



Eastern European Coalition
for LGBT+ Equality

UNPROTECTED:

STATE FAILURE AND TARGETED VIOLENCE
AGAINST LGBT+ COMMUNITIES IN
EASTERN EUROPE

Research Report Based on
Documented Cases

May 2026



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1. Introduction

This report presents a structured analysis of 442 documented human rights violation cases affecting LGBT+ individuals across five Eastern European countries: Armenia (60 cases), Moldova (98 cases), Ukraine (54 cases), Georgia (19 cases), as well as the cases occurred in Russia (211 cases). The data was collected by the Eastern European Coalition for LGBT+ Equality and covers incidents documented in January-December 2025.

The Coalition's member organisations based in Armenia, Georgia, Moldova, and Ukraine monitored the situation in the region and documented cases of human rights violations against LGBT+ individuals that were reported directly by the victims or obtained from other sources.

The cases reveal systemic patterns of violence, discrimination, and institutional hostility directed at LGBT+ persons, ranging from domestic violence to state-sponsored persecution. Russia stands apart both in the scale of documented violations and in the degree to which the state itself, through courts, law enforcement, and regulatory bodies, functions as a direct perpetrator. Across the four regional countries (Armenia, Moldova, Ukraine, and Georgia), violations are concentrated in private and community settings, with family members and unknown individuals constituting the primary offenders.

The following section provides a country-by-country overview of the broader human rights environment based on publicly available reporting from trusted international sources. All subsequent case-level analysis in this report is drawn exclusively from the attached dataset.

Armenia has no comprehensive anti-discrimination legislation covering sexual orientation or gender identity, no legal recognition of same-sex unions, and no formal legal framework for gender recognition or trans-inclusive healthcare. ILGA-Europe's Rainbow Index ranked Armenia among the lowest-scoring countries in Europe on LGBT+ rights. The Criminal Code does not explicitly criminalise homosexuality, but same-sex couples have no legal standing, and there are no provisions against hate crime or hate speech on SOGI grounds.

The European Court of Human Rights judgment in *Oganezova v. Armenia* (2022) found Armenia had failed to effectively investigate an anti-LGBTI hate crime, and implementation of that ruling remains under supervision by the Council of Europe Committee of Ministers. Human Rights Watch has reported that LGBT+ persons in Armenia face severe domestic violence, pressure to undergo conversion practices, and widespread societal hostility. LGBT+ people navigate this environment through informal networks, civil society legal aid and selective international litigation, while avoiding state institutions that they experience as hostile or indifferent.

Georgia has experienced a sharp democratic regression since 2023. The ruling Georgian Dream party has explicitly aligned itself with anti-LGBT+ positions, culminating in the adoption of legislative amendments in 2024 that ban same-sex partnerships, legal gender recognition, and the public

expression of non-heterosexual identities. Human Rights Watch and Amnesty International have documented the chilling effect of these measures on civil society. The July 2023 attacks by specially mobilised far-right groups on the Tbilisi Pride Festival, reflect a broader environment of organised vigilante violence against LGBT+ persons. Law enforcement's failure to protect organisers of the festival and LGBT+ activists or prosecute attackers has been consistently criticised. Georgia's EU candidate status, granted in December 2023, has been accompanied by deteriorating rule of law assessments by the European Commission.

UN human rights experts (OHCHR, September 2024) publicly called on Georgia to rescind the law, describing it as incompatible with the country's obligations under the International Covenant on Civil and Political Rights. Human Rights Watch's World Report 2025 chapter on Georgia documents an acceleration of anti-LGBT and anti-civil society legislation in parallel with the "foreign agents" law and October 2024 rigged elections. LGBT+ people in Georgia are navigating this environment through increased emigration, self-censorship, withdrawal from public visibility and reliance on a shrinking civil society infrastructure. Trans women, in particular, report heightened exposure to street violence following the law.

Moldova has taken modest steps toward formalising protections for LGBT+ persons, including the adoption of anti-discrimination legislation, yet implementation remains deeply uneven. The country's EU accession process, formalised with candidate status granted in June 2022, has created political momentum for legislative reform, but organised opposition from conservative and Russian-aligned political actors has intensified. Moldova's political environment has been reshaped by the October 2024 constitutional referendum that anchored EU integration in the Constitution (entered into force November 2024), and by the September 2025 parliamentary election in which the pro-European Party of Action and Solidarity (PAS) retained a majority. Neither event brought substantive improvements in LGBT+ law: same-sex unions remain unrecognised, and no comprehensive hate-crime reform has been enacted.

The 2024–2025 period was marked by an intense Russian-linked disinformation campaign in which anti-LGBT messaging was routinely weaponised to discredit the EU accession agenda, the government, and opposition candidates alike. Freedom House's Moldova 2025 report flags both the resilience of democratic institutions and the continued targeting of minority groups, including LGBT+ people, in hybrid influence operations. LGBT+ communities are navigating this by coupling activism with broader pro-European civic mobilisation, while absorbing a high volume of hate speech, doxing and online harassment.

Ukraine's full-scale invasion by Russia since February 2022 has fundamentally reshaped the operating environment for LGBT+ communities. While Ukraine had been recording incremental progress prior to the invasion, including the adoption of anti-discrimination provisions in labour law, the wartime context has produced contradictory dynamics. On the one hand, the wartime discourse has generated a degree of social solidarity that has extended to LGBT+ military personnel; on the other, organised anti-gender

groups have exploited religious and general traditionalist sentiment to justify harassment and obstruction of LGBT+ public life.

Draft Law No. 9103 on registered civil partnerships was submitted in 2023 and remains pending. In 2025 the Speaker of the Verkhovna Rada stated that civil-partnership reform was not a current legislative priority, despite the issue being named in the government's May 2025 EU accession roadmap. The European Court of Human Rights judgment in *Maymulakhin and Markiv v. Ukraine* (2023), finding a violation of Articles 8 and 14 of the ECHR over the absence of any legal framework for same-sex couples, remains awaiting full implementation. A Desnianskyi District Court ruling of 10 June 2025 recognising a same-sex couple as a family offered an important domestic benchmark.

LGBT+ organisations have continued to document violations against internally displaced persons and military personnel. LGBT+ Ukrainians are navigating wartime displacement, loss of partners in combat, dormitory and employment discrimination, and an uptick in "anti-gender" street mobilisations, while continuing to press for registered partnerships, hate-crime reform and gender recognition. The occupied territories, including Crimea and parts of eastern and southern Ukraine, fall under Russian jurisdiction and are subject to Russian anti-'propaganda' laws.

2. Regional Analysis — Armenia, Moldova, Ukraine, and Georgia

This chapter analyses the 231 cases documented across Armenia (60), Moldova (98), Ukraine (54), and Georgia (19). Documentation was carried out by trained case workers using a structured intake form capturing the following variables: country of occurrence, offense category, rights violated, offender type, beneficiary gender identity, sexual orientation, and age range.

Several limitations bearing on the interpretation of findings should be noted at the outset. First, the dataset reflects reported and documented cases only; it does not constitute a representative sample of all violations occurring in the covered countries, and it is reasonable to assume that actual incidence is substantially higher given the documented reluctance of victims to report. Second, data completeness varies significantly by field and by country. Third, offense categories are non-exclusive: a single case may be tagged with multiple categories simultaneously, and all percentage calculations in the tables that follow are therefore computed as a share of total cases in which a given category appears, not as a share of a mutually exclusive classification. Fourth, the granularity of rights documentation varies across entries, with some cases citing a single violated right and others listing five or more; this variability reflects differences in documentation practice across contributing organisations rather than differences in the severity of violations.

All findings and tables are derived exclusively from the dataset. Russia’s 211 cases are addressed separately in Chapter 3. Where data is missing, limited or ambiguous for a particular breakdown, this is stated explicitly.

Country	Total Cases	Share of 4-country regional total	Trans Persons	Gender Not Identified or Unknown
Armenia	60	26.0%	14 (23%)	2 (3%)
Georgia	19	8.2%	9 (47%)	5 (26%)
Moldova	98	42.4%	4 (4%)	81 (83%)
Ukraine	54	23.4%	8 (15%)	24 (44%)

Moldova accounts for the largest share of regional cases (42.4%), primarily because the database captures a concentrated wave of election-related online hate and disinformation incidents during the 2025 Moldovan parliamentary campaign. Georgia is comparatively under-represented in volume (19 cases), but the cases reflect both domestic based and street-based violence in the aftermath of the 2024 anti-LGBT law.

2.1 Armenia

Overview and Offense Patterns

Armenia contributes 60 cases to the dataset. Domestic violence is the single most prevalent offense category, accounting for 13 cases (22% of the Armenian caseload). This is followed by threat based on sexual orientation or gender identity (SOGI) (5 cases), discriminatory abuse of authority (3 cases), and discrimination combined with domestic violence (3 cases). The concentration of domestic violence is a defining characteristic of the Armenian cases and distinguishes them from the patterns observed in Moldova and Ukraine.

Representative patterns captured in the case descriptions include: a trans person subjected to sustained psychological pressure and restrictions after disclosing their gender identity to parents; a gay man whose parents reacted to his military discharge by interrogating him about whether "those issues" were the reason; a lesbian woman whose mother confiscated her passport to restrict her movement; minor lesbian and trans-female beneficiaries subjected to domestic violence with suicidal ideation reported.

A second cluster involves sexual violence, extortion and non-consensual sharing of intimate materials by strangers or acquaintances who exploit the victim's fear of being outed. A third cluster is employment-related, with gay and trans applicants being rejected on the basis of appearance or mannerisms.

Offense Category	No. of Cases	% of Cases
Domestic violence	13	21.7%
Threat based on SOGI	5	8.3%
Abuse of authority	3	5.0%
Domestic violence + discrimination	3	5.0%
Gender-based violence / hate crime combinations	11	18.3%
Other (hate speech, workplace discrimination, extortion, etc.)	25	41.7%

Gender and Sexual Orientation

14 cases of human rights violations are documented against trans women (23%), and 14 cases against cisgender women (30%). Gay men are the most documented by sexual orientation (26 cases, 43%), followed by lesbian women (15 cases, 25%) and queer-identified individuals (6 cases, 10%). Two cases involve bisexual individuals and one pansexual person.

Age Distribution

Age data is available for the majority of Armenian cases. The 19–25 age bracket is the most represented (16 cases). Notably, 7 cases involve persons under 18, and one case documents a victim under 15, reflecting a pattern of early-life exposure to domestic discrimination and violence. The over-18 general category accounts for a further 12 cases, which likely includes young adults. There are 3 cases in the 31–40 range and 3 in the 26–30 range, suggesting that while young people bear a disproportionate burden, violations are not confined to any single age cohort.

Rights Violated

The prohibition of torture and ill-treatment is the most commonly cited violated right in Armenia, appearing in 22 cases (either alone or in combination with prohibition of discrimination). This figure reflects the prevalence of physical and psychological violence within domestic settings and the severity of documented abuse. The prohibition of discrimination is cited in 21 cases. Freedom of movement appears in 4 cases, often in combination with liberty and security violations, reflecting situations in which victims are confined or forcibly relocated by family members. The right to respect for private and family life appears in 7 cases.

Offender Profile

Family members are the dominant perpetrator category in the monitored cases from Armenia. Fathers and mothers appear in 15 cases each (as sole or joint offenders). Broader family configurations (parents, siblings, extended family) feature prominently. Known individuals outside the family appear in 15 cases, suggesting community-level hostility. State actors appear in several number of cases (the National Security Service and the Migration Service are each mentioned once), though their involvement in those cases is significant, particularly where deportation or administrative detention of trans persons is documented. One case involves police officers adopting an indifferent or hostile attitude.

Law Enforcement Response

The prevailing response of victims in Armenia was to avoid contacting law enforcement. Across the dataset, the majority of Armenian victims are documented as not wanting to contact police or did not do so. This is consistent with a pattern of low institutional trust reported by human rights organisations. Where police were contacted, responses ranged from indifference to active discouragement of complaints. No case in the Armenian dataset resulted in court proceedings being initiated.

2.2 Georgia

Overview and Offense Patterns

The Georgian dataset is small (19 cases) but qualitatively severe, and almost entirely post-dates the October 2024 Law on Family Values and Protection of Minors. Hate speech and hate crime combinations are prominent (8 of 19 cases include a hate crime or hate speech element). Other hate incidents are cited in 9 cases. Discrimination appears in 4 cases. There is no entry documenting domestic violence as a primary offense, though family members appear as offenders in 4 cases.

Typical patterns captured in the case descriptions include: transphobic street attacks by groups of strangers in central Tbilisi (Abanotubani, area near Tbilisi Sport Palace, area near Tbilisi Circus), frequently targeting trans sex workers; denial of medical care at private clinics (Reiman Clinic, Caucasus Medical Center) including refusal of treatment and humiliating interactions with medical staff; family-based psychological and physical abuse by fathers and mothers, including property disinheritance of a gay adult son; forced-outing blackmail by an ex-partner of a trans man who had already left the country because of the new legislation; and the high-profile case of Aliya Ozdamirova, a Chechen woman returned from Georgia to Chechnya and recorded as having died two days later.

Offense Category	No. of Cases	% of Cases
Hate crime	10	52.6%
Hate speech	9	47.4%
Discrimination	3	15.8%
Gender-based violence	1	5.3%
Other hate incident	9	47.4%

Note: Some cases carry multiple offense categories; percentages therefore do not sum to 100%.

Gender and Sexual Orientation

Trans women constitute the single largest victim group in Georgia, accounting for 8 of 19 cases (42%). This is the highest proportional representation of trans women as victims across all five countries in the dataset. Cisgender women account for 4 cases (21%) and cisgender men for 1 case (5%). One trans man is documented. Lesbian women account for 2 cases and gay men for 1 case.

Age Distribution

Age data is available for 13 of the 19 Georgian cases. The 26–30 and 31–40 brackets are most represented (5 and 4 cases respectively), followed by 19–25 (4 cases). The Georgian cohort has an older victim profile relative to Armenia and Ukraine, though the small sample limits conclusions.

Rights Violated

The prohibition of discrimination is cited in 3 cases, and 3 entries use the fields ‘hate incident’ and ‘hate crime’ as the rights descriptor rather than formal rights categories, indicating variability in documentation practices. The right to physical integrity is cited in 2 cases, and the right to life and liberty and security appear in 1 case. The dataset also includes one notable notation from a case contributor stating explicitly that the perpetrator was the victim’s father and that therefore human rights law frameworks, which apply to state action, are not strictly applicable but that the acts should be characterised as criminal offenses or hate incidents. This methodological reflection in the dataset is noteworthy.

Offender Profile

Unknown groups of people (4 cases) and unknown individuals (3 cases) are the common offenders, consistent with the pattern of street attacks on trans persons documented in Tbilisi and other urban settings. Private structures appear in 3 cases. Unlike Moldova and Ukraine, state officials and state structures are not prominent as offenders in the Georgian data, though the failure of state protection is a theme running through many of the cases’ descriptions.

2.3 Moldova

Overview and Offense Patterns

Moldova accounts for the largest regional cohort with 98 cases. The offense landscape is markedly different from other countries: hate speech dominates, accounting for 28 cases (28.6%), followed by discrimination alone or in combination (a combined total of approximately 57 cases when all discrimination-containing entries are grouped). ‘Other hate incidents’ represent 16 cases. Physical violence and domestic violence appear only rarely in the Moldovan data, suggesting that documentation efforts may have focused on speech-based and institutional violations, or that the character of violations in Moldova is predominantly public and political rather than private and familial.

Representative incidents from the database include: creation of a "Trădătorii.live" ("Traitors") website listing public figures tied to EU and LGBT+ advocacy; a church-coordinated anti-EU and anti-LGBT digital propaganda infrastructure traced to clerics and activists affiliated with the Metropolitanate of Chişinău; phishing and impersonation of Moldovan government officials; hostile statements by elected officials and party leaders including references by an MP on TikTok framing LGBT+ rights as an imposed "Western agenda"; and political framing of an open letter by the Italian LGBT organisation GayLib to

President Maia Sandu as a foreign "threat." The dataset also includes a smaller cluster of interpersonal cases: lesbian and non-binary individuals facing workplace discrimination, verbal harassment and family rejection.

Offense Category	No. of Cases	% of Cases
Hate speech (sole or combined)	51	52.0%
Discrimination (sole or combined)	57	58.2%
Other hate incident	20	20.4%
Hate crime	7	7.1%
Gender-based violence	1	1.0%

Note: Some cases carry multiple offense categories; percentages therefore do not sum to 100%.

Gender and Sexual Orientation

A significant limitation of the Moldovan data is that the majority of entries (approximately 74 out of 98) do not contain identified gender information, listing 'not identified' or leaving the field blank, reflecting the fact that the documented violations were directed at groups of people rather than individuals. Among the 24 cases with identified genders, cisgender women are the most represented (10 cases), followed by genderqueer individuals (5 cases), trans men (3 cases), and cisgender men (3 cases). The low rate of gender identification limits the analytical value of gender-based breakdowns for Moldova. Where sexual orientation is documented, lesbian women are targeted in 9 cases, gay men in 5 cases, queer-identified persons in 2 cases, and bisexual individuals in 2 cases.

Age Distribution

Age data is available for only approximately 25 of the 98 Moldovan cases. This gap is attributable primarily to the collective character of a substantial portion of the documented incidents, in which violations were directed at groups of individuals rather than identifiable persons, thereby precluding the systematic recording of individual demographic attributes. Among those with data, the 19–25 bracket is most common (7 cases), followed by 51–60 (6 cases) and 26–30 (4 cases). Two cases involve persons under 15. The relatively high number of cases in the 51–60 bracket is unusual compared to other countries and may reflect the nature of the documented violations, several of which involve public figures, professionals, or persons in employment contexts. However, given the limited age data available, firm conclusions should not be drawn.

Rights Violated

The prohibition of discrimination is the most frequently cited right, appearing in 20 cases. Freedom of assembly and association appears in 18 cases, which is the highest frequency of this right across all four regional countries and reflects documented interference with public gatherings and Pride events. Freedom of speech and expression is cited in 14 cases. The right to life is mentioned in 5 cases, likely in the context of direct threats or incitement. The right to respect for private and family life appears in 6 cases. These patterns are consistent with a documentation focus on public, political, and online violations rather than domestic ones.

Offender Profile

Unknown individuals are the most common offender category (20 cases, 20.4%), followed by state officials (14 cases, 14.3%) and known individuals (9 cases). Political actors, including political parties, political leaders, and leaders of political parties collectively constitute a substantial portion of perpetrators, appearing in approximately 18 cases in various configurations. This is the highest representation of political actors as offenders across the four regional countries and reflects Moldova's documented pattern of anti-LGBT+ political campaigning. Mass media and anti-gender groups also appear as offenders. State structures are cited in 6 cases.

Law Enforcement Response

The dataset does not consistently document law enforcement responses for Moldovan cases. Several cases appear to involve violations by state officials themselves, rendering law enforcement engagement an inadequate remedy. Where political actors are the offenders, the appropriate accountability mechanism would be through regulatory or prosecutorial bodies rather than police, and the data does not systematically capture this.

2.4 Ukraine

Overview and Offense Patterns

Ukraine contributes 54 cases. A notable characteristic of the Ukrainian data is that violations are frequently recorded with multiple, overlapping offense categories: the combination of discrimination, hate speech, hate crime, and gender-based violence within single incidents is far more common in Ukraine than in any other country in the dataset. This may reflect both the severity of individual incidents and differences in documentation methodology. Gender-based violence appears in 32 of the 54 cases, suggesting physical violence is prevalent within the documented Ukrainian caseload.

The most severe documented incident is a multi-episode pattern of physical and psychological violence against an imprisoned LGBT+ person. Other incidents recorded in the data include: an August 2025 raid

by police on the Kyiv "Dark Room" gay club in which detainees were subjected to ill-treatment; an attempted far-right break-in on a closed LGBTI+ Christianity discussion in April 2025; clashes with "traditional values" protesters outside the "Sunny Bunny" LGBTQ+ film festival at the Zhovten cinema in Kyiv; a physics teacher dismissed from a secondary school in August 2025 with LGBT-related reasoning cited; denials of dormitory residency at religious-affiliated universities (including Ukrainian Catholic University) on the basis of the applicant's social-media support for LGBT+ visibility; and a confrontation at the funeral of the fallen artist-soldier David Chichkan over an Pride flag.

Offense Category	No. of Cases	% of Cases
Discrimination	37	68.5%
Hate speech	37	68.5%
Gender-based violence	32	59.3%
Hate crime	31	57.4%
Other hate incident	3	5.6%

Note: Some cases carry multiple offense categories; percentages therefore do not sum to 100%.

Gender and Sexual Orientation

Cisgender men are the largest identified victim group (13 cases, 24%), followed by cisgender women (9 cases, 17%) and trans women (6 cases, 11%). One trans man and one genderqueer individual are documented. By sexual orientation, gay men are the most documented (13 cases, 24%), followed by lesbian women (7 cases, 13%). Seven cases record unknown sexual orientation or they preferred not to say. Bisexual and queer individuals account for smaller shares.

Age Distribution

Age data is available for approximately 32 of the 54 Ukrainian cases. The 19–25 bracket dominates (15 cases). The 16–18 bracket accounts for 5 cases, indicating that minors are meaningfully represented in the Ukrainian data. The 31–40 bracket contributes 6 cases. Four cases record age as unknown. Where age is documented, victims are predominantly young adults.

Rights Violated

The right to respect for private and family life appears most frequently in the Ukrainian data (4 cases as the sole right cited, and in many more combinations). The Ukraine data reveals a notably different pattern from Georgia. All four primary offense categories are heavily represented and extensively

overlapping: 9 of the 54 cases are tagged with all four simultaneously (discrimination, hate speech, gender-based violence, and hate crime), which reflects the compound, multi-dimensional nature of the violations documented in Ukraine. Other hate incident is the only category that appears infrequently, suggesting that where violations occur in Ukraine, they tend to be serious and multi-faceted rather than lower-level incidents.

Rights to fair trial and access to justice, freedom of speech and expression, freedom of assembly and association, freedom of thought, conscience, and religion, and the prohibition of discrimination all appear regularly. The right to property, the right to education, and the right to participate in cultural life also feature across multiple cases, the latter suggesting that cultural and public space access is a documented site of violation.

Offender Profile

Unknown groups of people constitute the single largest offender category in Ukraine (11 cases), followed by known groups (6 cases) and state structures (5 cases). Anti-gender groups appear explicitly in 7 cases across 3 distinct entries and combinations. State officials appear in 2 standalone entries and in several combination entries. Family members appear rarely in the Ukrainian data (2 cases), in contrast to Armenia. One entry documents threats by a military superior against a serving officer (the Vitalii Sediuk case), and one involves a private employer and work colleagues (Kyivstar call centre dismissal). One entry documents involvement of Russian state security agencies (Center E / FSB) in Crimea, reflecting the occupation context.

2.5 Comparative Analysis Across the Four Countries

Common Patterns and Shared Trends

Several patterns transcend national boundaries across the four regional countries. First, the reluctance of victims to engage law enforcement is documented consistently, and where police are approached, their responses are predominantly indifferent or inadequate. Second, domestic violence is a significant contributor to the caseload in Armenia and, to a lesser degree, in Georgia, while it is less prominent in Moldova and Ukraine, a divergence that may reflect documentation focus as much as real-world variation. Third, hate speech and public discrimination are the defining offense categories in Moldova, while physical and compound violations dominate in Ukraine. Fourth, trans persons face disproportionate representation in the Georgian cohort and meaningful representation in all other countries, a finding consistent with regional and global evidence on elevated vulnerability.

Dimension	Georgia	Armenia	Moldova	Ukraine
Primary offense type	Hate crime / hate incidents	Domestic violence	Hate speech / discrimination	Multiple combined violations
Dominant offender	Unknown groups / individuals	Family members	Unknown individuals / state officials / political actors	Unknown groups / state structures / anti-gender groups
Most affected identity group	Trans women	Gay men	Lesbian women	Gay men
Dominant rights violated	Prohibition of discrimination; physical integrity	Prohibition of torture; prohibition of discrimination	Prohibition of discrimination; freedom of assembly	Privacy; prohibition of discrimination; cultural life
State actor as offender	Not mentioned as direct offender	2 cases	More than 20 cases	9 cases
Cases involving minors	0 cases	8 cases	2 cases	5 cases

Analysis by Gender and Sexual Orientation

Across all four countries, men are documented victim group in 43 cases, followed by women in 41 cases. However, given the significant data gap, these aggregate figures should be interpreted with caution. Trans persons, including trans women and trans men across all entries, account for approximately 35 cases out of 231 (16%). This proportional burden is high relative to trans persons' estimated share of the general population, consistent with international evidence on elevated victimisation risk.

Gay men are the most represented sexual orientation group (47 cases across all four countries), followed by lesbian women (34 cases). These figures likely reflect both the reality of elevated exposure to violence and discrimination and the patterns of who accesses documentation and support services.

Analysis by Age

Where age data is available, and noting that this is incomplete across the dataset, the 19–25 age bracket is consistently the most represented across Armenia, Ukraine, and Georgia. Cases involving minors (under 18) are documented in all four countries except Georgia (Armenia: 8, Ukraine: 5, Moldova: 2). The youngest documented victims include cases involving persons under 15. This pattern suggests that young people, particularly those who are beginning to assert their identities or whose families have

become aware of their orientation, face acute and early exposure to domestic violence and harassment by the society.

Rights Violations Analysis

The prohibition of torture and ill-treatment dominates in Armenia, reflecting the physical and psychological severity of domestic violence in the country. The prohibition of discrimination is the most frequently cited right across the regional four-country set overall. Freedom of assembly and association is concentrated in Moldova, where organised political activity and public events are a key site of documented violations. Freedom of speech and expression appears across all four countries. The right to respect for private and family life is cited frequently in Ukraine, often in conjunction with multiple other rights. The right to physical integrity is specific to Georgia.

Offender Profile

Family members constitute the dominant offender group in Armenia. State officials and state structures are most prominent in Moldova (where political actors driving institutional discrimination are a primary perpetrator type) and in Ukraine. Anti-gender groups appear in Ukraine as a distinct, organised offender category. This pattern doesn't replicate to the same degree in the other three countries. Unknown individuals and unknown groups are significant across all four countries, indicating that a substantial proportion of documented violations involve perpetrators who are not identified by victims, likely because the incidents occurred in public spaces or online environments.

3. Russia: State as Perpetrator

This chapter analyses the 211 cases documented in Russia exclusively.

Overview and Offense Patterns

Russia has constructed the most comprehensive legal architecture for the repression of LGBT+ persons. Building on the 2013 'gay propaganda' law and extended to all ages in 2023, as well as the 2023 Supreme Court ruling designating the 'international LGBT movement' as an extremist organisation, the Russian state has effectively criminalised public LGBT+ identity and advocacy. Persons sharing information about LGBT+ relationships, organisations, or identities online can be prosecuted. Gender transition procedures have been banned. Trans individuals have been stripped of legal documentation reflecting their gender identity. ILGA-Europe, Human Rights Watch and Russian organisations have documented widespread arrests, fines, and prosecutions under these laws. The war in Ukraine has compounded repression: some LGBT+ individuals detained in connection with anti-war activities have reported compounded discrimination within detention facilities. The scale of legal and institutional persecution documented in this dataset reflects this legislative environment directly.

Russia presents the most severe LGBT+ rights environment in the region. The November 2023 Supreme Court ruling declaring the "international LGBT movement" an "extremist organisation" criminalised LGBT+ organising, symbols and expression, with penalties of up to 12 years' imprisonment for participation and up to 15 days' detention (4 years on repeat offence) for displaying banned symbols, including the Pride flag. This layers on top of the 2013 and 2022 expansions of the "LGBT propaganda" legislation, the 2020 constitutional amendment defining marriage as a union of a man and a woman, and the 2023 ban on legal and medical gender transition. Russian and international organisations have documented the first waves of administrative and criminal prosecutions, raids on clubs and bookstores, and fines for rainbow emojis or earrings. LGBT+ people in Russia are navigating this through underground community spaces, emigration to Armenia, Georgia, Kazakhstan or the EU, and careful digital hygiene; those who remain and refuse to hide face systematic exposure to state violence and criminal prosecution.

Russia accounts for 211 of the 442 total cases in the dataset and constitutes a qualitatively distinct category of human rights violations. Unlike the other four countries, the Russian cases are characterised by systematic state involvement as a direct perpetrator, with law enforcement agencies, courts, prosecutors, and regulatory bodies (most notably Roskomnadzor, the federal communications regulator) appearing repeatedly as offenders. Discrimination is the single most common offense category (136 cases, 64.5% of Russian cases), an unusually high concentration that reflects the systematic administrative and judicial application of the 'propaganda' and 'extremism' legislation against individuals, organisations, and online content.

Offense Category	No. of Cases	% of Cases
Discrimination	136	64.5%
Hate crime	30	14.2%
Other hate incident	16	7.6%
Discrimination + hate speech (combined)	12	5.7%
Hate speech	10	4.7%
Other combined categories	7	3.3%

Gender and Sexual Orientation

Cisgender men are the most documented victim group in Russia (47 cases, representing approximately 22% of Russian cases). Trans women account for 24 cases (11.4%), and cisgender women for 20 cases (9.5%). Trans men are documented in 6 cases, non-binary persons in 5 cases. In some cases of the Russian dataset the victim gender is unknown (7 cases) or recorded at the group level (several entries document multiple victims simultaneously, e.g., groups of individuals at gatherings or online communities).

Sexual orientation data in the Russian dataset is not identified in 39 cases and in 28 cases the victims are identified as homosexual. Bisexual is recorded in 5 cases. The predominance of ‘unknown’ orientation data is consistent with cases involving institutional or judicial proceedings where personal identity information is not systematically collected, or where victims chose not to disclose.

Age Distribution

Among documented ages, the modal age is 18 (8 cases), followed by 21 (7 cases) and 20 (6 cases), suggesting a concentration of documented violations among very young adults (18–25). Age 16 appears in 5 cases, and age 17 in 3 cases, indicating that minors are among the documented victims in Russia. Age 15 appears in 1 case. The oldest documented individual is age 60, and ages in the 38–50 range are also represented.

Rights Violated Analysis

The rights violation profile in Russia is strikingly different from all regional countries. The right to liberty and security is the most frequently cited right (25 cases), reflecting the large number of documented detentions, arrests, and prosecutions. Rights to fair trial and access to justice, combined with freedom of speech and expression, appear in 41 cases across two closely related formulations (21 and 20 cases respectively), together constituting the dominant rights cluster. This pairing reflects the documented

pattern of criminal and administrative prosecutions for online expression or public identification with LGBT+ identity. Freedom of speech and expression alone appears in 15 cases. The right to participate in cultural life appears in 14 cases, reflecting documented bans or interference with LGBT-related cultural production, film screenings, events, and online content. The right to respect for private and family life appears in 16 cases, often in the context of searches, forced outing, or interference with personal relationships. The prohibition of discrimination is cited in only 4 cases because the dominant mechanism of violation in Russia is state prosecution rather than institutional discrimination.

Offender Profile

The offender landscape in Russia is defined by institutional state actors. Law enforcement officers appear as sole or primary offenders in 16 cases, and in combination with other state actors in a further 10 cases. Courts appear as offenders in at least 25 distinct entries, documented through named district courts and magistrate judges who issued convictions under the anti-propaganda, extremism, or similar laws. Roskomnadzor (the Federal Service for Supervision of Communications) appears in 6 cases involving website and social media blockings. The Ministry of Justice of the Russian Federation appears in 3 cases. The FSB (Federal Security Service) appears in 5 cases, often in combination with university administrations or law enforcement, reflecting the use of counter-extremism powers against students and activists.

Named individuals who appear repeatedly as offenders include Timur Bulatov (also known as Isaev), who appears in 3 cases as an activist organising harassment campaigns, and Vitaly Milonov (a State Duma deputy), who appears in 4 cases. Anti-Tolerast Organization of Russia (ATOR) and VKontakte (the Russian social network) appear together in multiple cases involving the exposure and harassment of LGBT+ users. The ‘Sorok Sorokov’ (Forty Forties) movement and ‘Russkaya Obshchina’ (Russian Community) each appear in multiple cases as organised far-right perpetrators.

Victims’ relatives are cited as offenders in 13 cases, making them the second most common non-state offender category. Employers appear in 3 cases (including an explicit employer entry and a university administration). Unknown individuals are cited in 9 cases, lower proportionally than in regional countries, reflecting the greater tendency for Russian violations to be carried out by identifiable institutions.

Distinctive Patterns

Several features distinguish the Russian caseload qualitatively from those of the other four countries.

First, the systematic use of judicial and quasi-judicial mechanisms as tools of persecution is unmatched. The recurrence of named courts and named judges across multiple cases, such as the Uzlovsky District Court, the Tagansky District Court, the Leninsky District Courts of multiple cities, among others reflects a nationwide, institutionalised enforcement pattern rather than localised or ad hoc conduct.

Second, the application of the 'extremism' designation to the 'international LGBT movement' creates a situation in which identity expression, rather than any act, is treated as criminal, and where association with LGBT+ organisations, public advocacy, or even social media posts can trigger prosecution.

Third, the documented cases include the targeted blockage of websites, social media pages, and online resources, which constitutes an attack on the informational ecosystem available to LGBT+ persons.

Fourth, at least one case documents the denial of medical treatment or services on discriminatory grounds, and several document the forced outing of individuals in workplace or educational settings.

4. Conclusions and Key Findings

4.1 Systemic Patterns

The dataset of 442 cases reveals systematic and recurring patterns of human rights violations against LGBT+ persons across five distinct national contexts. While the character and primary mechanisms of violation differ substantially by country, several cross-cutting findings emerge.

The most fundamental systemic finding is the near-total failure of law enforcement to provide protection or redress. Across all five countries, victims either chose not to report to police by citing fear, distrust, or knowledge that the police would not act, or reported experiences of indifference, dismissal, or compounded mistreatment. In Russia, law enforcement is itself a primary perpetrator. This systemic failure of accountability mechanisms means that violations documented in this dataset represent, in all likelihood, a significant undercount of actual incidents.

A second systemic pattern is the vulnerability of young people. The 19–25 age bracket is the most heavily represented across all countries where age data is available. Minors are documented as victims in Armenia, Moldova, Ukraine, and Russia. The particular vulnerability of young people to domestic violence, forced psychiatric interventions as conversion practices, and early-life exposure to discrimination and abuse is a consistent thread across the regional countries.

Third, trans persons face disproportionate representation as victims relative to their share of the general population. This is most starkly illustrated in Georgia but is visible across all five countries. In Russia, trans women constitute 11% of the documented caseload, and the legislative prohibition on gender reassignment procedures creates a specific and severe form of institutional harm with no parallel in the regional countries.

4.2 Most Prevalent Violations

Country	Most Prevalent Violation
Armenia	Domestic violence; prohibition of torture and ill-treatment
Moldova	Hate speech and discrimination by state officials and political actors; freedom of assembly interference
Ukraine	Compound violations (discrimination; hate speech; hate crime; gender-based violence)
Georgia	Hate crime and hate incidents against trans women
Russia	State-administered discrimination via anti-propaganda / extremism laws; judicial persecution; content censorship

4.3 Offender Types and Accountability Gaps

Family members are the predominant offenders in Armenia and are significant in Russia. State actors (law enforcement, courts, regulatory bodies, and state officials) are the primary offenders in Russia and a significant category in Moldova and Ukraine. Anti-gender and far-right groups constitute a distinct and organised offender category in Ukraine and Russia. Unknown individuals and groups account for a substantial proportion of violations in all five countries, indicating that public and online spaces remain sites of significant, unmonitored harassment and violence.

The accountability gap is acute across the entire dataset. The Moldovan cases involving state officials and political actors demonstrate the difficulty of seeking redress when perpetrators are embedded in institutional structures. In Ukraine, the wartime context and the documented involvement of anti-gender groups reflect a dual accountability challenge: both non-state organised violence and state tolerance of it. In Russia, the state itself has effectively made accountability legally impossible within domestic jurisdiction.

5. Recommendations

The findings of this report point to several priority areas for human rights monitoring and advocacy. The concentration of violations against young people and trans persons argues for targeted protection and support programmes. The systemic failure of law enforcement across all five countries underlines the need for institutional accountability mechanisms and structural reform. And the Russian cases, which constitute the majority of the dataset, document a level of state-organised persecution that warrants urgent international attention and dedicated monitoring by UN bodies, the Council of Europe, and OSCE human rights mechanisms.

For State Actors

- Adopt hate crime legislation explicitly listing sexual orientation and gender identity as protected characteristics and/or adopt comprehensive mechanisms to document the cases
- Repeal Georgia's 2024 constitutional and legislative amendments banning same-sex partnerships and legal gender recognition
- Establish independent complaint mechanisms for victims who experience police indifference or hostility
- Decriminalise LGBT+ identity and expression in Russia and dismantle the legal framework built around the 2013 and 2023 "propaganda" and "extremism" laws
- Introduce civil partnership legislation in Ukraine, where majority public support is documented
- Mandate SOGI-specific training for all law enforcement personnel
- Establish sanctioning mechanisms for SOGI-based hate speech by public officials and political figures
- Hold Georgian law enforcement accountable for documented failures to protect individuals from street-level violence
- Pursue interstate complaint procedures and targeted sanctions against named judicial and institutional perpetrators in Russia, led by UN human rights bodies
- Equip and mandate child protection services in Armenia to recognise SOGI-based domestic violence as a form of child abuse
- Develop early intervention protocols for minors at risk of domestic violence

For Non-Governmental Organisations

- Create dedicated monitoring programmes for LGBT+ internally displaced persons and military personnel in Ukraine

- Invest in community-based safe housing and support programmes, while victims consistently avoid institutional channels
 - Develop trans-specific legal support services in Georgia addressing the practical consequences of the 2024 gender recognition ban
 - Expand psychosocial and legal aid provision with explicit focus on youth and trans individuals
 - Submit shadow reports to EU monitoring mechanisms, using documented case data to ground benchmarking assessments
 - Pursue strategic litigation before the European Court of Human Rights, where domestic remedies are unavailable
 - Map the organisational structures and funding of anti-gender groups to support prosecutorial and civil society responses
 - Support independent and diaspora Russian media with secure documentation tools and access to human rights case data
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For Media

- Adopt and enforce editorial policies prohibiting the misgendering of trans individuals and the use of dehumanising language in coverage of LGBT+ issues
- Prohibit the uncritical platforming of political figures who use SOGI-based hate speech as campaign material
- Frame coverage of anti-gender group activities within the broader pattern of organised violence rather than reporting incidents in isolation
- Treat the systemic failure of law enforcement accountability as a story of public interest
- Investigate and report on the organisational networks, funding sources, and political connections of anti-gender groups active in the region
- Engage Moldova's Broadcasting Coordinating Council to strengthen enforcement of existing hate speech provisions in broadcast regulation
- Incorporate SOGI-sensitive reporting standards into media development training programmes operating across the region

Disclaimer: This report is based exclusively on case data documented by the Eastern European Coalition for LGBT+ Equality. The findings reflect the documented cases in the dataset and do not represent a comprehensive survey of all human rights violations affecting LGBT+ persons in the five covered countries. Case counts and percentages are based on the 447-row dataset as provided and are subject to the data quality limitations noted in the text.

Unprotected: State Failure and Targeted Violence Against LGBT+ Communities in Eastern Europe
Research Report Based on Documented Cases, May 2026
Published by Eastern European Coalition for LGBT+ Equality



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