



HUMAN RIGHTS VIOLATIONS AGAINST LGBTQ+ COMMUNITIES IN THE UNITED STATES

**Submission to the United Nations Universal Periodic Review of the
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I. Introduction



1. During its 2020 Universal Periodic Review cycle, the United States of America (U.S.) received recommendations from Iceland, Belgium, France, and Malta regarding LGBTQ+ rights. Iceland called upon the U.S. to “strengthen activities and laws aimed at eliminating discrimination in society and other forms of intolerance against minorities and other groups, including based on ... sexual orientation and gender identity.”¹ Belgium recommended that the U.S. “[t]ake all possible steps at the state and federal levels to prohibit discrimination based on sexual orientation or gender identity in credit, education, employment, housing, jury service, public accommodation and taxpayer-funded programmes.”² Subsequently, France advised the U.S. to “[g]uarantee the protection of lesbian, gay, bisexual, transgender and intersex persons and put an end to the discrimination they suffer.”³ Malta further urged the U.S. to “[s]trengthen measures to prevent and combat violence, especially the rate of murder of transgender women of colour, as well as the violence experienced by the broader lesbian, gay, bisexual and transgender community.”⁴
2. The U.S. accepted these recommendations, citing Executive Order 13988, “Preventing and Combating Discrimination on the Basis of Gender Identity or Sexual Orientation,” which directed federal agencies to develop a plan to fully implement laws that prohibit sex discrimination, including sexual orientation and gender identity discrimination.⁵ In January 2025, however, the Trump Administration issued Executive Order 14168, titled “Defending Women From Gender Ideology Extremism and Restoring Biological Truth to the Federal Government,” stating that the federal government recognizes only two sexes, male and female, and that gender identity does not provide a meaningful basis for identification.⁶ The order rescinded the previous administration’s Executive Order 13988 and instructed agencies to engage in gender identity discrimination by excluding transgender people from spaces and services inconsistent with their sex assigned at birth.⁷
3. In recent years, at the state and now the federal level, discrimination against LGBTQ+ people has worsened significantly. In 2024, the American Civil Liberties Union tracked 533 bills that it described as anti-LGBTQ+ in the United States.⁸ Although not all of these bills became law, they demonstrate the widespread danger that LGBTQ+ people face.
4. Recent state laws particularly target the rights of transgender people. Alarming, many states maintain harsh restrictions on health care for transgender children despite this being a group disproportionately at risk for harm. (The term “children” is used in the Convention on the Rights of the Child to describe those below the age of eighteen; in this submission “youth” is at times used to refer more generally to children and young adults.) As of March 2025, twenty-seven states ban some form of gender-affirming health care for transgender children, and six of these states make it a felony crime to provide them with certain forms of medical care that are widely regarded as best practice.⁹ Fourteen states explicitly exclude gender-affirming care from their state employee health benefits, and two states passed legislation that explicitly permits private insurers to refuse coverage for gender-affirming care.¹⁰ Restrictive laws extend to educational settings as well. Half of U.S. states ban transgender students from participating in sports that align with their gender identity.¹¹ In eighteen states, transgender individuals are banned from using bathrooms and other facilities consistent with their gender identity in schools and

some public spaces.¹² Seven states require school staff to out transgender students to their families if they learn a student is transgender or a student's parent asks for that information.¹³ Nine states explicitly censor discussions of LGBTQ+ issues throughout all school curricula, and eight states require advance parental notice of any LGBTQ+ related curricula and allow parents to opt their children out of receiving such classroom instruction.¹⁴

5. As stated by the United Nations (UN) High Commissioner for Human Rights, the “[a]pplication of international human rights law is guided by the fundamental principles of universality, equality, and non-discrimination. All human beings, irrespective of their sexual orientation and gender identity, are entitled to enjoy the protection of international human rights law.”¹⁵ This submission relies on the following in its analysis:
 - UN human rights treaties the U.S. has ratified: the International Covenant on Civil and Political Rights (ICCPR),¹⁶ Convention Against Torture (CAT),¹⁷ and International Convention on the Elimination of All Forms of Racial Discrimination (ICERD);¹⁸
 - The Universal Declaration of Human Rights (UDHR),¹⁹ the foundational document for the UN human rights system, which the U.S. played a pivotal role in drafting;
 - Three treaties the U.S. has signed although not yet ratified: the International Covenant on Economic, Social, and Cultural Rights (ICESCR),²⁰ Convention on the Rights of the Child (CRC),²¹ and Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)²²—as a signatory, the U.S. has “an obligation to refrain, in good faith from acts that would defeat the object and the purpose of the treaty.”²³
6. Laws promoting discrimination against LGBTQ+ people undermine the fundamental human right to equality.²⁴
7. Additionally, LGBTQ+ people in the U.S. face intersectional discrimination based on factors such as gender, race, and socioeconomic status. While LGBTQ+ individuals experience higher rates of homelessness than non-LGBTQ+ individuals, for example, this disparity is particularly pronounced among transgender individuals and LGBTQ+ people of color.²⁵ One study found that while only three percent of cisgender and genderqueer sexual minority adults had a recent experience with homelessness, that statistic rose to eight percent for transgender adults across all sexual orientations.²⁶ Racial and ethnic differences were also significant, with six percent of Black sexual minority people experiencing recent homelessness as compared to two percent among their white counterparts.²⁷ While more than one in five LGBTQ+ adults are living in poverty,²⁸ these rates increase for transgender people of color. Forty-eight percent of Latinx transgender adults and thirty-nine percent of Black transgender adults are living in poverty.²⁹ Transgender individuals are particularly at risk of violence. Since 2013, 372 transgender and gender-expansive individuals have been victims of fatal violence in the U.S.,³⁰ and sixty-one percent of these victims were Black transgender women.³¹
8. Further, discrimination against LGBTQ+ individuals exists to an alarming degree against children, with lawmakers failing to protect and sometimes actively targeting these vulnerable members of the LGBTQ+ community. Despite the obligation of states to respect the rights of all children and protect them from discrimination,³² lawmakers have

isolated transgender children by limiting their health care, freedom of expression, access to information, and access to facilities. These policies are particularly dangerous because LGBTQ+ children are already disproportionately faced with hardships that yield negative effects later in life.³³ Regarding homelessness, for example, LGBTQ+ youth are 120% more likely to experience homelessness compared to non-LGBTQ+ youth, in part because of family rejection.³⁴ Even though only ten percent of the general youth population identifies as LGBTQ+, they make up forty percent of the total homeless youth population.³⁵ Studies show that LGBTQ+ individuals tend to face a higher risk of developing mental health conditions compared to heterosexual individuals because of an increased exposure to hardships such as child abuse, housing adversity, and intimate partner violence.³⁶ These mental health conditions are exacerbated by the lack of gender-affirming care in many states.³⁷

9. This climate of animosity, fueled in part by discriminatory laws, erodes LGBTQ+ people's ability to enjoy their rights, impacting every aspect of daily existence, including education,³⁸ health, and housing.³⁹ It also threatens the fundamental right to live with dignity that underpins all human rights.⁴⁰ As the Human Rights Committee has explained, "the right to life is a right that should not be interpreted narrowly. It concerns the entitlement of individuals . . . to enjoy a life with dignity."⁴¹ Thus, states must "take appropriate measures to address the general conditions in society that may give rise to direct threats to life or prevent individuals from enjoying their right to life with dignity."⁴²

II. Analysis

A. Education

"Book banning is part of a larger scheme to erase LGBTQ+ people from schools."

- Simone Chriss, *Director of Transgender Rights Initiative, Southern Legal Counsel*⁴³

"You don't need to punish that many teachers to make them afraid."

- Trey Walk, *Human Rights Watch Researcher*⁴⁴

10. Since 2021, states and school districts across the U.S. have enacted bans on educational materials and books addressing gender, sexuality, and race, both in school curricula and in public libraries,⁴⁵ as well as prevented classroom discussion on sexual orientation and gender identity.⁴⁶ These discriminatory bans and censorship violate the right to freedom of expression, including the "freedom to seek, receive and impart information and ideas of all kinds,"⁴⁷ and the right to education,⁴⁸ erasing the visibility of LGBTQ+ communities. As the Special Rapporteur on the Right to Freedom of Opinion and Expression has noted, "banning of books is an undemocratic practice in any part of the world."⁴⁹ The Yogyakarta Principles, which provide expert guidance on the application of international human rights law to sexual orientation and gender identity, further explain that the right to freedom of expression "includes the expression of identity or personhood through . . . choice of name, or any other means, as well as the freedom to seek, receive and impart information and ideas of all kinds, including with regard to human rights, sexual orientation and gender identity."⁵⁰

11. PEN America reports that a higher percentage of books faced complete bans in the 2023-2024 school year compared to previous years, with 39% of banned books focusing on LGBTQ+ topics.⁵¹ This censorship actively erases vital resources and representations. Books on topics like transgender identities are no longer available in many libraries.⁵² Books with these topics are crucial guides for families and act as a resource for LGBTQ+ individuals.⁵³ Additionally, government websites have been scrubbing the “TQ” from LGBTQ+, signaling a larger effort to erase transgender and queer identities from public discourse.⁵⁴ This broader coordinated effort functions to push LGBTQ+ identities and issues out of schools and public spaces.⁵⁵
12. Executive Order 14190, “Ending Radical Indoctrination in Schools,” issued by President Trump in January 2025, directs federal agencies to eliminate funding for schools that incorporate what it calls “gender ideology” and “discriminatory equity ideology,” effectively censoring LGBTQ+ inclusive curricula.⁵⁶ Additionally, it encourages the prosecution of teachers and school officials who support students in their gender transition, labeling some such actions “illegal.”⁵⁷
13. Under the Biden Administration, Title IX was interpreted to prohibit discrimination based on gender identity; under new Executive Order 14168, titled “Defending Women from Gender Ideology Extremism and Restoring Biological Truth to the Federal Government,” however, the current administration has reversed this stance.⁵⁸ This executive order also pledges to defund universities that provide key protections for transgender students.⁵⁹
14. At the state level, a flurry of “Don’t Say LGBTQ+” laws and restrictions in school districts and schools have been sweeping the country that effectively prevent classroom discussions on sexual orientation and gender identity and even the use of transgender students’ names and pronouns. Many of these laws violate the right to freedom of expression⁶⁰ and are inconsistent with the right to education.⁶¹ As of 2025, thirteen states have laws restricting LGBTQ+ topics in schools, with eight states requiring parental notification for LGBTQ+ inclusive instruction, either allowing parents to opt out or requiring them to opt in. Between 2022 and 2025, nine states passed “Don’t Say LGBTQ+” laws.⁶² Additionally, fifteen states have censored discussions on sex-based structural inequality in schools.⁶³
15. Moreover, these laws are often coupled with legislation to restrict classroom discussions of race and racism, and a number of states have distorted the teaching of Black history.⁶⁴ At the federal level, the current administration has suggested that teaching about concepts of systemic and structural racism, white privilege, and unconscious bias is illegal and has threatened federal funding for schools that engage in discussions of race or racism that the agency determines “create a hostile environment based on race” for students who participate.⁶⁵ ICERD obligates states to “adopt immediate and effective measures, particularly in the fields of teaching, education, culture and information, with a view to combating prejudices which lead to racial discrimination.”⁶⁶ Education about historical injustices and education about racism play a critical role in preventing future prejudice and discrimination. While proponents frame these restrictions on teaching and expression in the classroom as an exercise of “parental rights,” in practice these are discriminatory and censor instruction for all students, even those whose parents might support a more inclusive education, and function to deprive others of their freedom of expression.⁶⁷

16. State and federal restrictions on inclusive education have also limited LGBTQ+ youth's access to adequate sexuality education.⁶⁸ Comprehensive sexuality education is a necessary factor in building awareness of healthy relationships, sexuality, bodily autonomy, and healthcare resources.⁶⁹ Schools with LGBTQ+-inclusive sexuality education curricula see improvements in mental and sexual health for LGBTQ+ students and in school climate for all students.⁷⁰ However, despite public and professional support for comprehensive sexuality education, a 2021 GLSEN national study found only 7.4% of youth received LGBTQ+-inclusive sexuality education.⁷¹ As of 2025, only seven states explicitly require an inclusive curriculum, while thirteen other states' curricular standards restrict LGBTQ+ specific topics.⁷² The Trump Administration's recent executive orders censoring gender-inclusive curricula⁷³ actively disincentivize inclusive, comprehensive sexuality education and make it more likely that schools will implement harmful, non-inclusive, abstinence-only curricula.
17. This rollback exacerbates existing disparities by limiting access to medically accurate and inclusive sexuality education, leaving many students without essential knowledge. The lack of inclusive, comprehensive sexuality education curricula exacerbates the negative sexual health outcomes experienced by LGBTQ+ youth, as compared with their non-LGBTQ+ peers.⁷⁴ Additionally, exclusive sexuality education promotes a heteronormative environment, fostering homophobic bullying and marginalizing LGBTQ+ youth.⁷⁵ Research links homophobic school environments and inadequate sexual health resources to the disproportionately negative mental health outcomes, such as depression and suicidality, faced by LGBTQ+ youth.⁷⁶ These issues are even more prevalent among LGBTQ+ youth of color.⁷⁷

B. Health

“I can say that if I hadn't sought gender-affirming care, I wouldn't be here now.”

- Nico Watson, *Former Miami Teacher*⁷⁸

“[Gender-affirming care bans] will leave us incapable of treating a large number of patients. It never occurred to me when I became a doctor that I would ever, in this country, be forced to withhold care of a treatable condition.”

- Dr. Sara Danker, *Assistant Professor of Surgery, University of Miami Miller School of Medicine*⁷⁹

18. U.S. policy at both the federal and state levels has impeded access to critical health care for LGBTQ+ individuals in general and transgender individuals in particular. Denial of gender-affirming care forces incongruence with one's gender identity for individuals with gender dysphoria⁸⁰ and implicates the overarching rights to physical and mental integrity,⁸¹ consisting of the rights to privacy,⁸² security of person,⁸³ and freedom from cruel, inhuman, and degrading treatment,⁸⁴ as well as the rights to health⁸⁵ and life.⁸⁶ Yogyakarta Principle 6, which examines the right to privacy, specifically calls on states to “[r]epeal any law. . . that denies to individuals the opportunity to change their bodies as a means of expressing their gender identity.”⁸⁷

19. Gender affirming care is considered the gold standard in medical care by numerous healthcare providers and practitioners. The American Medical Association,⁸⁸ American Academy of Pediatrics,⁸⁹ American Psychological Association,⁹⁰ American Academy of Child and Adolescent Psychiatry,⁹¹ and World Professional Association for Transgender Health (WPATH)⁹² have all published guidelines and policy statements on the provision of appropriate gender-affirming care, including care that is essential in treating gender dysphoria.⁹³ According to one author, “more than a dozen studies of more than 30,000 transgender and gender-diverse young people consistently show that access to gender-affirming care is associated with better mental health outcomes.”⁹⁴ In fact, impeding access to medically necessary treatment to alleviate gender dysphoria is linked to higher rates of depression, anxiety, and suicidality,⁹⁵ jeopardizing the right to life.⁹⁶
20. As noted above, within hours of his inauguration, President Trump signed an executive order titled “Defending Women from Gender Ideology Extremism and Restoring Biological Truth to the Federal Government.”⁹⁷ This order recognizes only two sexes—male and female—based on “biological characteristics” and directs agencies to immediately withdraw federal funding from any entity promoting “gender ideology,” or “the false claim that males can identify as and thus become women and vice versa.”⁹⁸ Additionally, the order directs federal employees to interpret the terms “sex,” “male,” “female,” “women,” “boys,” and “girls” in line with the order’s definitions, and to apply this to all “statutes, regulations, or guidance in all other official agency business, documents, and communications.”⁹⁹ This means that federal documents like passports, social security records, and other government-issued identification now have to change to reflect an individual’s sex assigned at birth.¹⁰⁰ Moreover, under the direction of President Trump, Secretary of Defense Pete Hegseth indefinitely paused all gender-affirming care for transgender active-duty service members,¹⁰¹ and the Veterans Administration ended such care for veterans.¹⁰²
21. Executive Order 14187, “Protecting Children from Chemical and Surgical Mutilation,” signed on January 28, 2025, severely restricts access for transgender youth to best practice gender-affirming care.¹⁰³ The order calls for heads of federal agencies to “immediately take appropriate steps to ensure that institutions receiving Federal research or education grants” end support for gender-affirming care for youth.¹⁰⁴ The language of the executive order defines “child” to mean an individual 19 years old or younger, encompassing some youth who are over 18 years old.¹⁰⁵ The order prohibits the following:
- “[T]he use of puberty blockers, including GnRH agonists and other interventions, to delay the onset or progression of normally timed puberty in an individual who does not identify as his or her sex; the use of sex hormones, such as . . . estrogen, progesterone, or testosterone . . . and surgical procedures that attempt to transform an individual’s physical appearance to align with an identify that differs from his or her sex . . .”¹⁰⁶
22. In response to the executive orders, many U.S. hospitals paused gender-affirming care for patients under 19, although the Los Angeles Children’s Hospital and some other facilities

subsequently restored that care.¹⁰⁷ The administration has praised “health systems in Colorado, Virginia, and other states [that] had paused such services or canceled appointments.”¹⁰⁸ The ensuing denial of care and legal confusion around the litany of executive orders signed by President Trump have left LGBTQ+ youth “depriv[ed] . . . of necessary medical care solely on the basis of their sex and transgender status.”¹⁰⁹ The administration’s executive orders have also had a broader chilling effect on critical health information.¹¹⁰ In response to funding threats, universities and hospitals are defunding or revoking research grants in a proactive manner.¹¹¹ The Food and Drug Administration’s website has deleted previous summaries of “listening sessions with transgender adults and teens aimed at understanding barriers to obtaining healthcare and unmet medical needs.”¹¹²

23. At the state level, twenty-five states ban both gender-affirming medication and surgical care for transgender children, and two states ban gender-affirming surgical care for children. Six of these states make it a felony to provide gender-affirming care to transgender children.¹¹³
24. In addition to specifically targeting gender-affirming care for transgender individuals, U.S. healthcare law, policy, and practice impose upon LGBTQ+ people broad systematic barriers to accessing general health care. In one study, 8% of LGBQ individuals reported that a health care provider has refused to see them due to the individual’s actual or perceived sexual orientation.¹¹⁴ Additionally, in that same study, 29% of transgender individuals reported that a health care provider has refused to see them due to their actual or perceived gender identity.¹¹⁵ Even when not barred from care altogether, many LGBTQ+ individuals experience discrimination and mistreatment when seeking health care. One recent study found that LGBT adults were twice as likely as non-LGBT adults to report having had a negative experience while receiving health care in the past three years, including having a provider ignore a question or request or blame them for a health problem.¹¹⁶ Moreover, many healthcare professionals lack adequate training in LGBTQ+ health issues and may be unaware of the unique health risks LGBTQ+ individuals face or hold unconscious biases that affect their treatment decisions.¹¹⁷
25. Discrimination that impedes access to health care leads to negative health outcomes for members of the LGBTQ+ community. LGBT adults are more likely than non-LGBT adults to report adverse health consequences due to discrimination or mistreatment by a health care provider.¹¹⁸ Lack of adequate health care and discrimination contribute to higher rates among LGBTQ+ individuals of mental health disorders such as depression and anxiety, delayed diagnoses, substance abuse, and premature mortality due to suicide, homicide, cardiovascular disease, cancer, and HIV/AIDS-related causes.¹¹⁹ According to a 2022 survey, 26% of LGBTQ+ individuals avoid medical offices, mental health providers, or hospitals to avoid discrimination.¹²⁰ Moreover, a shortage of healthcare providers, especially in rural areas, means that many LGBTQ+ individuals cannot find alternative care providers after experiencing discrimination.¹²¹ LGBTQ+ patients are also less likely to disclose their identity to providers due to mistrust and fear of discrimination, resulting in a decreased standard of care and lack of education on relevant health issues affecting sexual minority populations.¹²²

26. Discrimination in the provision of health care is legally allowed in some states with religious exemption laws. Ten states in the U.S. have targeted religious exemption laws that allow healthcare providers to discriminate against LGBTQ+ patients based on the provider's own religious views.¹²³ Twenty-eight states have broad religious exemption laws that permit individuals or organizations to seek exemptions from state laws that burden religious belief.¹²⁴ Some of these broad exemption laws afford providers an avenue through which they may seek and receive license to discriminate against LGBTQ+ patients.¹²⁵ Moreover, the actions of President Trump in his second term have exacerbated the lack of access to health care for LGBTQ+ individuals. In addition to its executive orders targeting transgender individuals, the Trump Administration has rolled back previous expansions to the Affordable Care Act¹²⁶ and prohibited programs that receive federal funds from recognizing gender identity other than sex assigned at birth. Following the recent executive orders, federal agencies including the Centers for Disease Control and Prevention (CDC) removed webpages containing crucial information about LGBTQ+ health.¹²⁷ In particular, the CDC removed access to the Youth Risk Behavior Survey, which previously provided data from studies on LGBTQ+ youth health trends.¹²⁸ Health experts have warned that the data, which is now inaccessible, was crucial to providing healthcare services to LGBTQ+ individuals.¹²⁹

C. Housing

“Many states are now environments that are hostile for members of LGBTQ+ communities to live in.”

- Yasemin Smallens, *LGBT Rights Program Officer at Human Rights Watch*¹³⁰

27. LGBTQ+ individuals in the U.S. face disproportionate housing insecurity and homelessness due to factors including discrimination, exclusion based on gender identity, and economic barriers to the right to adequate housing.¹³¹
28. A disproportionately high number of unhoused youth identify as LGBTQ+ or gender non-conforming.¹³² Youth who identify as LGBTQ+ have been found to have a “120 percent higher risk of reporting homelessness compared to youth who identify as heterosexual and cisgender.”¹³³ According to the Human Rights Campaign, “LGBTQ youth comprise up to 40 percent of the total unaccompanied homeless youth population, despite [being] just [5] to 10 percent of the overall youth population.”¹³⁴ Homelessness in the LGBTQ+ community often begins during youth due to stigma and family rejection. 75% of LGBTQ+ youth surveyed by True Colors United identified parental abandonment and abuse at home, triggered by their LGBTQ+ status, as the reasons for their homelessness.¹³⁵
29. Many transgender Americans face a hostile environment and particular obstacles in securing housing due to federal orders and state laws specifically targeting transgender individuals and a “cultural and political narrative that portray[s] transgender people in a dehumanizing or stereotypical light.”¹³⁶ Utah recently passed legislation that bans transgender students from living in public college dorms consistent with their gender identity.¹³⁷ Additionally, structural inequalities like a lack of access to economic resources, diminished educational opportunity, and workplace discrimination often make it harder for transgender people to secure adequate housing, particularly in combination

with racial discrimination.¹³⁸ According to one study, 51% of Black transgender women and 59% of Native American transgender women have experienced homelessness.¹³⁹

30. On his first day in office, the Department of Housing and Urban Development (HUD) Secretary announced that HUD would stop enforcing the Equal Access Rule, which requires homeless service providers to ensure equal access for individuals based on their gender identity, making it more likely that transgender individuals will be refused services.¹⁴⁰ The agency later included a provision in grant agreements requiring grantees to certify they would not promote “gender ideology” in line with the Administration’s discriminatory Executive Order 14168.¹⁴¹ Because of the gendered nature of many homelessness services, many are not accessible to unhoused transgender people and transgender survivors. According to Human Rights Watch, “many religiously affiliated providers [will] not shelter or counsel people” if they are transgender.¹⁴² In one survey of more than 27,000 transgender respondents, 12% of transgender people said they had experienced homelessness because of anti-transgender bias in the past year alone.¹⁴³ Six percent of those who experienced homelessness and sought shelter said they were denied access to one or more shelters.¹⁴⁴ Another 26% did not seek shelter in the first place out of fear of being mistreated.¹⁴⁵ Of those who did find shelter, 70% reported a negative experience like harassment, assault, or being forced out of the shelter because they were transgender.¹⁴⁶ The 2022 U.S Transgender Survey found that 34% of respondents were experiencing poverty, the unemployment rate of respondents was 18%, and that 30% of respondents had experienced homelessness in their lifetime.¹⁴⁷

III. Recommendations

A. General

- The U.S. should immediately repeal the executive order, “Defending Women from Gender Ideology Extremism and Restoring Biological Truth to the Federal Government.”
- The U.S. should enact comprehensive legislation to expressly prohibit any discrimination based on sexual orientation and gender identity in areas such as education, health care, housing, and public accommodations.
- States should repeal discriminatory laws targeting individuals based on their sexual orientation or gender identity and should enact comprehensive protections prohibiting discrimination on those grounds.
- States should enact legislation expressly prohibiting discrimination based on sexual orientation or gender identity.
- U.S. governments at both the federal and state level should remove legal barriers to inclusive sexuality education, expand access to LGBTQ+ specific sexual health resources, and align federal and state policy with expert guidance on effective sexuality education programs.

B. Education

- The U.S. should immediately repeal the executive order, “Ending Radical Indoctrination in K-12 Schooling.”
- The U.S. should either clarify that Title IX’s prohibition against sex discrimination includes discrimination on the basis of gender identity and sexual orientation or enact

new legislation that codifies such protections.

- The U.S. Department of Education should continue its work investigating complaints of discrimination and rights violations based on sexual orientation and gender identity. The U.S. should robustly fund and promote this mechanism.
- The U.S. should provide resources to incentivize increased access to books and curricula with LGBTQ+ themes and history.
- States should lift bans on books and classroom instruction with LGBTQ+ themes and prohibit such bans by school districts.
- States should adopt rights-respecting policies ensuring coverage of LGBTQ+ topics in school curricula.
- U.S. and state governments should require and ensure resources for inclusive, comprehensive school sexuality education programs.

C. Health

- The U.S. should immediately repeal the executive order, “Protecting Children from Chemical and Surgical Mutilation.”
- Through the Office of the Surgeon General or the Department of Health and Human Services, the U.S. should provide detailed guidance to states on rights-respecting, medical best practice for the provision of gender-affirming care.
- States should create safeguards that ensure transgender people, including youth, will have access to necessary gender-affirming care.¹⁴⁸ States should rely on the evidence-based, best practice standards for transgender health established by professional organizations such as WPATH in lifting barriers to medically prescribed gender-affirming care.¹⁴⁹
- States should amend broad and targeted religious exemption laws to prevent healthcare providers from using religious exemptions to discriminate against LGBTQ+ patients.
- The U.S. should strengthen federal protections for health care and insurance for LGBTQ+ individuals as well as strengthen the Affordable Care Act.

D. Housing

- The U.S. should increase funding for HUD to address discrimination in housing based on gender identity or sexual orientation.
- States should implement policies that ensure LGBTQ+ people do not face discrimination in access to shelters, rental housing, or homeownership.
- Federal, state, and local actors should ensure that LGBTQ+ people have adequate access to shelters, transitional housing, permanent supportive housing, and other options to alleviate homelessness.
- Federal and state actors should provide funding for emergency and transitional housing for LGBTQ+ youth and ensure social service providers are adequately trained and culturally competent.

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- ¹ *Report of the Working Group on the Universal Periodic Review for the United States*, Recommendation 26.140, U.N. Doc. A/HRC/46/15 (Dec. 15, 2020).
- ² *Id.* Recommendation 26.146.
- ³ *Id.* Recommendation 26.147.
- ⁴ *Id.* Recommendation 26.148.
- ⁵ *Report of the Working Group on the Universal Periodic Review for the United States*, ¶ 6, U.N. Doc. A/HRC/46/15/Add.1 (Mar. 4, 2021); Exec. Order No. 13988, 86 F.R. 7023 (2021).
- ⁶ Exec. Order No. 14168, *Defending Women from Gender Ideology Extremism and Restoring Biological Truth to the Federal Government*, 90 Fed. Reg. 8615, § 2 (Jan. 30, 2025).
- ⁷ *Id.*
- ⁸ American Civil Liberties Union, *Mapping Attacks on LGBTQ Rights in U.S. State Legislatures in 2024*, <https://www.aclu.org/legislative-attacks-on-lgbtq-rights-2024> (accessed Mar. 28, 2025).
- ⁹ Movement Advancement Project, *Bans on Best Practice Medical Care for Transgender Youth*, https://www.lgbtmap.org/equality-maps/healthcare/youth_medical_care_bans (accessed Mar. 28, 2025).
- ¹⁰ Movement Advancement Project, *Healthcare Laws and Policies*, https://www.lgbtmap.org/equality-maps/healthcare_laws_and_policies (accessed Mar. 28, 2025).
- ¹¹ Movement Advancement Project, *Bans on Transgender Youth Participation in Sports*, https://www.lgbtmap.org/equality-maps/youth/sports_participation_bans (accessed Mar. 28, 2025).
- ¹² Movement Advancement Project, *Bans on Transgender People Using Public Bathrooms and Facilities According to their Gender Identity*, https://www.lgbtmap.org/equality-maps/youth/school_bathroom_bans (accessed Mar. 28, 2025).
- ¹³ Movement Advancement Project, *Forced Outing of Transgender Youth in Schools*, https://www.lgbtmap.org/equality-maps/youth/forced_outing (accessed Mar. 28, 2025).
- ¹⁴ Movement Advancement Project, *LGBTQ Curricular Laws*, https://www.lgbtmap.org/equality-maps/curricular_laws (accessed Mar. 28, 2025).
- ¹⁵ Off. of the United Nations High Comm’r for Hum. Rts. (OHCHR), *Discrimination and Violence Against Individuals Based on their Sexual Orientation and Gender Identity*, ¶ 9, U.N. Doc. A/HRC/29/23 (2015); see also OHCHR, *Ending Violence and Discrimination Against Lesbian, Gay, Bisexual, Transgender and Intersex People* (Sept. 2015), <https://www.who.int/news/item/29-09-2015-ending-violence-and-discrimination-against-lesbian-gay-bisexual-transgender-and-intersex-people> (joint statement endorsed by 12 UN entities that brings attention to the link between human rights abuses against LGBTQIA+ people and discrimination, asking states to protect individuals from violence, repeal discriminatory laws, and protect individuals from discrimination).
- ¹⁶ International Covenant on Civil and Political Rights (“ICCPR”), *ratified* Jun. 8, 1992, 999 U.N.T.S. 171.
- ¹⁷ Convention Against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (“CAT”), *ratified* Oct. 21, 1994, 1465 UNTS 85.
- ¹⁸ International Convention on the Elimination of All Forms of Racial Discrimination (“ICERD”), *ratified* Oct. 21, 1994, 660 UNTS 195.
- ¹⁹ Universal Declaration of Human Rights (“UDHR”), G.A. Res. 217 (III) A, U.N. Doc. A/810 (Dec. 10, 1948).
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¹⁴⁵ *Id.*

¹⁴⁶ *Id.*

¹⁴⁷ Nat'l Ctr. for Transgender Equal., *2022 U.S. Transgender Survey Early Insights Report* (2022), https://transequality.org/sites/default/files/2024-02/2022%20USTS%20Early%20Insights%20Report_FINAL.pdf.

¹⁴⁸ Following a model adopted in California and other states, states may enact legislation to act as a safe haven for trans individuals and families by prohibiting law enforcement from cooperating in the arrest or extradition of someone facing criminal charges for receiving or providing gender-affirming care. Movement Advancement Project, *Transgender Healthcare "Shield" Laws*, https://www.lgbtmap.org/equality-maps/healthcare/trans_shield_laws (accessed Aug. 19, 2023).

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