Rialtas na hÉireann
Government of Ireland

National LGBTIQ+ Inclusion Strategy II 2024-2028

Annual Report 2025

Department of Children, Disability and Equality

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Minister's Foreword

I am pleased to present this first Annual Report under the National LGBTIQ+ Inclusion Strategy 2024–2028. This report marks an important milestone in our shared commitment to building a more equal, inclusive, and respectful society, one where every person, regardless of sexual orientation, gender identity, or sex characteristics, can live with dignity, safety, and full participation.

The publication of this inaugural report provides an opportunity not only to reflect on the progress achieved over the past year but also strengthens our determination to address the challenges that remain. Across government, civil society, and our communities, meaningful steps have been taken to embed inclusion into policy, practice, and everyday life.

Several key actions set out in the Strategy have been advanced since its launch. These include strengthening protections against discrimination, improving healthcare, supporting LGBTIQ+ young people and their families, and advancing the research agenda.

While progress is evident, we are cognisant of the work still ahead. The LGBTIQ+ community continue to face barriers, prejudice, and exclusion. Achieving lasting change requires sustained effort, accountability, and partnership.

I want to acknowledge and thank all those who have contributed to the delivery of this first year of the Strategy: community groups, advocates, public servants, and allies across the country. Your commitment and collaboration are driving the necessary change.

While there is more to do, the work undertaken so far demonstrates a shared determination to advance equality, tackle discrimination and support better outcomes for LGBTIQ+ people across Ireland in real terms, and to improve the day-to-day life of LGBTIQ+ people.

I look forward to continued collaboration across Government and with community partners as we implement the Strategy in the years ahead.

Minister Norma Foley T.D.
Minister for Children, Disability and Equality

Acronyms

CoE	Council of Europe
CPD	Continuous Professional Development
CSF	LGBTIQ+ Community Services Fund
DCDE	Department of Children, Disability and Equality
DFAT	Department of Foreign Affairs and Trade
DPER	Department of Public Expenditure, Infrastructure, Public Service Reform and Digitalisation
DSGBV	Domestic, Sexual and Gender Based Violence
EDI	Equality, Diversity and Inclusion
EEVF	European Fundamental Values Fund
EMIS	European MSM Internet Survey
EU	European Union
HIQA	Health Information and Quality Authority
HIV	Human Immunodeficiency Virus
HSE	Health Service Executive
INISH	Irish National Survey of Sexual Health
IPA	Institute for Public Administration
IPAS	International Protection Accommodation Service
LCSPs	Local Community Safety Partnerships
LGBTIQ+	Lesbian, Gay, Bisexual, Trans, Intersex, Queer, Plus
LGBTQIA+	Lesbian, Gay, Bisexual, Trans, Queer, Intersex, Asexual, Plus
LSP	Local Sports Partnerships
MHC	Mental Health Commission
MOU	Memoranda of Understanding
NGB	National Governing Bodies
NLIS	National LGBTIQ+ Inclusion Strategy
NOCS	National Office for Community Safety
NOSP	National Office for Suicide Prevention
NSIO	National Social Inclusion Office
PLEs	Professional Learning Events
PrEP	Pre-exposure prophylaxis
PWIN	Proud to Work for Ireland Network

SICAP	Social Inclusion and Community Activation Programme
SPHE	Social, Personal and Health Education
STI	Sexually Transmitted Infection
UN	United Nations
UNHCR	United Nations High Commissioner for Refugees

Introduction

This is the first annual report on the implementation of the National LGBTIQ+ Inclusion Strategy II 2024-2028 (NLIS II).

The National LGBTIQ+ Inclusion Strategy II (NLIS II) and its associated two-year Action Plan were launched on 12 June 2025. Together they provide a roadmap towards equality for LGBTIQ+ people in Ireland over the coming years. The new Strategy reflects the Government's commitment to fostering a safe, fair, and inclusive society for the LGBTIQ+ community; a society in which LGBTIQ+ people can live inclusive, healthy, and fulfilling lives.

NLIS II is grounded in the voices and experiences of those in the LGBTIQ+ community, underpinned by a robust consultation process, which engaged with and listened to a wide range of voices within the community. The Strategy adopts a whole-of-lifecycle approach, enabling a more targeted path to meeting the specific needs of the LGBTIQ+ community at their various life stages. The vision set out in the Strategy is to build "*a safe, fair, and inclusive Ireland where people are supported to live inclusive, healthy, and fulfilling lives, whatever their sexual orientation, gender identity or expression, or sex characteristics*".

The first two-year Action Plan contains 45 actions, with key deliverables/sub-actions across these actions, grouped under four key pillars.

The four pillars of the NLIS II Action Plan are:

1. Safety;
2. Health and Wellbeing;
3. Participation and Inclusion; and,
4. Equality and Non-Discrimination

The Department of Children, Disability, and Equality (DCDE) has responsibility for the central coordination of NLIS II and has oversight of the implementation of the Strategy and its associated Action Plan. Initiatives and areas related to other Departments and organisations are the responsibility of those bodies; implementation of their specific NLIS II commitments is subject to their specific budgets and work programmes. DCDE works closely with all stakeholders to support the delivery of actions under the Strategy.

The Department is committed to fulfilling its Public Sector Duty under section 42 of the Irish Human Rights and Equality Commission Act 2014 to consider the specific equality and human rights considerations affecting LGBTIQ+ people. Through managing oversight of the Strategy with quarterly Steering Committee meetings, the establishment of an annual LGBTIQ+ Forum, supporting discussions at the Steering Committee meetings, publishing minutes of these meetings and reporting and publishing progress regarding the delivery of the Strategy on a bi-annual basis and in Annual Reports, DCDE is ensuring transparency and accessibility regarding the Strategy. In this way DCDE is positively fulfilling its Duty and driving the elimination of discrimination, promotion of equality of opportunity and treatment, and thereby recognising and promoting the human rights of LGBTIQ+ people.

Report Methodology

Each Department or State Agency that has lead responsibility for actions under the NLIS II action Plan 2025-2026 are asked to report on progress on a biannual basis by DCDE. Progress updates are then published online by DCDE to ensure openness and transparency regarding implementation of the Strategy and to enable stakeholders to track progress and identify any delays or issues with delivery. To date DCDE has published 2 progress updates for the Strategy covering the periods: January to June 2025 and July to December 2025. The next update that will be made available in due course, will cover the period January to June 2026.

This Annual Report covers the reporting period from 1 January to 31 December 2025, and the information and data presented under each pillar is in the main based on the latest update report from Departments and their agencies and presents the position as at the end of December 2025.

Oversight Structures

The NLIS II Steering Committee ensures effective implementation of the Strategy. It has a more strategic role than its predecessor, with a greater focus on implementing actions and addressing blockages as they arise.

The NLIS II Steering Committee is chaired by the Minister for Children, Disability and Equality and comprises officials from relevant Government Departments and State Agencies, and representatives from Civil Society Organisations, particularly those representing LGBTIQ+ people. The Steering Committee met once in 2025 (November) and intends to meet three to four times per year going forward. Minutes of the NLIS II Steering Committee meetings are published on the gov.ie website[1].

[1] National LGBTIQ+ Inclusion Strategy II 2024-2028

There is transparent public reporting on implementation progress, which includes barriers identified and next steps for each action. Progress reports are published online bi-annually[2] and inform discussions held by the NLIS II Steering Committee. In addition to these updates, an annual report on progress under the Strategy (NLIS II Annual Report) is published.

The Strategy provides for the formation of sub-committees as and when required. Where formed, these will focus on specific programmes of work and be action oriented. Sub-committees were not formed in 2025; however, it is planned to re-establish the research sub-committee[3] within the Department of Children, Disability and Equality in 2026. The need for sub-committees for other specific programmes of work will be explored and considered in 2026.

National LGBTIQ+ Forum

Under the NLIS II Strategy provision is made for the establishment of an annual LGBTIQ+ forum. The purpose of the forum is to showcase best practice and provide an opportunity to raise concerns on implementation of the Strategy, providing an avenue to feedback directly to the Steering Committee. The first National LGBTIQ+ Forum will be held in 2026 and will provide an opportunity to identify priority actions ahead of the drafting of the second NLIS II Action Plan 2027-2028.

The forum will be open to attendance by up to 100 representatives of local and national LGBTIQ+ organisations, members of the NLIS II Steering Committee, and representatives of the different Departments and State Agencies with responsibility for delivery of the Strategy.

Programme for Government Commitments

Under the Programme for Government 2025, *Securing Ireland's Future*, several key commitments were made that will have a positive influence on the implementation of NLIS II. Many of these commitments are reflected in NLIS II actions which include, but are not limited to:

- Implement the National LGBTI+ Inclusion Strategy which focuses on safety, health and well-being, participation and inclusion, equality and non-discrimination – including online.
- Continue to improve investment in and access to a range of health services for LGBTQI+ people and provide for a more inclusive health and social care environment (*a range of actions under NLIS II, including Actions 14, 15, 17, 20, 21*)

[2] Ibid
[3] A research sub-committee was in place for the previous National LGBTI+ Inclusion Strategy 2019-2021.

- Ensure a gender healthcare service that is based on clinical evidence, respect, inclusiveness and compassion (*NLIS II Action 16*).
- Advance legislation to ban conversion practices (*NLIS II Action 39*).
- Implement legislation to disregard specific historical offences related to the criminalisation of homosexuality (*NLIS II Action 39*).
- Actively advocate for the rights of LGBTQI+ individuals both in Ireland and internationally (*NLIS II Action 44*).

Funding

Funding is provided across a range of Government Departments and State Agencies to support and address the specific needs of the LGBTIQ+ community and advance the objectives of NLIS II, in line with the individual responsibilities of each Department and Agency.

In 2025, DCDE provided €1.7 million in funding for projects under the 2025 LGBTIQ+ Community Services Fund. This represented an increase of 21%, or €300,000 over the 2024 provision of funding. The funding is used to promote inclusion, protect rights and to improve quality of life and wellbeing for members of the LGBTIQ+ community enabling them to participate fully in Ireland's social, economic, cultural, and political life.

The Department of Rural and Community Development and the Gaeltacht continued funding to LGBTIQ+ groups and community projects. 27 initiatives received a total of €407,300 in Dormant Accounts funding across 2024–2025. In addition, multi-year support through the Community Development Pilot Programme continued, enabling projects to expand supports for LGBTIQ+ people.

In 2025, Dormant Accounts Funding of €2 million was allocated by Sports Ireland for Equality Diversity and Inclusion initiatives in National Governing Bodies (NGB) and Local Sports Partnerships (LSP).

A range of other funding supports have been provided throughout NLIS II including funds to support implementation of the third national DSGBV strategy in a manner that addresses the specific vulnerabilities of LGBTIQ+ people; funds from the HSE National Office for Suicide Prevention (NOSP) for LGBTIQ+ organisations to provide a range of mental health supports; and grants for LGBTIQ+ Local Community Groups under the Social Inclusion and Community Activation Programme (SICAP).

Progress under the Pillars of the Strategy

Under NLIS II oversight arrangements, each Department and State Agency is responsible for its actions under the NLIS II Action Plan and is required to submit biannual implementation updates. The LGBTIQ+ Policy Team in the DCDE compiled the first two progress updates for January to June 2025 and July to December 2025. In 2025, progress was made by Departments and Agencies on initiatives and actions under all the four pillars of NLIS II.

Notable advancements have been made under the participation and inclusion pillar in particular. One of the aims of NLIS II is to ensure that better availability of data is captured on the needs of LGBTIQ+ people. Following the testing of Census pilot questions on sexual orientation and gender identity and Government approval of census questionnaire content, questions on sexual orientation and gender identity will be included on the Census 2027 census form. This is a key development in ensuring LGBTQ+ people are visible in national statistics, producing useful data to inform policy going forward.

Within the education realm, the updated Senior Cycle Senior Cycle Social, Personal and Health Education (SPHE) curriculum, which now includes LGBTIQ+ identities, has been introduced for students entering Leaving Certificate Applied. While the new Primary Wellbeing specification, which incorporates SPHE, will help children to develop an appreciation of their own identity and that of others; recognise and affirm diversity; explore the influence of gender stereotypes; and learn to identify and challenge discrimination.

Initiatives to enhance the visibility and celebration of LGBTIQ+ identities include the setting up of a cultural LGBTIQ+ Think-Tank across National Cultural Institutions to pool knowledge and resources in the area along with the provision of funding by DCDE for an international Marriage Referendum +10 Conference 'Defending Freedoms and Advancing Human Rights', which was held in Dublin Castle to mark the tenth anniversary of the historic Marriage Equality referendum result.

The right of LGBTIQ+ people to live their lives safely, free of harassment and violence is a key focus of the Strategy, with progress made across several relevant areas. Meaningful progress has been made on strengthening protections against harmful media content with Coimisiún na Meán's Online Safety Code coming into full effect in July 2025. The National Office for Community Safety (NOCS) has expanded community-safety work through the rollout of Local Community Safety Partnerships (LCSPs) while An Garda Síochána have continued investment in Diversity Officers and cultural awareness training.

The Department of Education and Youth's rollout of a programme of inspections examining how schools promote wellbeing and prevent bullying, is reinforcing whole-school efforts to ensure LGBTIQ+ students experience safer, more supportive learning environments.

Actions under the health and wellbeing pillar are progressing well, with many in progress without significant barriers to implementation. A campaign to address HIV Stigma was launched by the Health Service Executive (HSE) with a second wave launched later in the year, during Pride. Funding for a range of mental health services and initiatives has been provided while training for health professionals, including mental health professionals is extensive, covering a wide variety of topics to support understanding of the specific health needs of LGBTIQ+ people. Work is advancing to develop a model of care for sexual health services, an updated clinical model of care for gender healthcare services for adults and young people and a framework of care for people who have variations in sex characteristics. These efforts collectively advance a more inclusive and responsive healthcare system for LGBTIQ+ people.

Work continues across a range of legislative areas in the NLIS II Action Plan, however it's important to note that advancement in this area can be slow as such initiatives often involve complex legal, constitutional and policy considerations that require detailed analysis, consultation and drafting.

Pillar 1: Safety

The NLIS II Action Plan includes several prevention and protection measures to promote and respect the right of LGBTIQ+ people to live their lives safely, free of harassment and violence. This includes addressing misinformation in relation to LGBTIQ+ people; developing effective approaches within the criminal justice system to address the safety issues experienced by the LGBTIQ+ community; addressing and preventing LGBTIQ+ bullying in schools; enhancing awareness of the occurrence of Domestic, Sexual and Gender Based Violence (DSGBV) within the LGBTIQ+ community and improving safety for LGBTIQ+ people in public spaces.

Coimisiún na Meán's Online Safety Code came into full effect in July 2025 thereby strengthening protections against hate speech and harmful content. An Coimisiún has also made strong progress on sector-wide equality and diversity supports and the development of Gender Equality Diversity and Inclusion Standards (expected to be piloted in 2026). The 2026 Work Programme for Coimisiún na Meán includes the development and publication of "Guidance on Identifying and Reporting Illegal Online Hate" and work is ongoing in this regard, with a view to completion and publication towards the end of Quarter 4 2026.

Research commissioned by DCDE into the impact of misinformation and disinformation on the LGBTIQ+ community, is at an early stage, with the proposed methodology agreed and ethics approval sought. This work will continue in 2026.

Local Community Safety Partnerships (Safety Partnerships) established under the Policing, Security and Community Safety Act 2024 which commenced in 2025, represent a significant step towards a more collaborative, responsive, and locally driven model of community safety. Safety Partnerships bring together a wide range of community safety stakeholders including elected representatives, An Garda Síochána, representatives from statutory bodies, community & voluntary sector organisations and local residents to develop collaborative responses to community safety issues and a local community safety plan.

The National Office for Community Safety (National Office), also established under the Act, provides training, guidance and support to Safety Partnerships and has issued guidance. As of 31 December 2025, the 33 LCSPs with nominated members, 10 include LGBTIQ+ representation, and 42 percent of the planned 36 partnerships have been established so far.

An Garda Síochána continues to support the third-party referral mechanism for reporting hate crimes and hate related incidents, with 60 organisations receiving information packs and 15 signing Memorandums of Understanding (MOUs). However, no referrals have been received, reflecting low awareness among partners, who cite barriers such as limited capacity, lack of training and funding. Protocols established to support LGBTIQ+ victims of hate crimes include having Victim Services Offices in every Garda Division. Gardaí are continuing community-based promotion of hate-crime reporting, while plans for wider public awareness activity by the Department of Justice, Home Affairs and Migration will be determined in 2026. 12,000 personnel enrolled in An Garda Síochána's Diversity and Cultural Awareness training programme, with 6,905 having completed the course by the end of 2025. Work is ongoing on the development of An Garda Síochána's Equality, Diversity and Inclusion Strategy Statement and Action Plan, which will involve engagement with stakeholders, including national LGBTIQ+ organisations.

A new accommodation and placement policy for LGBTIQ+ prisoners is under development, with external stakeholder engagement completed. Follow-on training for staff working with LGBTIQ+ prisoners will commence once the new policy is finalised. Progress continues across International Protection Accommodation Service (IPAS) to enhance safety and supports for LGBTIQ+ International Protection Applicants.

In 2025, 31 Health Information and Quality Authority (HIQA) inspection reports were published, with follow-up compliance work underway to ensure accommodation centres meet National Standards, while refurbishment of new community-based accommodation for vulnerable groups, including LGBTIQ+ applicants, is advancing. A revised Vulnerability Assessment Programme is fully operational, ensuring LGBTIQ+ applicants' specific needs are identified and prioritised, and trauma-informed training for IPAS staff is progressing through a UNHCR-supported training-of-trainers' model. LGBTIQ+ cultural competency training for caseworkers is being finalised for rollout in 2026.

Stand Up Awareness Week 2025 took place from 3–7 November and focused on implementing *Bí Cineálta* and themes of belonging. The review of the 'Being LGBT in School' resource by Maynooth University is ongoing. Engagement continues with Maynooth University and members of the review group, with a view to agreeing on a finalised review and considering the appropriate next steps. These developments, combined with the rollout of a programme of inspections examining how schools promote wellbeing and prevent bullying, including bullying targeting LGBTIQ+ students, reinforce whole-school efforts to ensuring LGBTIQ+ students experience safer, more supportive learning environments.

Targeted funding has been provided to 12 services to strengthen specialised supports for LGBTIQ+ victims of domestic, sexual and gender-based violence, alongside the continued rollout of Cuan's national campaigns, *Hardest Stories* and *Let's Have the Consent Conversation*, both of which feature LGBTIQ+ representation, across radio, TV and digital platforms.

The Department of Culture, Communications and Sport is progressing plans to establish a dedicated Safety Working Group within the restructured Night-Time Economy Implementation Group, aimed at addressing LGBTIQ+-phobic behaviour in night-time settings. All major transport operators (Bus Eireann, Irish Rail, Dublin Bus, Go-ahead Ireland and Luas) have been onboarded to the National Transport Authority's centralised complaints system, which recorded more than 536,000 cases in 2025. The National Transport Authority will document the number of complaints or interactions recorded in relation to discrimination and/or safety on public transport. The Department of Foreign Affairs and Trade continues to maintain up-to-date travel advice for LGBTIQ+ citizens, including a dedicated guidance page for travel to jurisdictions where risks may arise. An equality and human-rights review of the Local Authority Homeless Assessment process is also underway to ensure it adequately meets the needs of LGBTIQ+ individuals.

Pillar 2: Health and Wellbeing

Progress under the health and wellbeing pillar shows increased investment in strengthening mental-health supports for LGBTIQ+ people. A guidance document for staff working in mental health services on the care and treatment of LGBTQIA+ people developed by the Mental Health Commission (MHC) was launched during the reporting period. It has been widely disseminated and promoted within the Health Service Executive (HSE). The HSE National Office for Suicide Prevention (NOSP) has funded a range of LGBTIQ+ organisations to deliver nationwide mental-health initiatives, peer-support programmes, community wellbeing events and youth-focused activities. The HSE National Social Inclusion Office (NSIO) has led on the development and promotion of training for health professionals, including mental health professionals, on topics such as transgender awareness, pronoun awareness training and LGBT+ awareness, which is expanding with updated courses scheduled for 2026 and additional webinars planned to address identified gaps. These developments collectively strengthen the responsiveness of mental-health services to LGBTIQ+ needs.

Significant advances were made in improving sexual-health services and data collection. Draft chapters for the new Model of Care for sexual-health services have been completed, and national and international surveys, including the Irish National Survey of Sexual Health (INISH) and European MSM Internet Survey (EMIS) have incorporated sexual orientation and gender identity questions to enhance data on LGBTIQ+ health outcomes. A national HIV stigma campaign featuring LGBTIQ+ people was launched by the HSE, with a second wave launched during Pride. Targets for home Sexually Transmitted Infection (STI) testing and Pre-exposure prophylaxis (PrEP) access are being met, with over 130,000 STI test kits dispatched in 2025 and strong PrEP uptake recorded, including 2,196 new users.

Progress has been made towards improving the provision of transgender healthcare for adults and young people. Work is well underway on developing an updated clinical Model of Care for gender healthcare, with a timeline of late 2026 for completion. A National Clinical Programme for Gender Healthcare working group has been established to draft the updated model of care. The working group includes Adolescent Medicine, Nursing, Occupational Therapy, Pharmacy, Psychology, Radiology, Social Work, Surgery (Plastics and Urology) and 6 Advocacy members covering 5 organisations. The Model of Care is expected to be delivered in an integrated care structure, in line with SláinteCare principles, with close liaison between Primary Care, Community Services, and Specialist Services.

Recommendations from the Being LGBTIQ+ in Ireland Intersex sub-report have been agreed, and implementation planning with the intersex community is planned for 2026. The development of a framework of care for people who have variations in sex characteristics is also underway.

The HSE has continued expanding inclusive training for health professionals, including induction materials, staff awareness initiatives and Continuous Professional Development (CPD) accreditation work, while the LGBT Champions training programme, which is designed to make healthcare settings more welcoming for older members of the LGBTIQ+ community reached 220 participants, including public-health nursing students.

DCDE is continuing to work with Tusla on a national mapping of Tusla funded parenting support services, with a view to creating a geo spatial map which can be used by parents, practitioners, DCDE, Tusla and the HSE to better signpost services to all parents. While the Department of Health has established a research advisory group to progress research on drug use amongst young LGBTIQ+ people to assess rates of use and association with health outcomes. This work will continue into 2026.

Pillar 3: Participation and Inclusion

Progress under the participation and inclusion pillar reflects strong efforts to ensure LGBTIQ+ voices are heard as part of relevant strategy and policy development and are embedded across national youth engagement structures. LGBTIQ+ young people are now represented within Young Ireland's governance structures and work is ongoing to ensure their inclusion in wider Government consultations.

The *Opportunities for Youth: National Strategy for Youth Work and Related Services 2024 – 2028* is being implemented, with preparations underway to establish the National Youth Sector Reference Group, ensuring that LGBTIQ+ issues remain integral to national youth-work policy. Comhairle na nÓg continues to engage with LGBTIQ+ organisations to encourage membership and engagement of LGBTIQ+ members and the National Youth Assembly of Ireland actively engages with LGBTIQ+ organisations in its call outs for membership of sitting and guest delegates. Consultations with the LGBTIQ+ community informed the development of Ireland's fourth National Action Plan on Women, Peace and Security (2025–2030) and supported the implementation of key actions in the Youth Homelessness Strategy. The Department of Public Expenditure, Infrastructure, Public Service Reform and Digitalisation (DPER) continue to consult and work with the Proud to Work for Ireland Network (PWIN) to help shape policy and supports for the civil service to help promote and embed LGBTIQ+ inclusion.

Significant progress has been made by the Department of Education and Youth to embed LGBTIQ+ inclusion across the education curriculum. The updated Senior Cycle SPHE programme, which is now inclusive of LGBTIQ+ identities, has been introduced for students entering Leaving Certificate Applied, while the new Primary Wellbeing specification, including SPHE, has been finalised and published, covering diversity, gender stereotypes, and the identification and challenging of bullying. In 2025, Oide[4] offered Professional Learning Events (PLEs) on Introducing the Junior Cycle SPHE Curriculum and on Introducing the Senior Cycle SPHE Curriculum; these have been designed to develop and progress teachers' understanding and comfort in addressing LGBTIQ+ topics, aiming to build teachers' capacity by offering strategies for inclusive teaching and creating a safe space for all students. Inclusivity training for teachers is demonstrating strong impact[5], with evaluation results showing increased awareness of inclusive practice, with further training opportunities scheduled for 2026. The PLEs emphasise the importance of ensuring that every child/student experiences a strong sense of belonging within their school community. It highlights the role that understanding each learner and affirming their identity plays in supporting wellbeing, engagement, and inclusion.

Substantial progress has been made to enhance LGBTIQ+ participation across communities through the Social Inclusion and Community Activation Programme (SICAP). In 2025, SICAP supported 42 LGBTIQ+ specific actions, engaged 18 local LGBTIQ+ community groups, and backed community collaborations such as family days, wellbeing workshops and arts-based initiatives. There were challenges in supporting LGBTIQ+ Social Enterprises, given the limited number of such enterprises. The programme instead focused on providing complementary supports to the LGBTQI+ community, with a view to increasing the number of LGBTIQ+ Social Enterprises where possible.

Progress across higher education and sport demonstrates continued momentum toward more inclusive and welcoming environments for LGBTIQ+ people. Within the third-level sector, structured engagement between student representatives and the Higher Education Authority's National Committee for Equality, Diversity and Inclusion has helped sustain focused dialogue on issues such as gender identity, health care, and student safety, strengthening institutional awareness to LGBTIQ+ needs. In 2025, Dormant Accounts Funding of €2 million was allocated for Equality Diversity and Inclusion initiatives in National Governing Bodies (NGB) and Local Sports Partnerships (LSP).

[4] Oide is a support service for teachers and school leaders, funded by the Department of Education and Youth, formed from the integration of four support services and launched on September 1, 2023.
[5] In 2025, during the Fostering an Inclusive Culture in Schools Professional Learning Events (PLE), 96% of respondents agreed or strongly agreed that attending the PLE increased their understanding of inclusive practices in schools.

In October 2025 Sport Ireland published its Spotlight on Participation in Sport Report, which shows sports participation by LGBTQI+ members of the community has continued to climb. Work will advance in 2026 in relation to launching the LGBTIQ+ Advocates Training Programme in association with Sporting Pride and review of the rollout of LGBTIQ+ friendly policies across NGBs following the publication of Sport Ireland's Guidance Document on Transgender and Non-Binary Inclusion in Sport.

Notable progress was made in 2025 in strengthening LGBTIQ+ visibility and cultural inclusion. A major milestone was the successful delivery of the *Marriage Referendum +10* conference in May 2025, marking the anniversary of marriage equality in Ireland and providing an international platform to celebrate LGBTIQ+ rights. A dedicated LGBTIQ+ Cultural Think-Tank was also established across National Cultural Institutions to coordinate approaches to representation and visibility in cultural spaces. Public libraries continued to resource their collections and services to better reflect LGBTIQ+ communities, with library authorities ensuring diverse identities and experiences are represented.

Important progress has also been made in strengthening LGBTIQ+ inclusion across public-sector workplaces. DPER undertook a review of HR and equality policies, informed by engagement with the Proud to Work for Ireland Network (PWIN). Publicjobs continues to work on an equality-monitoring dashboard to support more inclusive recruitment practices. Data on sexual orientation will be incorporated into the dashboard in 2026. Once the dashboard is complete, publicjobs will be able to report annually on the full range of data collected and use the data to inform strategy and key performance indicators.

The Institute for Public Administration (IPA) is continuing its work on developing a learning pathways framework, which will include topics such as Equality Diversity and Inclusion (EDI).

A dedicated EDI specialist was hired in the Department of Enterprise, Tourism and Employment Enterprise Ireland to support initiatives to build LGBTIQ+ awareness and inclusive practices amongst Small and Medium Enterprises and micro enterprises. A new EDI roadmap is expected in 2026. Meanwhile the Workplace Relations Commission continued to promote awareness of its role in addressing discrimination under equality legislation through outreach, digital channels and in-person events, helping to ensure that LGBTIQ+ people are informed of their rights.

Work to strengthen the national LGBTIQ+ support infrastructure advanced in 2025. DCDE reviewed the LGBTIQ+ Community Services Fund (CSF) to ensure it aligned with NLIS II and a revised guidance note was issued. Subsequently, €1.7 million in funding was provided for projects under the 2025 CSF. This represented an increase of 21%, or €300,000 over the 2024 provision of funding.

This funding is used to promote inclusion, protect rights and to improve quality of life and wellbeing for members of the LGBTIQ+ community enabling them to participate fully in Ireland's social, economic, cultural, and political life. Initial steps were taken to map Government-funded LGBTIQ+ services however this action experienced some delays and will continue into 2026.

The Department of Rural and Community Development and the Gaeltacht continued its funding to LGBTIQ+ groups and community projects: 27 initiatives received €407,300 in Dormant Accounts funding across 2024–2025 and €275,360 was allocated for further LGBTIQ+ inclusion measures in 2026. In addition, multi-year support through the Community Development Pilot Programme continued, enabling projects such as AMACH! LGBT Community Development Project to expand resource-centre activities, awareness programmes, and supports for LGBTIQ+ people.

A key development under this pillar, was the testing of Census pilot questions on sexual orientation and gender identity and subsequent Government approval of census questionnaire content. This means that questions on sexual orientation and gender identity will be included on the Census 2027 census form. This development is crucial in terms of strengthening the visibility of LGBTQ+ people in national statistics and supporting evidence-based policy decisions. Meanwhile a mapping and review of available data on attitudes towards diversity has been conducted with the findings to be considered in 2026.

Pillar 4: Equality and Non-Discrimination

Progress has been made on several legislative measures to protect LGBTIQ+ people from discrimination, harm and hatred. It is important to recognise that legislative advancements can be slow, given that they often involve complex legal, constitutional and policy considerations that require detailed analysis, consultation and drafting.

Work has continued to progress on the development of legislation to ban conversion practices. DCDE is carefully working on the key policy proposals that underpin the legislation to ensure that individuals are protected from harmful conversion practices while the necessary and appropriate services for those with concerns in areas of sexual orientation and gender identity are not affected. Progress on providing a legislative basis for a scheme to disregard certain historic convictions related to consensual sexual activity between men has also continued. Government approval is being sought to introduce legislation to enable the disregard of certain historical convictions relating to consensual same-sex activity by way of amendment to the Criminal Law and Civil Law (Miscellaneous Provisions) Bill 2026.

The Criminal Justice (Hate Offences) Act 2024 provides protections for individuals targeted on the basis of certain identity characteristics, including gender, sex characteristics and sexual orientation. No further legislative amendments to the Prohibition of Incitement to Hatred Act 1989 are proposed at this time, as existing legislation is considered sufficient to address incitement to hatred.

Formal drafting of the Health (Assisted Human Reproduction) (Amendment) Bill is at an advanced stage and will continue with the aim of it being published as soon as practicable. Finalisation of this legislation and the establishment of the Assisted Human Reproduction Regulatory Authority are prerequisites to progressing the introduction of surrogacy leave – which is also a commitment under NLIS II.

In terms of enhancing processes for legal gender recognition, preparatory work has begun to support the establishment of an inter-departmental group to carry out an impact assessment of providing for a non-binary category. Meanwhile a review of draft heads of bill is ongoing by the Department of Social Protection to advance outstanding recommendations from the Review of the Gender Recognition Act 2015.

In terms of initiatives to address intersectional discrimination and inequality, DCDE approved funding for a project to cocreate LGBTI+ Traveller and Roma support pathways. This project will deliver an intersectional approach to addressing issues faced by LGBTIQ+ Traveller and Roma communities; seeking to increase visibility and awareness raising while also supporting partner services to listen, manage cases and make referrals.

Ireland's continued commitment to advancing and protecting LGBTIQ+ rights internationally is evidenced through progress made under this pillar. Despite increasing pushback against LGBTIQ+ rights, Ireland has strengthened its engagement in international human-rights fora, actively advocating for LGBTIQ+ rights through the United Nations (UN), European Union (EU) and Council of Europe (CoE).

This includes joining the CoE's LGBTI Group of Friends, supporting human-rights projects focused on LGBTIQ+ equality, and promoting inclusive language and protections at the UN. Continued participation in international coalitions, such as the Equal Rights Coalition and the UN LGBTI Core Group, ensures Ireland contributes to coordinated global action to protect and advance LGBTIQ+ rights. Ireland launched its campaign for membership of the Human Rights Council in 2025, and one of the five priority areas is the rights of LGBTIQ+ persons.

During the reporting period, preparations for Ireland's upcoming Presidency of the Council of the European Union began. LGBTIQ+ rights are recognised as a priority area in the high-level programme and Ireland will host a high-level conference on LGBTIQ+ rights in 2026.

Throughout 2025, Ireland has remained an active participant in the EU's LGBTIQ Equality Strategy process, engaging closely with the European Commission and the EU LGBTIQ+ Subgroup and contributing to consultations that shaped the new LGBTIQ Equality Strategy 2026–2030, adopted in late 2025.

The Department of Foreign Affairs and Trade (DFAT) and its overseas diplomatic missions continue to advocate for the rights of LGBTIQ+ persons including advocating for the decriminalisation of homosexuality where it exists and against its criminalisation where this is contemplated. Several embassies held screenings of "The 34th"[6], a documentary on The Story of Marriage Equality in Ireland, while many others supported and took part in Pride events. Funding through the EU Enlargement and European Fundamental Values Fund (EEVF) provided direct grants to organisations in Hungary such as the Hattér Foundation, Hungary's largest LGBTI advocacy group, and Pécs Pride.

The DFAT has further embedded equality commitments across consular and passport services, ensuring policies and practices are sensitive, inclusive and supportive of LGBTIQ+ citizens abroad.

Emigrant Support Programme funding was allocated to support the LGBTIQ community (Sydney Queer Irish, London Irish LGBT Network and Vancouver Queer Irish) along with other initiatives designed to promote inclusiveness. DFAT submitted Ireland's first report to the Global Resources Report, a biennial report which provides data on the distribution of Government and philanthropic LGBTIQ+ funding globally, grant making and resource flows.

A wide-ranging consultation process was undertaken to inform DFAT's approach to the development of their new Global Ireland Diaspora Strategy, which included representatives of the LGBTIQ community.

The Passport Service and Foreign Births Register remain fully inclusive of gender recognition requirements and staff are supported to handle applications involving gender recognition sensitively. This work ensures that Ireland's commitment to equality is reflected not only in international advocacy but also in the practical delivery of services to citizens abroad.

[6] The 34th — COCO Content

Challenges to Implementation and Way Forward

While there has been good progress on implementation across all pillars and key areas under the NLIS II Action Plan, Departments and their Agencies have highlighted some limitations and difficulties with the progression of certain actions.

Where possible, the responsible Department or Agency has taken steps to address any barriers to implementation and has worked to progress the implementation of NLIS II.

From the data and information provided by Departments and Agencies, delays in delivery or challenges experienced stem from several factors, including:

- Data mapping and systems: delays in mapping services and building digital systems, largely because of staffing constraints or technical complexity.
- Stakeholder engagement: including take up of third-party referral mechanism for reporting of hate crimes and the wide level of stakeholder engagement required for developing models or frameworks of care.
- Dependencies on other actions or policies: some actions cannot move forward until other actions or policies are completed.
- Capacity limitations: including restrictions on attendance at trainings, sector level staffing constraints and recruitment challenges for certain programmes, and capacity and resource constraints in Departments and State Agencies including access to subject matter expertise.
- Legislative complexity: there is recognition of the complex nature of legislative proposals, including constitutional issues which require careful consideration and matters which involve other jurisdictions.
- Increased pushback against LGBTIQ+ rights: this refers to the policy position of some States on the rights of LGBTIQ+ people and increased restrictions on and lack of funding for LGBTIQ+ civil society.

Data informing the development of NLIS II highlighted that LGBTIQ+ people continue to face unacceptably high levels of harassment and violence related to their sexual orientation and/or gender identity. The Strategy employed a range of initiatives and actions to address this. Many of the actions under the safety pillar have progressed without significant challenges. However, there remains a need to increase awareness of complaints mechanisms to report hate crimes and hate related incidents.

While An Garda Síochána are committed to the established third-party referral mechanism the absence of referrals highlights the need to strengthen awareness and build confidence to encourage greater use of the mechanism. Continued efforts to strengthen awareness and build trust to encourage greater reporting are required including through linkages with the National Action Plan Against Racism.

Wider public awareness activity by the Department of Justice, Home Affairs and Migration will also be important in this space.

Actions under the health and wellbeing pillar are progressing well, with most in progress without significant barriers to implementation. Training activities are extensive covering a wide variety of topics to support understanding of the specific health needs of LGBTIQ+ people and to support an inclusive health and social care environment. This has happened despite the limitations on HSE staff regarding attendance at nonclinical in-person training. The Programme for Government 2025 and NLIS II both include a commitment to improve the provision of transgender healthcare for adults and young people. There has been significant progress in this area including the convening of a National Clinical Programme for Gender Healthcare working group, which includes LGBTIQ+ organisations, to draft the updated model of care. Challenges include a limited evidence base and the potential inability to reach all stakeholders in the experience base review.

Stakeholder engagement will be key in progressing work on the updated model of transgender healthcare along with the proposed public consultation on papers included in the systematic review. Similarly, stakeholder engagement in the development of a framework of care for people who have variations in sex characteristics will be crucial; the HSE have already identified that recruitment is slow in this regard given the wide variation of stakeholders required.

Resource and capacity constraints as well as technical complexities involving the development of systems and the integration of data were the primary challenges experienced under the participation and inclusion pillar. Efforts to engage with existing networks within the agriculture sector to promote LGBTIQ+ inclusion and to combat rural isolation were slower than anticipated. However, increases in the farm safety, health and wellbeing budget are in place for 2026, with plans to include LGBTIQ+ supports in the farming community in the next Open Call.

Given the autonomy sports organisations have in how they apply for and utilise their funding, and Sport Ireland's commitment to ensuring that it takes an intersectional approach in the delivery of its equality, diversity and inclusion remit, the provision of dedicated funding for the inclusion of LGBTIQ+ people in sport is challenging. Despite this, significant funding was allocated for participation projects and programmes including those from the LGBTIQ+ community.

The key legislative reforms to advance equality and counter discrimination against LGBTIQ+ people sit under the equality and non-discrimination pillar. It must be noted that the drafting of legislation often involves complex legal, constitutional and policy considerations.

While progress on some legislative commitments has advanced under the reporting period, progress on research on the experiences of intersex discrimination has been slower than anticipated. Additionally, the establishment of a working group to carry out an impact assessment of providing for a non-binary category has yet to commence, although preparatory work has begun. Legislation to provide for a form of leave for parents who have a child through surrogacy is dependent on the finalisation of the Health (Assisted Human Reproduction) (Amendment) Bill and the establishment of the Assisted Human Reproduction Regulatory Authority and therefore has not been able to progress during the reporting period.

As existing legislation is considered sufficient to address incitement to hatred, no amendments to this legislation are proposed at this time. At an international level, work to advance the protection and promotion of LGBTIQ+ rights has continued at pace, despite increased pushback against LGBTIQ+ rights.

These policy and legislative advancements are key to the overall success of this pillar. It is important that Departments continue to work in collaboration with all stakeholders to deliver on the commitments in the Strategy to advance equality for, and counter discrimination against, LGBTIQ+ people.

While challenges remain, it is considered that successful implementation of NLIS II, with necessary adaption to incorporate learning over the Strategy's implementation to date, will bring about positive and lasting change for LGBTIQ+ people in Ireland.

There is provision within the Action Plan for the presentation of the Annual Report by the Minister for Children, Disability and Equality to the Oireachtas Committee on Children and Equality and the relevant Cabinet Committee.

All delayed actions will continue to be reported on as a part of the NLIS II reporting process, thereby maintaining commitment to their delivery alongside any new initiatives or actions.

Conclusion

The National LGBTIQ+ Inclusion Strategy II 2024 – 2028 envisages a safe, fair and inclusive Ireland where people are supported to live inclusive, healthy and fulfilling lives, whatever their sexual orientation, gender identity or expression, or sex characteristics. NLIS II and its associated Action Plan sets out achievable actions to deliver this ambitious vision. Good progress has been made in 2025, and this report reflects the significant work undertaken, and resulting achievements, across all pillars under NLS II in 2025. Despite the progress achieved, further focus will be required to ensure that actions where progress was slower than anticipated, will resume pace in 2026.

LGBTIQ+ people continue to experience disproportionately high levels of violence and hostility, intensified by the spread of anti-LGBTIQ+ narratives in the EU and globally[7]. Addressing and preventing all forms of violence, as well as countering harmful narratives is vital to ensuring LGBTIQ+ people can live their lives safely, free of harassment and violence. Continued and effective implementation of actions to ensure that hate crime laws are effective and to progress legislative advancements to protect LGBTIQ+ people from discrimination, harm and hatred are particularly important going forward.

Further new developments will support implementation such as the National Equality Data Strategy, which represents an important change in how we collect, analyse and use equality data across the public service. NLIS II recognises the importance of ensuring better availability of data on the needs of LGBTIQ+ people. The lack of reliable data on LGBTIQ+ people limits our ability to identify their specific needs, leading to gaps in service provision and poorer outcomes. The National Equality Data Strategy will aim to enhance the collection, use and dissemination of equality data to support evidence-informed policy making across government. This development, along with a range of other actions to improve national data collection on the LGBTIQ+ population and their needs will address knowledge gaps on the lived experience of LGBTIQ+ people in Ireland.

Guidance developed by the Mental Health Commission which draws on research[8] that shows that LGBTIQ+ people in Ireland experience a higher burden of mental health difficulties compared to the general population offers a roadmap for improving service delivery and ensuring that LGBTIQ+ people receive safe, inclusive, and supportive mental health care. It is anticipated that this will be further bolstered going forward by a new Suicide and Self Harm Reduction Strategy, which will include a focus on the mental health of LGBTIQ+ people.

The Programme for Government has committed to implementation of NLIS II and this political support will be important going forward. This report reflects the meaningful progress made toward improving services and outcomes for LGBTIQ+ people as of December 2025; further progress is envisaged as implementation of the Action Plan (2025-2026) continues into 2026.

[7] European Commission, Union of Equality, LGBTIQ+ Equality Strategy 2026-2030. Available at: b4952371-4308-47ad-b995-02c539b75dda_en

[8] Higgins, A., Downes, C., O'Sullivan, K., de Vries, J., Molloy, R., Monaghan, M., Keogh, B., Doyle, L., Begley, T. and Corcoran, P. (2024) 'Being LGBTQI+ in Ireland: The National Study on the Mental Health and Wellbeing of the LGBTQI+ Communities in Ireland'. Available at: https://www.belongto.org/support-our-work/advocacy/lgbtq-research/being-lgbtqi-in-ireland-2024