

End-of-mission Statement

Country visit to Mongolia (18 to 29 May 2026)

United Nations Independent Expert on protection against violence and discrimination based on sexual orientation and gender identity

The United Nations Human Rights Council established the mandate of the UN Independent Expert on protection against violence and discrimination based on sexual orientation and gender identity through resolution 32/2 in 2016, and subsequently renewed the mandate, most recently in 2025. The mandate was created in recognition of the fact that, in all regions of the world, violence and discrimination based on sexual orientation and gender identity remain widespread and systemic yet are often inadequately addressed. The purpose of a country visit is to identify and assess good practices, examine protection gaps, and provide advice and recommendations to States on addressing patterns or instances of violence and discrimination.

By invitation of the Government, I visited Mongolia from 18 to 29 May 2026 to assess the implementation of national and international human rights standards relating to protection against violence and discrimination based on sexual orientation and gender identity. During the visit, I spent time in Ulaanbaatar, where I met with State officials and equality bodies at the national level, as well as in Darkhan and Erdenet, where I met with officials at the municipal and provincial level. I thank the Government of Mongolia for its invitation and for the high level of cooperation extended both in preparation for and during the visit. A significant amount of coordination is required for an official visit of this nature, and I am particularly grateful to the Ministry of Foreign Affairs for facilitating engagement with State institutions at the national, and municipal levels. Many officials gave generously of their time and expertise and engaged candidly and constructively on substantive issues relating to sexual orientation and gender identity.

I had the privilege of meeting with many lesbian, gay, bisexual, trans and other gender-diverse (LGBT) persons, as well as representatives of civil society organizations working across a range of issues, including gender-based violence, youth and child protection, girls' and women's rights, education, labour and health, and the rights of LGBT persons. These discussions situated issues relating to protection against violence and discrimination based on sexual orientation and gender identity in Mongolia within broader human rights and social justice concerns. Interlocutors generously shared both firsthand experiences and thoughtful analysis. I also benefited from discussions with academics, practitioners, health professionals, experts and researchers, who provided important historical, cultural and political context, as well as professional insights and firsthand accounts that contributed significantly to my understanding of the situation of LGBT persons in Mongolia.

I would like to thank the UN Resident Coordinator and the UN Country Team for their hospitality, practical assistance and constructive engagement, within their respective areas of expertise, on issues falling under the purview of the mandate.

This end-of-mission statement will be followed by a full report containing observations, conclusions and recommendations to the Government of Mongolia, which will be presented to the United Nations Human Rights Council in June 2027.

Legal, policy and social context relating to sexual orientation and gender identity

Situated geographically between the Russian Federation and China, Mongolia has pursued a longstanding "Third Neighbor Policy" aimed at strengthening political, economic, and strategic partnerships beyond its

immediate neighbors. Developed following Mongolia's democratic transition in the 1990s, the policy seeks to preserve sovereignty and strategic autonomy through engagement with democratic partners, multilateral institutions, and a diversified network of international relationships, while maintaining balanced relations with both the Russian Federation and China.

Grounded in the Constitution's overarching guarantees of equality, human dignity and non-discrimination, Mongolia has developed an increasingly comprehensive legislative and policy framework addressing protection against violence and discrimination based on sexual orientation and gender identity (SOGI), particularly over the past decade. The legal framework spans criminal justice, employment, data protection, media regulation, judicial conduct and provision for legal gender recognition (albeit subject to onerous prerequisites.)

General protections against discrimination are found in the Law on Gender Equality, which promotes equality and prohibits gender-based discrimination. While primarily framed in terms of gender equality more broadly, the law contributes to the wider legal and policy framework supporting principles of equality and non-discrimination relevant to LGBT persons. Similarly, the Education Law guarantees equal access to education for all persons, and regulations and guidance under this law include specific reference to LGBT persons.

The most significant protections are contained in the Criminal Code, which entered into force in 2017. The Code explicitly prohibits discrimination on the basis of sexual orientation in criminal proceedings and sentencing and criminalizes certain forms of discrimination and restriction of rights based on sexual orientation and gender. It also recognizes discriminatory motive based on sexual orientation as an aggravating factor in serious violent crimes. These protections are reinforced in the Law on Criminal Procedure, which guarantees equality before the law regardless of sexual orientation and gender identity.

Additional institutional and policy measures also contribute to the broader framework for protection against violence and discrimination based on sexual orientation and gender identity in Mongolia. The National Human Rights Commission of Mongolia receives complaints and monitors human rights violations, including cases affecting LGBT persons. Broader gender equality, labour, health, education and social protection policies contain principles relevant to equality and protection of marginalized groups, although their application and implementation in relation to SOGI-related discrimination remains uneven and specific targeted measures remain limited.

Taken together, these developments indicate that Mongolia has established a comparatively broad formal framework for protection against discrimination related to sexual orientation and, in several areas, gender identity. At the same time, concerns remain regarding implementation, awareness, access to remedies, and consistency in institutional practice, particularly in relation to enforcement within the criminal justice system. There is also a lack of clarity regarding what acts constitute discrimination, the roles of different stakeholders in responding to discrimination-related complaints, and the evidentiary standard required to prove discrimination. A draft comprehensive anti-discrimination law currently under consideration by the State Great Khural further develops some of these elements but would require more procedural and legal clarity to comprehensively address these lacunae.

Notwithstanding a relatively robust legal and policy framework, widespread discrimination persists across sectors. According to interlocutors from State institutions, civil society organizations and human rights bodies, social stigma, prejudice and lack of awareness relating to sexual orientation and gender identity remain pervasive in Mongolia. In this respect, the existing criminal law framework remains inadequate, given the high evidentiary threshold required to secure a conviction, which while appropriate for criminal matters poses challenges in the context of addressing subtler forms of discrimination, as well as the absence of administrative or civil avenues for redress, clear definitions of discrimination, and accessible procedural



pathways for seeking and securing justice. Even where criminal provisions against SOGI-based discrimination are initially evoked by complainants, these complaints are often reclassified to reflect the specific nature of the offense committed, preventing a full understanding of the scale of such discrimination and the development of evidence-based strategies to systematically address such discrimination. Discrimination also has a compounded impact on certain LGBT persons, including persons with disabilities who must contend with additional stigma and accessibility challenges, and those in rural areas, where services for LGBT persons are scarce, cultural attitudes are more conservative, and anonymity is harder to maintain.

The challenge for the Government is therefore to move beyond formal legal protections and proactively ensure substantive equality by promoting the principles of equality and non-discrimination that lie at the heart of the Constitution of Mongolia and inform the existing legal and policy framework. This underscores the importance of sustained public awareness efforts aimed at long-term social and cultural change to ensure that constitutional and legal guarantees of equality and non-discrimination are realized effectively in practice. Many interlocutors emphasized that despite legal advancements, public attitudes towards sexual orientation and gender identity diversity remain conservative to hostile, particularly outside of the capital. While there is often a degree of social tolerance, this does not necessarily translate into full inclusion or acceptance of LGBT people. In this context, civil society organizations continue to play a central role in advocacy, awareness-raising, and legal support, often filling important gaps in protection and service delivery.

The annual Equality Walk, a civil society initiative aimed at promoting visibility and public awareness, has historically faced bureaucratic obstacles and restrictions relating to freedom of peaceful assembly. These concerns appear to have eased, at least in part, following engagement between the National Human Rights Commission of Mongolia, municipal authorities and the LGBT Centre Mongolia. In 2024, the LGBT Centre was permitted to organize the Equality Walk at Chinggis Square for the first time since 2014, and the Walk also took place successfully in 2025. This represented an important development for visibility of LGBT persons and the exercise of freedom of assembly in Mongolia, notwithstanding ongoing concerns expressed by civil society regarding administrative obstacles, delays and inconsistent access to public space, and difficulties in advertising events or disseminating public information related to diversity in sexual orientation and gender identity.

In addressing social stigma and institutional bias, training public servants and sustained institutional engagement are paramount. Since the third-cycle Universal Periodic Review (UPR) in 2020, engagement between the Government of Mongolia and relevant civil society organizations, particularly LGBT Centre Mongolia, has remained limited but constructive. Cooperation has included sensitization and training initiatives for prosecutors, government ministries, the National Institute of Gender Equality, Mongol Bank, the armed forces, security services and detention centre staff on issues relating to sexual orientation and gender identity. In 2023, the LGBT Centre also participated for the first time in a high-level session of the National Human Rights Committee under the Secretary.

While these developments suggest increasing institutional openness to engagement on SOGI-related issues, they have primarily consisted of individual training sessions rather than more systematic engagement, and rely on civil society expertise, with civil society also bearing the bulk of the cost of sustaining such efforts. Outside of these occasional trainings led by LGBT civil society, topics related to sexual orientation and gender identity are generally only addressed within public institutions as a small component of more generalized trainings focused on gender equality, human rights, or non-discrimination. Nonetheless, most civil servants at national, provincial, and municipal level expressed an interest in having more dedicated

trainings on SOGI-related issues to strengthen their ability to understand and better serve the LGBT population.

During the 4th cycle of the UPR in 2025, Mongolia received 15 recommendations related to the rights of LGBT persons, of which the country supported 4, relating to strengthening implementation of existing legislation intended to protect LGBT persons against violence and discrimination. Mongolia took note of the remaining 11 recommendations, pertaining to the adoption of comprehensive anti-discrimination legislation including sexual orientation and gender identity as protected grounds, providing legal recognition and protection for same-sex couples, strengthening investigation of hate crimes against LGBT persons, and banning conversion practices.

In 2024, Mongolia presented a parliamentary self-assessment on human rights and gender sensitivity, reflecting an ongoing commitment to strengthening democratic governance, advancing gender equality, and supporting implementation of the Sustainable Development Goals. Presenting the assessment, Chair of the Human Rights Subcommittee of the State Great Khural, stated: “The parliament's self-assessment has yielded numerous ideas and suggestions for reforms that promise significant progress in ensuring human rights and gender equality in Mongolia. It is crucial to pay attention to their implementation.” The assessment further concluded that “it is recommended to create a legal environment that respects human rights and gender sensitivity for the State Great Khural and its activities,” noting additionally that such measures “will have a positive impact on the implementation of the Sustainable Development Goals, which the world is striving to achieve.”

In the context of its commitment to implementation of the Sustainable Development Goals (SDGs) through the United Nations Sustainable Development Cooperation Framework, Mongolia has identified ten social groups considered to be at risk of being left behind in development processes, explicitly including “sexual minorities” among them. This represents an important acknowledgment of both an expansive and inclusive understanding of gender equality and the specific social, economic and structural challenges faced by LGBT persons, and reflects a stated commitment by the Government to address disparities and promote more inclusive development outcomes.

Safety and security

Aside from explicit protections against violence and discrimination based on sexual orientation contained in the criminal law framework, the Law on Courts of Mongolia prohibits judges from discriminatory or harassing conduct based on sexual and gender orientation, while the Law on the Enforcement of Court Decisions requires enforcement authorities to respect human rights without discrimination on those grounds. The 2022 Law on Personal Data Protection classifies information relating to sexual orientation, gender identity and gender expression as sensitive personal data and limits its collection, processing and disclosure without consent. The Law on Broadcasting prohibits media content and advertising that discriminates against or incites hatred based on sexual orientation.

Significant discrepancies exist between official and civil society data concerning implementation of Article 14.1 of the Criminal Code relating to hate crimes and discrimination in Mongolia. Information obtained by the National Human Rights Commission of Mongolia from the Prosecutor General’s Office indicated that 13 complaints were registered between 2017 and 2021, most of which were dismissed before reaching trial. By contrast, data later provided by the General Police Department recorded only five complaints between 2017 and 2023, three of which were formally registered as cases, all ultimately dismissed. The Judicial General Council, which applies yet another methodology, did not register any cases of discrimination based on sexual orientation and gender identity between 2017 and 2025. In comparison, LGBT Centre Mongolia documented 16 complaints submitted to the authorities during the same general period, with only one case



transferred to court, where it was subsequently dismissed. These discrepancies point to possible deficiencies in crime information management systems, inconsistent implementation of Article 14.1, while these low figures attest to broader concerns regarding under-reporting due to fear of secondary victimization and lack of confidence in law enforcement responses.

The absence of harmonized statistics makes it difficult to accurately assess the prevalence and nature of violence against LGBT persons and does not appear to fully reflect the range of incidents described by interlocutors. I received reports of LGBT persons being subject to acts of violence and abuse based on their sexual orientation and gender identity, including verbal, physical, and sexual assault, robbery, vandalism, extortion, and burglary, as well as widespread online hate speech and disclosure of sensitive personal information. Within the family, violence perpetrated by parents against their LGBT children was also identified as a concern. Interlocutors further raised the issue of intimate partner violence within same-sex couples, which is compounded by the fact that the Supreme Court of Mongolia has ruled that Mongolia's Law on Combatting Domestic Violence does not apply to same-sex couples. The scale and prevalence of such violence within households is difficult to assess, due to the private nature of these situations and the limited available data.

Violence against LGBT persons is reportedly enabled by a climate of effective impunity for such acts. Despite the existence of training programmes meant to address bias and ensure non-discrimination towards all members of the public, LGBT persons and their advocates consistently reported negative interactions with police and security forces including instances of neglect, indifference, harassment and ridicule, as well as frustration with the limited awareness and understanding of issues relating to sexual orientation and gender identity among law enforcement officials. Those who attempted to lodge complaints reported that their cases were often not taken seriously, dismissed outright, reclassified as less serious offenses, or referred to the National Human Rights Commission rather than investigated as potential criminal acts. Interlocutors also alleged that police had subjected LGBT persons, their advocates, and human rights defenders to harassment and surveillance, and had violated the confidentiality of individuals seeking to lodge complaints by intentionally or inadvertently disclosing sensitive information regarding their sexual orientation or gender identity. Interlocutors reported that, cumulatively, these experiences have contributed to a high level of distrust in the police and a reluctance among LGBT persons to report incidents of violence, harassment, or discrimination.

LGBT persons deprived of liberty may also face certain risks due to bias-motivated or sexual violence. While I was informed there is a general policy of detaining LGBT persons in isolation from the general population for their protection when their sexual orientation or gender identity is disclosed, this policy is subject to the space available, and some LGBT persons may also hesitate to disclose this information to authorities. This could result in lesbian, gay, and bisexual persons being housed with the general population and trans persons being assigned to single-sex detention facilities corresponding to their sex at birth, raising protection risks.

Family law

Mongolia currently does not provide any legal recognition of same-sex couples, who are therefore without rights relating to property, custody, inheritance, and immigration, among other rights afforded to legally recognized couples. The Constitution defines marriage as based on the equality and mutual consent of the "spouses" without specific reference to sex or gender; however, the 1999 Family Law specifies that the term "spouses" should be understood as a "husband and wife". While Mongolia received recommendations during the fourth UPR cycle pertaining to the recognition of same-sex relationships, these were "noted" rather than "supported" by the Government.

Mongolia is currently revising its Family Law, and the current draft raises some concerns. It includes a provision explicitly prohibiting same-sex marriage, which appears discriminatory in nature, as the law already defines marriage as between a man and a woman, rendering the proposed ban on same-sex marriage legally superfluous. The draft Family Law stipulates that a marriage is automatically dissolved if one spouse registers a change of their legal gender, with custody, property, and child and spousal support issues to be decided by the courts. On a more positive note, the draft Family Law recognizes cohabitation as a legal concept, extending some rights to unmarried couples that have lived together for at least five years and possess common property.

Legal gender recognition

Mongolia's legal framework includes provisions relating to legal gender recognition. Amendments to the Law on Civil Registration adopted in 2008 introduced a relatively simple administrative procedure allowing transgender persons to change legal gender markers. However, revisions adopted in 2018 introduced more onerous medical and procedural requirements, including the requirement to submit a medical verification document. While the law does not specify what information this document should contain, nor any specific medical requirements to register a change of gender, many interlocutors report that the State Registration Office imposes a *de facto* obligation for persons seeking to change their gender marker to demonstrate proof of having undergone surgery and sterilization, representing a regression in protection of the rights of transgender persons. It is also unclear why the State Registration Office has without any apparent legal basis adopted such a stringent interpretation of this provision, which excludes trans individuals who may have commenced hormone therapy, received a psychiatric diagnosis, or otherwise had their gender identity medically verified without surgery from registering their change of gender.

Although the law continues to allow persons over the age of 18 to register legal changes of sex with the relevant administrative authority, these requirements have made legal gender recognition exceptionally difficult to access in practice. They do not fully align with evolving international human rights standards and comparative best practices, which increasingly emphasize simple, accessible and affordable administrative procedures grounded in the principles of self-determination, dignity and privacy. While Mongolia accepted a recommendation during the third-cycle Universal Periodic Review process to abolish medical requirements for legal gender recognition, Article 14 of the law remains unchanged, and no legislative reforms have yet been undertaken to remove these requirements.

Data gaps

Across a range of sectors, interlocutors identified persistent gaps in disaggregated data relating to sexual orientation and gender identity, including in public health, crime statistics, bullying and exclusion within schools, and the experiences of specific groups such as lesbian, bisexual and queer women and trans persons.

In the education sector, there is no systematic data collection on bullying, including cyberbullying and online harassment. In the health sector, interlocutors highlighted the absence of centralized data and limited research relating to LGBT persons, including in relation to trans health care. Researchers and civil society organizations also observed that existing academic studies are limited in scope, at times rely on inappropriate terminology, and remain heavily focused on urban contexts.

In the area of justice, officials noted that statistical systems frequently record only the underlying offence, such as assault or discrimination, without documenting whether sexual orientation or gender identity constituted a motivating factor. As a result, violence and discrimination affecting LGBT persons may remain statistically underrepresented or invisible. The lack of comprehensive and disaggregated data

contributes to a disparity between official statistics and the experiences described by LGBT persons and civil society organizations and limits the development of informed and targeted policy responses.

Economic and social rights

Health

LGBT persons face significant barriers in realizing the right to health. These challenges are particularly acute for trans persons. Formal medical training on trans healthcare is not available in Mongolia and as such, trans persons struggle to find medical providers that are able to provide gender-affirming care, including hormone therapy and gender affirmation surgery. Gender-affirming care is not covered by basic health insurance, obliging trans persons to pay for these treatments out of pocket, which puts the treatment out of reach for some and leads others to miss doses of scheduled hormone treatments. Access to hormone therapy is further constrained by an inconsistent supply of the required medications in Mongolia, which obliges trans persons to travel abroad or import their medication, which in some instances has led to legal issues for trans individuals when shipments of their medication have been flagged as suspicious and seized by customs authorities. These challenges lead some trans people to self-medicate through substituting other medications for the required treatment, which can lead to significant adverse side effects.

Gender-affirming surgery is even more difficult to access, with extremely few providers offering these procedures in Mongolia; those that do have limited experience with these operations, and also reportedly provide limited post-op care to patients. Most trans persons are obliged to travel abroad to access these treatments. Even when not seeking medical care specifically related to their gender transition, trans persons frequently encounter medical professionals who lack understanding and respect for their gender identity, leading to invasive questioning, inaccurate presumptions, and disrespectful treatment that dissuade many from seeking regular preventive care. As a Member State of the World Health Organization, Mongolia has also committed to use the International Classification of Diseases and Related Health Problems, 11th version (ICD-11), which has been in effect since 2022 and de-pathologizes trans identity by no longer classifying this identity as a mental disorder. However, delays in translation of the ICD-11 and the adaptation of policies and procedures to reflect the new guidance means that the ICD-11 has yet to be operationalized in the Mongolian context, to the detriment of trans persons.

According to the Ministry of Health, 62.5 per cent of men living with HIV/AIDS are men who have sex with men, while 2.5 per cent of women living with HIV/AIDS are trans women. HIV/AIDS continues to carry significant stigma in the Mongolian context, exacerbated for LGBT persons due to being disproportionately impacted. Stigma related to HIV/AIDS is sometimes inadvertently reinforced by public awareness messaging as well as by discriminatory laws and policies such as the draft Family Law, which would prohibit people living with HIV/AIDS from guardianship or adoption of children, or the requirement imposed by certain employers for their employees to provide a negative HIV test. This stigma leads many people to hide their condition, including by avoiding treatment, or not registering for dedicated welfare programmes for which they are eligible due to fears of exposure, particularly outside of Ulaanbaatar where prevalence is generally very low. People living with HIV/AIDS face confidentiality issues, as medical professionals are legally obligated to divulge the condition to their next of kin, while underage patients must obtain consent from their parents to be tested for HIV or any other sexually transmitted condition. While the diagnosis can be psychologically detrimental, mental health and psychosocial services are not routinely provided to people living with HIV/AIDS, and some patients report that the manner in which they received their diagnosis lacked empathy. Access to pre-exposure prophylaxis (PrEP) is limited, and people outside of the capital face delays in receiving the results of HIV tests, which must be confirmed by laboratories in Ulaanbaatar.



Access to sexual and reproductive healthcare more generally is also a challenge for LGBT persons, in particular for lesbian, bisexual, and queer (LBQ) women and trans men. LBQ women face assumptions of heterosexuality when seeking gynecological care, leading to intrusive questioning and disrespectful care. Their needs are generally not covered by public information on sexual and reproductive health, and their sexual health risks, including exposure to sexually transmitted infections, are often minimized, leading to a general lack of awareness and misinformation even among LBQ women themselves. They also face challenges in reproductive health care as individuals or same-sex couples, with few providers empathetic or understanding of their desire to conceive, and complicated access to fertility procedures. Trans men face a lack of affirming gynecological care, as their gender identity may obscure their healthcare needs and lead to intrusive questioning or disrespectful treatment, which dissuades many from seeking such care.

Discrimination, stigma, and social isolation have contributed to mental health issues including depression, anxiety, chronic stress, and substance abuse among LGBT persons, yet they struggle to access adequate mental health care. Issues of sexual orientation and gender identity are not a standard part of education for psychologists, and many LGBT persons face challenges finding respectful and affirming psychological care. The industry is largely unregulated, as there is neither a uniform code of conduct nor a set of ethical standards for psychologists. Many psychologists continue to pathologize diversity in sexual orientation and gender identity despite the standards established by the ICD-11, with some going so far as to offer services that seek to alter an individual's sexual orientation or gender identity. Conversion practices have been associated with increased risks of depression, substance abuse, thoughts of self-harm, and risky sexual behavior among those subjected to them. Interlocutors also reported that harmful conversion practices take place in some religious settings

Education

The Education Law guarantees equal access to education and contributes to the broader framework of equality and non-discrimination within educational settings, but concerns remain regarding the experiences of LGBT students and the full implementation of more specific protective measures addressing discrimination and exclusion related to sexual orientation and gender identity as envisaged in regulations and guidance under the Education Law. Students who are or are presumed to be LGBT experience frequent bullying in-person and online through social media. The Government has enacted several laws and policies intended to address this, including policy guidance from the Ministry of Education on ensuring equal access to education issued in 2022, amendments to the package law on discrimination focused on meeting the needs of diverse learners in 2023, and a revised law on child protection; however, most anti-bullying efforts focus on bullying in general, rather than bullying based on SOGI. Educators and policymakers acknowledge their limited capacity to address cyberbullying, which often occurs beyond their view. In some instances, educators themselves are responsible for the bullying that takes place, either through failing to intervene in instances of bullying based on SOGI, making disparaging comments about LGBT persons, or attempting to “correct” perceived variation in sexual orientation and gender identity among their students. A good practice to gather data on and address the impacts of bullying is the establishment of Child Helpline 108, a dedicated number that children and their advocates can call to report child protection concerns, including bullying, or seek advice, including in relation to their sexual orientation and gender identity.

Bullying and negative or inaccurate perceptions about LGBT people in general are fueled by the lack of comprehensive sexuality education covering topics related to sexual orientation and gender identity in an unbiased, scientifically accurate, and age-appropriate manner. Although such a curriculum is mandatory nationwide, most interlocutors report that the delivery of the curriculum depends heavily on the biases of individual instructors, many of whom are not specialized in the subject matter and may deliver inaccurate or prejudiced information about SOGI-related issues or avoid the topic entirely. There is little to no oversight of whether instructors abide by the standard curriculum. Compounding these challenges is the



shortage of qualified social workers and psychologists in schools, despite requirements that every school must have such personnel on staff. Even where there are social workers or psychologists on staff, there is no uniform code of conduct regulating their comportment, which means that some of these personnel may also propagate inaccurate information on SOGI topics, fail to provide respectful care to students navigating their sexual orientation or gender identity, or treat students perceived as LGBT disrespectfully. Trans and gender-diverse students face additional impediments to safe learning. Students are separated by gender for certain subjects, leaving trans students in a difficult position where they are often assigned to a class in accordance with their sex at birth, regardless of their current gender identity. Uniform requirements and gendered dress codes impose similar restrictions on trans students, as do school policies related to gender-segregated bathrooms. Trans and gender-diverse students are also disproportionately at risk of being bullied by students and teachers, leading many to struggle with significant mental health challenges that further imperil their ability to learn.

Employment

The Labour Law, which entered into force in 2022, prohibits discrimination in employment and labour relations on the basis of sexual orientation, gender identity and gender expression. At the provincial level, interlocutors also highlighted tripartite agreements involving State authorities, employers, and labour unions aimed at supporting provincial development and regulating labour and employment relations, including through specific references to non-discrimination on SOGI grounds and oversight by multiple authorities.

Despite these legal and policy developments, interlocutors reported that LGBT persons continue to face barriers in the workplace. Surveys and research shared in advance of the mission suggest that many individuals are reluctant to disclose their sexual orientation or gender identity at work due to fear of harassment, discrimination, or negative professional consequences. Interlocutors further indicated that trans persons in particular continue to experience overt discrimination in access to employment, as well as harassment and hostile working environments once employed.

Recommendations

While the country report to be presented to the UN Human Rights Council in June 2027 will contain a more detailed set of recommendations, some of the key areas that will be addressed include:

- Strengthening disaggregated data collection systems relating to violence and discrimination across sectors, including health, education, and justice.
- Building on existing training programmes to ensure systematic sensitization and awareness training for public officials, accompanied by adequate institutional support and resources.
- Investing in public awareness and education initiatives promoting equality and non-discrimination, including with respect to LGBT persons.
- Establishing a simple, accessible, and administrative process for legal gender recognition based on self-identification.
- Taking urgent steps to ensure that trans persons have access to available, affordable, and quality health-care services, including specialized care where required.
- Strengthening implementation and oversight of existing laws and policies related to the prevention of discrimination based on sexual orientation and gender identity.

Conclusion



SPECIAL PROCEDURES
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As the United Nations High Commissioner for Human Rights, Volker Türk, recently observed during his visit to Mongolia, “human rights work is always unfinished business.” That observation is particularly apt in the context of Mongolia’s ongoing democratic development. Mongolia has established a significant legal and policy framework grounded in constitutional principles of equality, dignity and non-discrimination, including a growing body of protections specifically addressing violence and discrimination based on sexual orientation and gender identity. Important advances have been made in criminal law, employment protections, data privacy, institutional engagement and broader inclusion within development policy. At the same time, gaps remain in implementation, access to justice, legal clarity, institutional capacity and protection against discrimination in practice. The protection of minority rights remains an important measure of the strength and resilience of any democracy. In this regard, the challenge is not only to maintain formal legal guarantees, but to strive towards substantive equality through proactive measures that ensure effective protection, equal access to services and meaningful access to justice for all persons, including LGBT persons.