non-medical personnel, it is necessary to develop, through subordinate regulatory acts, a new provision of the aforementioned law, pursuant to which *"testing, self-testing, and supervised self-testing may be conducted by non-governmental organizations engaged in activities to combat the spread of HIV-related diseases, including civic associations, charitable, and religious organizations,"* whereby *"HIV testing is conducted in accordance with the requirements of Ukrainian legislation and standards approved by the central executive authority responsible for shaping state policy in the field of public health."*

§ 35. To standardize the practice of HIV testing in non-governmental organizations by non-medical personnel, in our opinion, a separate framework procedure should be approved for conducting HIV testing, HIV self-testing, and HIV self-testing supported by non-governmental organizations engaged in activities to combat the spread of HIV-related diseases. We draw the attention of the Public Health Center, the Ministry of Health, and other interested institutions to the fact that a draft of such a procedure has already been developed by the expert platform "Fight for Health" of the charitable organization "100 Percent Life" with the participation of representatives of key populations. Accordingly, this draft document requires further expert discussion, coordination, approval, and implementation.

§ 36. We urge the Ministry of Health to continue expanding access to pre-exposure prophylaxis (PrEP) for key populations at risk of HIV infection throughout 2026: raise awareness and motivation

among MSM and transgender people regarding PrEP, streamline the patient pathway, decentralize service delivery, and ensure client-centred HIV testing services and access to PrEP medications at times convenient for users, in a convenient location and in a convenient manner — specifically through collaboration between healthcare facility staff and non-medical staff from NGOs (in particular, providing such services at the premises of non-governmental organizations of the LGBTIQ+ community).

§ 37. We note that even amid the country's ongoing large-scale military operations, it is important not only to maintain the current target coverage of HIV prevention services but also to systematically expand their range, improve service quality, and increase service accessibility in collaboration with the Ministry of Health, the Public Health Center, local authorities, health departments, medical facilities, international organizations, and international technical assistance projects.

§ 38. At the same time, there should be a gradual shift away from tying service recipients to local organizations, as the high mobility of the key MSM group, modern counselling methods, the option of HIV self-testing, and other methods allow for the organization of HIV prevention services in a remote format, including through the use of telecommunication technologies and postal services (for example, for sending self-testing kits). In this regard, we recommend streamlining the provision of remote and online services at the regulatory and operational levels, including through methods such as postal (courier) delivery of supplies (barrier methods), counselling via telecommunication services, online mental health consultations, etc.

§ 39. We remind you that the current basic package of HIV prevention services for the three leading key populations, including MSM, is regulated by Order No. 288 of the Ministry of Health of Ukraine dated February 20, 2024 "On Approval of the Procedure for Providing HIV Prevention Services to Members of Certain Key Populations Regarding HIV Infection," effective as of March 28, 2024. We believe this procedure requires updating to reflect epidemiological realities and the needs of key populations — both in terms of the composition of the service package and certain aspects of its delivery.

§ 40. A significant component of the updated package should be the provision of mental health services, which is an obvious foundation for ensuring that individuals are motivated to care for their own physical health. It is recommended that the mental health service model be discussed and adapted (updated) with the involvement of representatives from key groups who possess relevant expertise.

§ 41. In addition, the Maximum Tariffs for the Provision of HIV Prevention Services for Populations at Increased Risk of HIV Infection, approved by Order of the Ministry of Health of Ukraine No. 1681 of 23 July 2019 "On Approval of Maximum Tariffs for the Provision of Services Related to HIV", registered with the Ministry of Justice of Ukraine on 13 August 2019 under No. 906/33877 and effective as of 6 September 2019, as amended by Order of the Ministry of Health of Ukraine No. 1472 of 17 August 2023, as subsequently amended, require revision. The annual expenditure per MSM service recipient has remained unchanged for the third consecutive calendar year and amounts to 552.07 UAH (including VAT) per year. We believe that the maximum expenditure limit should be adjusted, both by changing the structure of services and by revising the frequency of their provision (number of services) throughout the year.

§ 42. Since 2026 is the final year of the three-year implementation cycle in Ukraine of the Programme "Sustainable Response to HIV and TB Epidemics in the Context of War and Recovery in Ukraine" for 2024–2026, supported by the Global Fund to Fight AIDS, Tuberculosis and Malaria, we appeal to the National Council on Tuberculosis and HIV/AIDS with a proposal to support Ukraine's initiative to explore, at the Global Fund level, the possibility of applying the "program extension" option to our country for the development of a new national program to address the spread of HIV in 2027–2029, primarily given that Ukraine is facing extremely challenging operational, geopolitical, and humanitarian conditions.

§ 43. When preparing Ukraine's national application to the Global Fund for 2027–2029, which is to take place during the first half of 2026, we urge stakeholders to maintain and strengthen the focus on the Communities, Human Rights, and Gender (CRG) component as such, the implementation of which in 2024–2025 ensured a high level of influence by the MSM key group (LGBTIQ+ communities) on the policy-making and decision-making system, as well as progress in overcoming stigma and discrimination based on sexual orientation and gender identity.

§ 44. We emphasize the need to implement a comprehensive approach to the health of MSM/LGBTIQ+ (or combination prevention). The comprehensive approach model entails that services for the diagnosis, treatment, and prevention of HIV, viral hepatitis B and C, human papillomavirus (HPV) of various types, syphilis, and other STIs, mental health services, and other medical services must be integrated into a comprehensive system of medical and social support for clients to ensure their right to the highest attainable standard of health.

§ 45. Information services and interventions, as well as public health campaigns, must be LGBTIQ+ sensitive and inclusive, taking into account all aspects of sexual and gender diversity.

§ 46. We emphasize the need to establish, on a fundamentally new basis, a system for monitoring the quality and accessibility of services related to HIV, STIs, and viral hepatitis for MSM/LGBTIQ+ individuals, taking into account international best practices in community-led monitoring (CLM). We welcome the creation of a roadmap for CLM within the National Council on Tuberculosis and HIV/AIDS.

§ 47. We draw stakeholders' attention to the fact that one of the CLM components in Ukraine, which is currently being implemented by organizations led by MSM key communities, is the routine monitoring of the policy and legal environment, including the development of expert assessments of current processes, risks, and opportunities, as well as advocacy positions regarding necessary changes. This component of CLM enables, in practice, the preventive role of LGBTIQ+ communities in countering unlawful and discriminatory trends in policy and legislation, and also allows representatives of LGBTIQ+ communities to participate effectively in policy development and the formulation of legislation that takes into account the legitimate interests of MSM/LGBTIQ+.

§ 48. We note that the relevance of the approach remains, according to which the provision of public health services for MSM and transgender people must be integrated with other services under martial law and in the context of a complex humanitarian and socio-economic situation:

1) low-threshold social services must continue to be implemented, including relocation and temporary housing services — primarily through community-run shelters — as well as services to facilitate employment and adaptation in new locations;

2) it is advisable to expand support for members of the LGBTIQ+ community, especially those facing multiple social vulnerabilities (for internally displaced persons, people with disabilities, those living in areas close to zones of military operations, etc.) regarding training in new professional skills, as well as in starting or restarting their own (family) micro- and small businesses.

§ 49. The principle of "services follow the person" should continue to be implemented, which involves reducing (or eliminating) ties to a person's previous or current place of residence — in light of increased population mobility.

§ 50. We recommend that the Ministry of Health of Ukraine consider the feasibility of changing the name of the key group of transgender people to the following wording: "transgender and non-binary people." This would align, in particular, with the logic of conducting an integrated biobehavioural study among transgender and non-binary people in 2024, commissioned by the Public Health Center.

Section IV.
In the field of humanitarian response in the context of LGBTIQ+ in a large-scale armed conflict

§ 51. We note that due to the protracted nature of the Russian Federation's large-scale military aggression against Ukraine, which has been ongoing for nearly four years, the humanitarian support needs of LGBTIQ+ people persist and, in some program areas, are even increasing. This primarily concerns LGBTIQ+ individuals who have relocated to government-controlled territory in Ukraine from temporarily occupied territories of Ukraine, from areas near the combat zone, or from territories subject to systematic shelling. Such LGBTIQ+ individuals are internally displaced persons who have typically lost their homes, personal property, and jobs, and are cut off from their familiar social environment, forced to start "life from scratch" in a new place and under new conditions.

§ 52. The ongoing international armed conflict, with all its manifestations — such as regular and often unpredictable shelling, scheduled and emergency power outages in homes and social infrastructure in government-controlled territory, etc. — has a devastating impact on the mental health of LGBTIQ+ individuals, increasing their vulnerability to humanitarian challenges.

§ 53. We remind you that humanitarian response is grounded in such fundamental human rights as the right to a dignified life, the right to safety and protection, and the right to receive humanitarian aid. The disregard of the specific needs of LGBTIQ+ people by many humanitarian organizations and projects constitutes a violation of the fundamental principles of the Humanitarian Charter and the minimum standards for the provision of humanitarian assistance.

§ 54. We call on state and local authorities, as well as humanitarian organizations working or intending to begin work in Ukraine and/or for Ukrainians abroad:

1) take into account the diverse needs of all population groups and ensure an inclusive approach in the implementation of their programs toward LGBTIQ+ communities, adhering to internationally recognized standards;

2) include the LGBTIQ+ community as one of the most vulnerable groups in humanitarian response plans in situations of armed conflict (at both the national and sub-national/local levels);

3) establish interaction and cooperation with national and local LGBTIQ+ community organizations (local branches of national LGBTIQ+ organizations), in particular to ensure the provision of the specific services that LGBTIQ+ people need on the ground, as well as to work together to ensure the appropriate quality of humanitarian support.

§ 55. We call for the continuation and expansion (scaling up) throughout 2026 of the following humanitarian activities, protection services, and economic empowerment programs, such as:

1) providing temporary shelter in shelters managed by LGBTIQ+ communities,

2) programmes for adaptation, resocialization, and social integration of LGBTIQ+ internally displaced persons and other individuals in difficult life circumstances, delivered through safe spaces;

3) individual and group forms of psychosocial support and professional psychiatric care for LGBTIQ+ individuals;

4) monitoring of rights violations, documentation of cases of gender-based violence (GBV) among LGBTIQ+ people, and provision of targeted assistance (both cash and in-kind) to victims of various forms of violence;

5) legal consultations and legal assistance tailored to the specific needs of LGBTIQ+ individuals in the context of armed conflict and large-scale military operations, including for LGBTIQ+ veterans;

6) vocational training and/or retraining programs for LGBTIQ+ people;

7) support for the formation of networks of LGBTIQ+-friendly medical professionals, psychologists, lawyers, and social workers;

8) multi-purpose cash assistance for LGBTIQ+ individuals and their households to cover emergency needs, including medical expenses and basic living costs[1];

9) Support for staff members of LGBTIQ+ organizations as part of the "Duty of Care" initiative;

10) Support for entrepreneurial initiatives by LGBTIQ+ individuals and their family members (as part of efforts to promote the development of micro-, small-, and medium-sized businesses).

§ 56. Regarding **the inclusivity** of **humanitarian and related assistance**, we identify the need for the following measures and activities:

1. Developing and implementing specialized programs that address the needs of LGBTIQ+ individuals in crisis situations. These programs should include legal and psychological assistance, support in accessing medical and social services, and ensuring the operation of safe spaces (shelters and community hubs).

2. Conducting regular needs assessments and monitoring the accessibility of humanitarian and related assistance for people from LGBTIQ+ communities. The results of such monitoring should be used to promptly remove barriers to LGBTIQ+ access to humanitarian response services.

[1] Means of subsistence are sources of income, resources (assets, skills), and activities necessary to meet a person's basic needs: food, shelter, clothing, and safety.

3. Take into account the needs of LGBTIQ+ people with additional vulnerabilities, particularly people with disabilities, when developing a package of humanitarian response services. We draw attention to the fact that LGBTIQ+ people with disabilities face multiple vulnerabilities, and the risk of adverse consequences for people in this intersectional group is significantly higher than for people with a single vulnerability.

4. Conducting informational and training sessions on inclusion regarding LGBTIQ+ individuals and the specifics of working with LGBTIQ+ people for staff of humanitarian organizations, professional groups, state and municipal institutions, and other organizations operating in Ukraine — including both branches of foreign organizations and national (local) organizations. During such events, special attention should be paid to building knowledge and skills regarding respectful, inclusive communication with LGBTIQ+ individuals, rather than merely ensuring formal openness to providing humanitarian aid to LGBTIQ+ people.

§ 57. Regarding the adaptation of humanitarian aid standards to the LGBTIQ+ context, the following measures and activities are necessary:

1. On the part of LGBTIQ+ and LGBTIQ+-friendly organizations — continued advocacy for institutional changes to incorporate the LGBTIQ+ context into humanitarian response and recovery programs in Ukraine.

2. Continuing efforts to develop and implement inclusive standards for humanitarian and related organizations that take into account the needs of the LGBTIQ+ community, particularly sub-groups and cross-groups such as (1) LGBTIQ+ people with disabilities, (2) LGBTIQ+ internally displaced persons, as well as (3) families based on a partnership between two LGBTIQ+ individuals, (4) LGBTIQ+ youth, (5) older LGBTIQ+ people (60+). Efforts to create and implement inclusive standards should include the development of manuals (guidelines), staff training, and mentoring support (supervision) on inclusion provided by organizations and specialists with relevant experience.

3. Inclusion by international and donor organizations operating in Ukraine of vulnerable groups such as LGBTIQ+ individuals in the humanitarian support programs they coordinate, support, or implement for the Ukrainian population amid the ongoing armed conflict.

§ 58. In terms of **psychosocial support**, the following measures and activities are considered appropriate:

1) Supporting and scaling up programs for crisis, particularly emergency, psychosocial support for LGBTIQ+ individuals affected by various forms of discrimination, violence, military actions, and other consequences of the armed conflict;

2) engaging experienced and LGBTIQ+-friendly psychologists in the work (provision of services) of humanitarian support organizations, and volunteers in providing volunteer assistance in long-term programs and/or one-time activities to support people from the LGBTIQ+ community.

§ 59. We recommend that humanitarian donor organizations responding to humanitarian challenges caused by the armed conflict resulting from the Russian Federation's aggression:

1) monitor the political context of human rights protection and violations for LGBTIQ+ people in Ukraine, show solidarity with progressive initiatives, and oppose counterproductive initiatives

and processes (to this end, regular consultations and meetings with LGBTIQ+ organizations working on national advocacy and rights protection are advisable);

2) to periodically collect data on the specific needs of the LGBTIQ+ community regarding humanitarian support and protection, as well as data on the risks and obstacles faced by the LGBTIQ+ community in accessing services provided by humanitarian organizations, — taking into account that the relevant circumstances depend on the changing military, social, economic, and humanitarian situation,

3) strengthen collaboration with LGBTIQ+ community-based organizations, rely on LGBTIQ+ expertise, and incorporate intersectionality into their work;

4) make resource support for LGBTIQ+ organizations working in the humanitarian field more flexible and dynamic, in particular by reducing the scope and duration of existing procedures for obtaining funding for humanitarian and related needs (including the due diligence procedure),

5) take into account that, to ensure the sustainability of humanitarian work and the continuity of service delivery by organizations led by LGBTIQ+ communities, it is advisable to allocate a portion of project funds to support and develop the organizational capacity of relevant NGOs.

§ 60. **We recommend** that local **organizations** working in the field of humanitarian and related assistance and support:

1) ensure the direct participation of representatives of the LGBTIQ+ communities in decision-making processes regarding the planning and implementation of humanitarian initiatives through bilateral and multilateral consultations with international/national organizations and donor agencies;

2) actively participate in the work of the UN cluster system within the framework of the humanitarian response in Ukraine, in particular in the work of the Protection, Cash Assistance, and Health Clusters, as well as thematic working groups on LGBTIQ+, MHPSS, IDPs (internally displaced persons), and other issues;

3) develop support programs that not only address the *urgent* needs of LGBTIQ+ communities but also ensure the *resilience* of LGBTIQ+ individuals, given that the Russian Federation's large-scale armed aggression against Ukraine has been ongoing for nearly four years and it remains unclear how long it will continue.

Section V.
In the field of sexual and reproductive health and demographic policy

§ 61. We note that over the past decades, the state, society, and the media have paid insufficient attention to issues of sexual and reproductive health. Active military operations, which cause massive harm to the lives and health of both civilians and those in military or related service, highlight the need to develop a comprehensive system of services in the field of sexual and reproductive health.

§ 62. We remind you that **sexual health is closely linked to the concept of human rights in general and sexual rights in particular.** Sexual rights are defined as *the legitimate and inherent*

human capacity to engage in various actions related to the expression of one's sexuality — both independently and in interaction with others who have reached the age of sexual consent — based on voluntary, mutual, and informed consent. A statement of sexual rights can be found in a number of international documents, such as, in particular, the 2014 **Declaration on Sexual Rights**, adopted by the World Association for Sexual Health (WAS).

§ 63. It must be noted that the concept of sexual human rights in Ukraine is not yet sufficiently institutionalized and is poorly implemented in national legislation, despite the decisive role that sexuality plays in the life and functioning of individuals, couples, and society, particularly in the areas of physical and mental health, daily life, social self-presentation, leisure, culture, literature, and art, among others.

§ 64. A separate issue within the field of sexual and reproductive health is the provision of sexual and reproductive health care based on specific individual characteristics such as sex, sex characteristics, or traits, sexual orientation, and gender identity. Taking into account the specificities of the sexual lives and reproductive needs of people from the LGBTIQ+ (lesbians, gay men, bisexuals, transgender, intersex, queer, and other people of sexual and gender diversity), it is deemed appropriate to ensure in Ukraine that the full spectrum of sexual and reproductive health services is adequately inclusive of the physiological and social needs and life circumstances of LGBTIQ+ individuals.

§ 65. A significant factor in shaping the current system of services in the field of sexual and reproductive health in Ukraine is the situation of military operations on the territory of our state in the context of the ongoing armed aggression of the Russian Federation. Ukrainian military personnel are at an increased risk (compared to the civilian population) of losing reproductive functions and of losing or experiencing a reduction in healthy capacities in the sphere of their own sexuality — both as a result of physical trauma and as a result of mental health challenges, as well as due to social circumstances such as separation from family and/or a loved one, captivity, forced displacement, or death. Specific challenges in the field of reproductive and sexual health also affect their partners in the broad sense of the term, namely a spouse (wife or husband), a fiancée or fiancé, or a de facto family (intimate) partner.

§ 66. In light of the above, we insist on the urgent need to develop a National Strategy on Sexual and Reproductive Health in Ukraine. Such a strategy must be inclusive of all groups and communities that face various challenges and difficulties in expressing their natural sexuality and in fulfilling the natural human desire for reproduction (their own biological and genetic reproduction in children and descendants, and the social continuity of their family in subsequent generations).

§ 67. The key thesis we propose to consider when developing conceptual approaches to the reproductive health system in Ukraine is that the social factor of childlessness should constitute sufficient grounds for providing the full range of reproductive health services, including the use of assisted reproductive technologies (ART), without distinguishing between recipients of such services based on their rights regarding sex, gender, marital and family status, sexual orientation, or gender identity.

§ 68. We consider it necessary to move away from infertility (male or female) as a mandatory condition for accessing assisted reproductive technologies in Ukraine. Even if a man and a woman are physiologically fertile, they may have valid reasons to refuse sexual intercourse, conception,

pregnancy, or the physical birth of a child. Such reasons may be both objective and subjective in nature and fall within the realm of exclusive personal discretion. Whatever the specific individual reasons for childlessness may be, they deserve recognition and respect from the state.

§ 69. In light of the above, we appeal to the Cabinet of Ministers of Ukraine to:

1) organize, with the involvement of the Ministry of Health of Ukraine, the Ministry of Social Policy, Family and Unity of Ukraine, the Institute for Demography and Life Quality Problems of the National Academy of Sciences of Ukraine, and with the participation of a wide range of stakeholders, including LGBTIQ+ organizations, to develop a National Strategy on Sexual and Reproductive Health;

2) to systematically include issues of sexual and reproductive health in relevant acts of the Cabinet of Ministers of Ukraine.

§ 70. We call on members of parliament to draft and submit their own legislative initiatives on sexual and reproductive health to the Verkhovna Rada of Ukraine for consideration, particularly regarding the creation of a legal framework in Ukraine for the proper application of assisted reproductive technologies (ART) that meets the needs, demands, and interests of the people. Appropriate legislative regulation should be based on the experience of the Ukrainian healthcare system in the actual provision of ART services, including in vitro fertilization (fertilization of an egg outside a woman's body followed by embryo transfer to the uterus), gestational services (services related to gestation — the period of development of the embryo/foetus from conception to birth), etc. Given the high sensitivity of the ART sector to bioethical issues, relevant matters should be regulated with an analysis of their rational impact on Ukraine's demographic interests and with mandatory consideration of the legitimate interests of those individuals (couples) who intend to use such services or have relevant experience.

§ 71. We draw the attention of interested parties to the fact that LGBTIQ+ organizations and national experts on LGBTIQ+ issues are ready to participate in the development of policies in Ukraine, the drafting of regulatory and legal acts, programs, and initiatives in the field of sexual and reproductive health to ensure their inclusivity of LGBTIQ+ individuals on a non-discriminatory basis.

§ 72. We emphasize that in the context of Ukraine's rapidly declining population (in the territory of Ukraine controlled by the national government), it is critically important for demographic reproduction (replacement) to implement the key slogan proclaimed in the Strategy for Demographic Development of Ukraine for the Period until 2040 [Demographic Strategy-2040], approved by Order No. 922-r of the Cabinet of Ministers of Ukraine dated 30 September 2024: *"Ukraine — a country where people want to live."*

§ 73. For Ukraine to truly be a "country where people want to live" for Ukrainian citizens who are part of the LGBTIQ+ community, certain basic conditions (necessary but not sufficient) must be ensured in Ukraine, including the following:

1) full civil equality for LGBTIQ+ people without discrimination, social stigma, or social exclusion, including the effective recognition and realization of the right to a family;

2) recognition of the right to a gender marker based on self-identification (for transgender, non-binary, and intersex people);

3) a clear and unambiguous state policy for LGBTIQ+ individuals aimed at recognizing, enshrining, and guaranteeing human rights and freedoms, as well as the unwavering commitment to the path of European integration, firmly linked to the concept of civil equality; human rights for LGBTIQ+ individuals as part of state policy, as well as the party policies of parliamentary parties, and the presidential and governmental agenda;
4) the ability to have and raise children in an environment of social inclusion (public acceptance), with support for reproductive intentions and guarantees of access to the full range of assisted reproductive technologies (ART) on both an individual and a couple basis — in accordance with the personal choice of an LGBTIQ+ individual or couple, and in the long term — with effective prevention of bullying against children raised by a couple formed by two LGBTIQ+ individuals;
5) recognition of same-sex female families raising three or more children as large families;
6) recognition in Ukraine of the legal consequences of a person with Ukrainian citizenship legally entering into a marriage or partnership with another person of the same sex under the laws of another country;
7) inclusivity and non-discrimination toward LGBTIQ+ individuals in the educational process and in the workplace, particularly in institutions, establishments, and organizations funded by state or local budgets;
8) effective countermeasures against hate speech targeting LGBTIQ+ individuals across all media outlets and platforms;
9) guarantees and examples of effective investigations into crimes motivated by intolerance, particularly homophobia and transphobia;
10) the effective implementation by the Ukrainian government of the European Court of Human Rights' rulings in cases involving discrimination against Ukrainian citizens on the grounds of sexual orientation and gender identity, particularly with regard to the government's fulfilment of its positive legislative obligations;
11) a social climate conducive to the acceptance and integration of LGBTIQ+ people within the broader public, in specific professional settings, and at the local community level;
12) the open opportunity for self-expression and the free expression of views and beliefs, particularly in the context of peaceful street gatherings;
13) a fair balance between an individual's obligations to the state, on the one hand (including obligations to defend the homeland and pay taxes), and the state's guarantees to the individual, on the other (including recognition of the right to family and other aspects of civil equality).

§ 74. LGBTIQ+ people, who constitute a significant portion of the Ukrainian population, have considerable demographic potential, the realization of which is directly dependent on the degree of civil equality for LGBTIQ+ individuals, particularly in the sphere of reproductive rights and opportunities. At the same time, the demographic potential of the LGBTIQ+ community is inversely proportional to the level of homophobia, transphobia, and civil inequality.

§ 75. Emigration intentions and actual emigration of Ukrainian citizens who are part of the LGBTIQ+ community are significant factors in the demographic situation. Under current legal regulations, Ukrainian young men, including gay and bisexual men, may freely leave Ukraine until they reach the age of 23 (Cabinet of Ministers Order No. 1031 of August 26, 2025). The age range from 18 to 22 inclusive corresponds to a period of high personal mobility, an age at which, for the most part, there are not yet critical ties to one's family, place of residence, or career; therefore, young men in this age group can relatively easily decide to leave Ukraine permanently. Clearly, such intentions and actions can be studied, and their impact on the overall demographic and economic situation can be modelled. We urge institutions with the relevant expertise to conduct such an assessment and modelling.

§ 76. In assessing *the* aforementioned *Strategy for Demographic Development of Ukraine for the Period up to 2040,* adopted in Ukraine in September 2024, we note that it is not sufficiently ambitious and, in our opinion, is incapable of creating either the sufficient or necessary preconditions for the full demographic reproduction of the Ukrainian population. In our view, Ukraine's demographic strategy must be revised, and within its framework, it is advisable to give the "green light" to all possible means of demographic reproduction (replacement), taking into account Ukraine's demographic needs and national interests.

§ 77. In this regard, we welcome the symbolic step taken by the Ukrainian authorities, whereby in 2025 the name of the Ministry of Social Policy was changed to the "Ministry of Social Policy, Family and Unity of Ukraine." Including the concept of family in the naming fully aligns with previous proposals from the Ukrainian LGBTIQ+ movement and demonstrates the growing political importance of family issues for the Ukrainian state under current circumstances. The next political step should be the recognition of the inclusivity of the very concept of family to encompass all family realities that actually exist in Ukraine, including family unions based on the partnership of two people of the same sex.

Section VI.
Political inclusivity for LGBTIQ+

§ 78. We call on the Ministry of Justice and the Cabinet of Ministers of Ukraine to finalize the drafting of the new version of the National Human Rights Strategy (NHRS), and on the President of Ukraine to approve it by decree. The preparation of the new version of the NHRS has been ongoing for several years now, but, according to our observations, it has stalled. In our view, the country and society, including our communities, need an updated strategic vision from the state regarding the strengthening and development of human rights and freedoms as one of the markers of our geopolitical choice. One of the reasons to bring the development of the new HRSP to a logical conclusion is the need to systematize and plan human rights interventions in accordance with Ukraine's European integration commitments.

§ 79. To harmonize the Ukrainian legal framework with the EU LGBTIQ+ Equality Strategy 2026–2030, we draw the attention of government authorities to the need to incorporate all four grounds identified in the Strategy for the protection of LGBTIQ+ individuals from discrimination: SOGIESC — sexual orientation, gender identity, gender expression, and sex characteristics.

§ 80. We note tangible progress in ensuring an inclusive attitude toward LGBTIQ+ individuals on the part of the Secretariat of the Ukrainian Parliament Commissioner for Human Rights as a whole

and personally on the part of the Ombudsman. One of the platforms within the Ombudsman's Office that facilitates the discussion and promotion of human rights issues for LGBTIQ+ individuals in Ukraine is the Expert Council on Equal Rights, Prevention of Discrimination, domestic violence, and human trafficking under the Representative of the Commissioner for Equal Rights and Freedoms, Rights of National Minorities, and Political and Religious Views (Expert Council on Equal Rights). We draw the attention of the Ombudsman's institution to the fact that this and similar consultative and advisory bodies can work effectively not only through meetings but also function in the format of a shared chat on a designated communication platform, effectively as permanent bodies.

§ 81. We consider the following to be the main areas of focus for the Commissioner's Office in carrying out routine work throughout 2026, taking into account the needs, rights, freedoms, and interests of the LGBTIQ+ community:

1) further public and political-legal articulation of the need for legislative reforms to ensure civil equality and protect LGBTIQ+ individuals from discrimination, in particular, the need for innovations such as the legal recognition of civil partnerships in Ukraine and the introduction of fair liability for crimes motivated by intolerance, including homophobia and transphobia;

2) countering hate speech against LGBTIQ+ individuals in high-profile cases;

3) responding to specific reports of violations of human rights and freedoms on the grounds of sexual orientation, gender identity, gender expression, and sex characteristics (SOGIESC);

4) reviewing the human rights and freedoms of LGBTIQ+ individuals in the next Annual Report on the Observance and Protection of Human and Civil Rights and Freedoms in Ukraine for the year 2025, which is to be submitted to parliament and published in 2026;

5) participation in interagency and intersectoral cooperation on issues related to the human rights and freedoms of the LGBTIQ+ community, particularly regarding the implementation of the National Human Rights Strategy and the Rule of Law Roadmap in the context of European integration, approved by the Cabinet of Ministers of Ukraine on May 14, 2025;

6) taking a proactive stance on further improving, refining, and expanding national anti-discrimination legislation, primarily the Law "On the Principles of Preventing and Combating Discrimination in Ukraine," in particular by adding SOGIESC characteristics to the list of protected characteristics in the aforementioned and other laws.

Section VII.
Regarding the development of the Ukrainian civil society movement for LGBTIQ+ freedoms and human rights

7.1. To LGBTIQ+ community organizations:

§ 82. maintain the proper momentum and effectiveness of internal processes regarding the election (re-election, rotation) of their officials, particularly by electing new people to leadership positions and by involving new activists in various roles within the organizations.

§ 83. Develop self-financing systems and implement crowdfunding mechanisms (raising funds for a project, idea, or organizational need through small contributions from a large number of people), including in cryptocurrency;

§ 84. Engage micro-, small-, and medium-sized businesses in supporting communities and the activities of NGOs founded by and for the benefit of LGBTIQ+ communities.

7.2. To development partners, allies of LGBTIQ+ communities, and LGBTIQ+ community organizations:

§ 85. Ensure burnout prevention for activists and provide flexible (adaptive) support in situations where burnout has already occurred;

§ 86. inform the socially active and socially responsible segment of the general public about opportunities to get involved in human rights work for the LGBTIQ+ community as allies and volunteers — both through one-time (focused) initiatives and on an ongoing basis;

§ 87. Support and conduct training for new local activists on advocacy and the development of professional skills necessary to support and advance the LGBTIQ+ agenda. Such training can take the form of off-site camps, intensive training sessions, and similar formats.

7.3. Developing the women's component of the LGBTIQ+ movement

§ 88. We recommend that technical assistance providers, development partners, and LGBTIQ+ community organizations ensure systematic support for leadership development among women in LGBTIQ+ communities, particularly through institutional leadership training programs. Such programs should be aimed, among other things, at increasing the participation of women leaders, activists, and experts in public human rights advocacy and in policy-making and decision-making processes.

§ 89. To LGBTIQ+ community organizations and our allies — intensify legislative and strategic advocacy for the Ukrainian state's recognition of marriages contracted abroad, particularly those of lesbian couples with children. We view such recognition as a necessary component of realizing the right to family life, parenthood, and non-discrimination in accordance with international, particularly European, human rights standards.

7.4. Regarding intersex issues

§ 90. All stakeholders should explore ways to increase the visibility of intersex people in the context of providing medical, social-psychological, and legal assistance.

§ 91. Include issues related to intersex people when developing standards (protocols) for the provision of medical care.

7.5. Regarding the information strategy

§ 92. We note that the LGBTIQ+ human rights movement requires an internally consistent information strategy. It seems appropriate for the LGBTIQ+ movement's framework information strategy to be developed in collaboration with professional media outlets and other stakeholders who have experience in conducting broad public outreach. It is advisable to establish a permanent internal communication platform for staff members (service providers) responsible for communication support of core activities within LGBTIQ+ and partner organizations, including SMM specialists.

§ 93. We recommend mutual learning and ongoing information sharing among communities united under the LGBTIQ+ umbrella, particularly regarding issues affecting transgender and non-

binary people, intersex people, queer people, and others — to prevent one community from stigmatizing another within the LGBTIQ+ movement.

§ 94. LGBTIQ+ information platforms and LGBTIQ+ organizations should provide informational and organizational support for the implementation of media, informational, cultural, and other initiatives by individual activists, and facilitate the dissemination of existing content.

Section VIII.
Issues related to human rights and freedoms, and healthcare for transgender and non-binary people

§ 95. Ensure the involvement of representatives from organizations of the trans and non-binary communities in working groups on the implementation of the International Classification of Diseases, 11th Revision — ICD-11 (effective globally as of January 1, 2022).

§ 96. Include medical procedures related to transgender transition and the provision of gender-affirming hormone therapy medications free of charge to patients in the National Health Service of Ukraine coverage packages as critically necessary for maintaining the quality of life of transgender people.

§ 97. Systematize educational programs for adolescents on the topic of transgender issues within the framework of sex education in secondary schools.

§ 98. Implement a component of trans-competent medical care into undergraduate and postgraduate education programs for medical personnel — including both physicians and junior medical staff.

§ 99. Take into account the specific needs of non-binary people in medical protocols, particularly in the anticipated new protocol on gender dysphoria (gender incongruence), which will be developed in Ukraine in accordance with the ICD-11.

§ 100. To the National Agency of Ukraine on Civil Service (NACS) — to add gender identity, gender expression, and sex characteristics to the provision of the General Rules of Ethical Conduct for Civil Servants and Local Government Officials under which civil servants and local government officials are obliged in their conduct to refrain from: […] disseminating, endorsing, or participating in hate speech, namely any form of incitement, dissemination, or justification of hatred or violence against a person or group of persons based on certain characteristics, in particular gender, sexual orientation, race, ethnicity, nationality, language, social status, religion, or other beliefs (paragraph 3 of the Rules, as amended by Order No. 116-25 of the National Agency of Ukraine on Civil Service dated 20 August 2025).

We appeal to our wide range of partners and allies to take into account the priorities, considerations, proposals, recommendations, and guidelines set forth in this Roadmap and to use them when planning and implementing their own activities in Ukraine and at the European and global levels in the areas of promoting and ensuring human rights and freedoms for LGBTIQ+ individuals, safeguarding public health and epidemic well-being, and providing international support for Ukraine and the Ukrainian people.