



Suggested recommendations to Mongolia for its review during the 50th session of the UPR Working Group, November 2025

In 2020, Mongolia was reviewed under the Universal Periodic Review (UPR) and received 190 recommendations, 170 of which were accepted.¹

In this submission, Amnesty International offers recommendations based on an assessment of the implementation of recommendations previously issued to Mongolia during previous Universal Periodic Review (UPR) session and aligned with the human rights framework prioritized by Amnesty International in Mongolia.

This set of recommendations to Mongolia, if implemented, would contribute to improving the human rights situation and bring the state into compliance with its treaty obligations in law and in practice.

International human rights standards and the national human rights framework

1. Accept the inquiry procedure under the Optional Protocol to the International Covenant on Economic, Social and Cultural Rights.
2. Adopt and implement legislation on equality, prohibiting discrimination on the grounds of race, ethnic origin, nationality, religion, gender identity, sexual orientation, age, social origin, Indigenous identity, disability, political opinion and language.²
3. Fully implement the government's own pledge to adopt the Second National Human Rights Action Plan in Mongolia and establish a Rights Education and Training Centre for Asia Pacific Region of the United Nations as committed.³

International justice

1. Effectively implement the Rome Statute treaty obligations, including full execution of requests for cooperation from the International Criminal Court (ICC). Carry out arrest warrants against all individuals indicted for crimes within the Court's jurisdiction recognizing that the arrest and surrender to the Court of all persons subject to ICC arrest warrant is a fundamental and unequivocal obligation.⁴
2. Recognize the competence of the Committee against Torture to receive and consider inter-State communications and communications from or on behalf of individuals subject to its jurisdiction who claim to be victims of a violation by the State party of the provisions of the Convention.⁵

Technology and human rights

1. Take the necessary steps to ensure that laws and policies regarding the use of digital technologies are in line with international human rights laws and

standards, including the right to privacy, equality, and non-discrimination, as well as data protection standards.⁶

2. Improve existing legislation, and adopt new legislation where necessary, to effectively safeguard against human rights abuse through digital surveillance and to establish accountability mechanisms designed to provide victims of surveillance abuse with a means of remedy.⁷
3. Enacting and implementing comprehensive legislative and policy measures to recognise, prevent, document, investigate and address all forms of Technology-Facilitated Gender-Based Violence (TfGBV) and provide redress and support for survivors.⁸
4. Conduct human rights assessments and take risk mitigation measures throughout the entire process from the design to the deployment of technologies used in the social protection system, governance, and public services.⁹

Rights to freedom of expression, including access to information, and to association, and peaceful assembly

1. Lift blanket bans on dissemination of information based on vague and ambiguous concepts such as “false news” or “spreading misinformation” such as the Article 13.14 of the Criminal Code of Mongolia, which imposes criminal penalties simply for sharing or distributing false information.¹⁰
2. Bring the draft law on media freedom in line with international human rights standards promoting an enabling environment for freedom of expression and freedom of the media.¹¹
3. Create a practical legal and policy framework in compliance with international human rights standards, that fosters an enabling environment for civil society organizations and that facilitates their positive contribution to society, including by eliminating any undue obstacles to access to funding, including from foreign sources, that would otherwise hinder or preclude them from carrying out their work.
4. Repeal policies and practice that impose undue and excessive restrictions on peaceful assemblies.¹²
5. Revise the Law on Procedure for Demonstration and other subsidiary laws to bring them fully in line with international human rights standards on the right to freedom of peaceful assembly, ensuring it is protected, respected, and facilitated, and do not unduly criminalize acts of peaceful civil disobedience.¹³

Torture and other ill-treatment, and arbitrary detention

1. Amend the definition of the crime of torture in the Criminal Code of Mongolia so as to ensure that all forms of torture, as defined in Article 1 of the Convention against Torture, are prohibited and ensure that the law clearly provides for the criminal responsibility of superior officers who are aware or should have been aware of acts of torture or other ill-treatment committed by their subordinates but who failed to take the appropriate action to prevent them.¹⁴
2. Establish an independent mechanism to promptly, effectively, and impartially investigate all complaints and reports of torture and other ill-treatment, including those involving law enforcement officials, ensuring no institutional or hierarchical connection between investigators and alleged perpetrators, and that those suspected responsible are held accountable in fair proceedings.¹⁵

3. Take immediate action to guarantee victims of torture and other ill-treatment have an enforceable right to redress, including fair and adequate compensation and rehabilitation in accordance with international human rights standards.¹⁶
4. Ensure that no one shall be subjected to arbitrary arrest or detention.¹⁷

Human rights defenders

1. Bring the Law on the legal status of human rights defenders further in line with international standards and best practices, including by amending Articles 7.2.1 and 8.1.3 in the Law on the Legal Status of Human Rights Defenders to provide extra assurances and guidance on the implementation of these provisions, so that they will not be misused by authorities to unduly restrict the activities of human rights defenders.¹⁸
2. Take steps to ensure the justice system is not misused to target or harass human rights defenders, journalists, media workers and people working for civil society. Refrain from bringing criminal charges or any other proceedings or administrative measures against individuals that stem solely from the peaceful exercise of their rights.¹⁹
3. Ensure that human rights defenders whose rights have been violated have access to effective remedy, including – as appropriate – effective legal, financial (including compensation for damages), and psychological support.

Right to housing

1. Revise and amend existing legislation including the Laws on Urban Development (2008), Urban Redevelopment (2015) and Reducing Urban Traffic Congestion and Providing housing to Ger areas (2023) to ensure compliance with international human rights laws and standards including the right to adequate housing.²⁰
2. Establish legal and procedural safeguards against forced evictions, ensuring genuine consultation, adequate notice, compensation and alternative housing for those in need. Victims of forced evictions must be provided with access to effective remedy.²¹
3. Ensure that no further evictions are conducted until the legal and procedural process of eviction meets criteria of adequacy as per international human rights law and standards.²²

Business and human rights

1. Enact and enforce laws and regulation requiring human rights due diligence by business actors, including with provisions outlining the duty of companies to publicly report on the human rights and environmental impacts of their activities, and improve a system for public disclosure of environmental impact assessments.
2. Apply the same or more stringent standards to the work of state agencies and state-owned enterprises, to ensure that public funds uphold human rights and environmental standards through continuous due diligence in corporate operations, services, and products.

Right to meaningful consultation

1. Ensure the right to meaningful consultation in legislative processes of civil society and affected communities is respected and implemented, particularly during mining and development projects.
2. Strengthen relevant domestic legislation by aligning with international human rights standards to safeguard the right to meaningful consultation of affected communities.

Climate justice

1. Analyze and improve the effectiveness of the law on mitigating the negative impacts of climate change on traditional livestock to prevent occupational risk due to high temperature and dust for herders, particularly those living in the Gobi region, ensuring meaningful participation of herders and their communities in the analysis and planning process.²³
2. Continually revise Mongolia's Nationally Determined Contribution under the Paris Agreement, ensuring increasing ambition for mid and long-term targets for reduction of greenhouse gas emissions, consistent with keeping global heating below 1.5 and in line with Mongolia's fair share.

Right to health

1. Strengthen relevant domestic legislation to protect and promote the right to a clean, healthy environment including addressing the impact on the health and livelihoods of affected communities, including herders.²⁴
2. Enact laws ensuring protection of rights including fair compensation for individuals harmed by toxic substances from extractive industries, including herders and other impacted communities.

Older people's rights

1. Support older people to live with dignity, and progressively improve their quality of life, especially regarding their right to receive an adequate pension.²⁵

KEY AMNESTY INTERNATIONAL DOCUMENTS

Mongolia: Human rights agenda for the 2024-2028 State Great Khural, July 2024, (Index: ASA 30/7966/2024),

<https://www.amnesty.org/en/documents/asa30/7966/2024/en/>

Mongolia: More must be done to improve human rights: Amnesty International submission for the UN Universal Periodic Review, 36th session of the UPR working group, November 2020, 31 October 2019, (Index: ASA 30/1297/2019),
<https://www.amnesty.org/en/documents/asa30/1297/2019/en/>

Human rights in Asia-Pacific: Review of 2019, 29 January 2020, (Index: ASA 01/1354/2020),

<https://www.amnesty.org/en/documents/asa01/1354/2020/en/>

Mongolia: Submission to the UN Special Rapporteur on adequate housing as a component of the right to an adequate standard of living, and on the right to non-discrimination in this context, 26 October 2017, (Index: ASA 30/7341/2017), <https://www.amnesty.org/en/documents/asa30/7341/2017/en/>

Amnesty International Report 2024/25: Mongolia, 28 April 2025, (Index: POL 10/8515/2025),
<https://www.amnesty.org/en/documents/pol10/8515/2025/en/>

Amnesty International Report 2023/24: Mongolia, 23 April 2024, (Index: POL 10/7200/2024),
<https://www.amnesty.org/en/documents/pol10/7200/2024/en/>

Amnesty International Report 2022/23: Mongolia, 27 March 2023, (Index: POL 10/5670/2023),
<https://www.amnesty.org/en/documents/pol10/5670/2023/en/>

¹ Human Rights Council: Report of the Working Group on the Universal Periodic Review: Mongolia, 22 February 2021, UN Doc. [A/HRC/46/9/Add.1](#), paras 1-4.

² The working group, established by the [Decree No. 89 of 2024](#) of the Speaker of the State Great Khural held discussion on "[Discrimination and Human Rights](#)" on May 19, 2025. The working group is tasked with studying measures against discrimination and making a decision whether to draft law on discrimination or to take other measures. During the discussion the Chairman of the Human Rights Subcommittee of the Parliament presented data on the situation of discrimination over the past 10 years and it stated that 186 complaints and information on discrimination were registered with the competent authorities including discrimination on the grounds of race or ethnic origin, language or customs, age, gender, social origin etc; See the relevant recommendations that Mongolia accepted in the previous UPR session. Human Rights Council: Report of the Working Group on the Universal Periodic Review: Mongolia, 22 December 2020, UN Doc. A/HRC/46/9, recommendations 116.26-116.40; 116.115-116.124 etc;

³ Mongolian National News Agency, Foreign Minister Battsetseg Batmunkh participating in "Human Rights-75" high-level event in Geneva, 12 December, 2023, <https://www.montsame.mn/en/read/333356>

⁴ Amnesty International, Mongolia:Putin must be arrested and surrendered to the International Criminal Court, 2 September 2024, <https://www.amnesty.org/en/latest/news/2024/09/mongolia-putin-must-be-arrested-and-surrendered-to-the-international-criminal-court>; Mongolian National News Agency, Mongolia, "Official Visit of President of the Russian Federation Vladimir Putin Concludes", 4 September 2024, <https://montsame.mn/en/read/350638>; BBC, "Putin welcomed in Mongolia despite ICC arrest warrant", 3 September 2024, <https://www.bbc.com/news/articles/cwy527yex0no>; [Putin welcomed in Mongolia despite ICC arrest warrant](#).

Amnesty International, Key recommendations 23rd session of the assembly of states parties to the rome statute, 2-7 December 2024, page 8, AI Index: IOR 53/8787/2024, <https://www.amnesty.org/en/wp-content/uploads/2024/11/IOR5387872024ENGLISH.pdf>

⁵ UN Committee against Torture (CAT), Concluding observations: Mongolia, 11 December 2024, UN Doc. [CAT/C/MNG/CO/3](#), para. 50

⁶ On 20 January 2023, the Parliament of Mongolia approved the "Law on the Protection of Human Rights in Social Platform" without public discussion. However, President Ukhnaa Khurelsukh vetoed the law arguing it violated the Constitution and the Law on Legislation.

⁷ National Human Rights Commission of Mongolia, [The 24th Report on the Status of Human Rights and Freedoms](#) "There is a risk of violating the right to privacy, inviolability, and freedom of expression due to the lack of specific legal regulations governing surveillance cameras for facial recognition, oversight, and transparency.¶,pp.186-194 (In Mongolian)

⁸ Call to Action: Addressing Technology-Facilitated Gender-Based Violence (TF GBV) in Mongolia, Ulaanbaatar, 2 December 2024, <https://mongolia.unfpa.org/sites/default/files/pub-pdf/2025-01/Final%20Call%20to%20Action%20Mongolia%20TFGBV.pdf>

⁹ The "Digital Nation" policy (2022-2027) approved according to the Order A/24 of 2022 by the Minister of Digital Development, Innovation and Communication sets goals such as ensuring the availability of basic information technology and communications infrastructure and developing e-governance, but it does not include policies to protect human rights, such as personal data, privacy and freedom from discrimination and inhumane

treatment etc. National Human Rights Commission of Mongolia, [The 24th Report on the Status of Human Rights and Freedoms](#), (In Mongolian) p.166;

¹⁰ Article 13.14 of the Criminal Code was used to file investigations and claims against journalists and citizens who criticized authorities. [Amnesty International Report 2024/25](#), pp. 260-261; Amnesty International [Mongolia: Human rights agenda for the 2024-2028 State Great Khural](#), pp.12-13

¹¹ The Government of Mongolia has submitted a revised [draft Law on Media Freedom](#) to the State Great Khural of Mongolia on January 24, 2025; Ikon.mn, “Үзэл бодлоо илэрхийлэх эрх чөлөөг нүхчин дарсан нь” [“Suppression of freedom of expression”], 10 December 2021, <https://ikon.mn/opinion/2em4>, Asuudal.mn, “Монгол дахь уг хэлэх, үзэл бодлоо илэрхийлэх эрх чөлөөний эрх зүйн зохицуулалтыг сайжруулах шаардлагатай” [“It is necessary to improve the legal regulation of freedom of speech and expression of opinion in Mongolia”], 14 January 2023, <http://www.asuudal.mn/more/8131> and Unuudur.mn “Сэтгүүлчид гартаа гав зүүж, хэвлэлийн эрх чөлөөний төлөө жагслаа” [“Handcuffed journalists marched for press freedom”], 06 May 2024, <https://www.unuudur.mn/a/267619> (In Mongolian).

¹² Amnesty International Mongolia, Ковид 19 цар тахал хууль сахиулах ажиллагаа Монгол Улс: Цагдаагийн байгууллага, алба хаагчдын үйлдсэн хүний эрхийн зөрчил, тохиолдол [Law enforcement during the Covid-19 pandemic Mongolia: Cases of human rights violations committed by police and officers], December 2021, p. 5, last para. <https://amnesty.mn/library/3608>. (In Mongolian).

¹³ The Government of Mongolia has submitted a revised draft Law on Freedom to Assembly ([Жарсаал цуглаан хийх эрх чөлөөний тухай хуулийн төсөл](#)) to the State Great Khural of Mongolia on January 24, 2025.

¹⁴ The definition of torture in Article 21.12 of the [Criminal Code of Mongolia](#) is not fully consistent with Article 1 of the Convention against Torture. The Criminal Code was adopted in 2015 and entered into force on July 1, 2017; UN Committee against Torture (CAT), Concluding observations: Mongolia, 11 December 2024, UN Doc. [CAT/C/MNG/CO/3](#).

¹⁵ [Mongolia: Human rights agenda for the 2024-2028 State Great Khural](#), p.15.

¹⁶ Parliament of Mongolia, “Эрүүдэн шүүлт тулгах, хүнлэг бус, хэрцгийн хандахаас ангид байх хүний эрхийн хэрэгжилт”-ийн талаарх хяналтын сонсгал боллоо [Hearing on the implementation of the human right to freedom from torture and inhuman and cruel treatment was held], 20 November 2024, <https://www.parliament.mn/nn/63400/>, (In Mongolian); Mongolia lacks a legal framework to protect victims of torture, provide them with compensation, provide them with health, social and psychological services, and support them in their reintegration into society. Compensating for damages takes time, goes through many stages of the process, and faces many obstacles in obtaining relevant evidence. National Human Rights Commission of Mongolia, The 24th Report on the Status of Human Rights and Freedoms, p. 438, <https://nhrcm.gov.mn/#/page/29/journal/list/29>, (In Mongolian);

¹⁷ UN Working Group on Arbitrary Detention (WGAD), Report: Mongolia, 5 July 2023, UN Doc. A/HRC/54/51/Add.2, paras 33-41.

¹⁸ Mongolia, Хүний эрх хамгаалагчийн эрх зүйн байдлын тухай хууль [The law on legal status of Human rights defenders], 2021, <https://legalinfo.mn/mn/detail?lawId=16207226850601>; (An unofficial English version is available at <https://legalinfo.mn/mn/translate/>); ISHR, Mongolia adopts region's first HRD Law; some provisions worry defenders, 10 August 2021, <https://ishr.ch/latest-updates/mongolia-concerns-over-restrictive-hrd-law-passed-by-mongolian-parliament/>

¹⁹ Өмгөөлөгч Г.Жалбуу: Сэтгүүлчийн олж авсан баримт мэдээллийг нийтэд задруулсан гэж эрүүгийн хариуцлага хүлээлгэх нь мэргэжлийн үйл ажиллагаанд нь сөргөөр нөлөөлнө [Attorney G. Jalbuu: Holding a journalist criminally liable for disclosing information obtained by him/her will negatively affect his/her professional activities], 28 November 2023, Inews.mn, <https://www.inews.mn/a/34986> (In Mongolian); news.mn: "Мөрдөн шалгах ажиллагааны нууц Монголд утгаа алдсан" ["The secrecy of investigative operations has lost its meaning in Mongolia"] 25 March 2025, <https://news.mn/r/2790822/> (In Mongolian);

²⁰ Amnesty International Mongolia submitted recommendations in relation to this issue and the urban re-planning process more widely to the Parliament for 2020-2024 as well as 36th session of UPR working group. However, up-to date, none of these recommendations have been implemented. <https://www.amnesty.org/en/documents/asa30/1297/2019/en/>

²¹ According to Article 10.4 of the law on Reducing Urban Traffic Congestion and Providing housing to Ger areas, if consent and support are obtained from 70% of the affected property owners, the Mayor of the Capital City is authorized to issue a decision on compulsory eviction.

²² After the Law on Reduction of Traffic and Housing for Ger District in the capital, Ulaanbaatar, was rushed through in December 2023, almost 2,000 households on 158 hectares of land were forcibly evicted and more remained at risk of eviction. Capital City Housing Policy Department (CHPD), news: Capital City Housing Policy Department (CHPD) [The land acquisition for the Selbe sub-center is progressing, with more than 80% already completed] <https://hpa.ub.gov.mn/9720.html/>

²³ Climate risk country profile Mongolia, The world Bank, 2021. Mongolia has already experienced significant climate changes, with warming of over 2°C and declines in rainfall reported between 1940 and 2015. Recent climate changes have led to chronic drought, and increased exposure to secondary impacts such as dust storms.

²⁴ National Human rights Commission of Mongolia, [The 23th Report on the Status of Human Rights and Freedoms](#) Уул уурхайн нөлөөллийн бүсэд амьдарч буй иргэдийн эрх [Rights of citizens living in mining affected areas], p. 55-70 (In Mongolian)

²⁵ Ministry of Family, Labour and Social Protection, Official letter no.03/888, October 17, 2024, As of 2024, a total of 499,000 citizens receives old-age pensions from the Social Insurance Fund, of which 58%, or 288,000 citizens, receive the minimum old-age pension. Government Resolution No. 221, <https://legalinfo.mn/mn/detail?lawId=17350497257331>, The minimum and average pension amounts as of 2025 are as follows: the full minimum pension is 689,000 MNT, and the proportionally adjusted minimum pension is 572,000 MNT. (Amnesty International, The State of World Human Rights, April 2025, page 260, While the government had regularly increased retirement pensions since 2005, pension rates did not keep pace with inflation. They remained insufficient to cover living expenses, driving older people into poverty. Regulations attempting to adjust benefits based on inflation affected older people, leading to reductions in their benefits and resulting in lower payments than they would otherwise receive.