



MONGOLIA

UPDATED ASSESSMENT OF R2P IMPLEMENTATION 2022



Asia-Pacific Centre for the
Responsibility to Protect



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The following Updated Assessment Annex provides an overview of Mongolia's efforts in implementing R2P as of 2022. For a full description of the methodology used in this study, see Part II of 'Implementing the Responsibility to Protect in the Asia Pacific: An Assessment of Progress and Challenges', available [here](#). For more information on R2P implementation in the Asia Pacific in 2022, see the updated assessment [here](#).

MONGOLIA

Mongolia continues to transform itself into a vibrant multiparty democracy after decades of single-party rule and a centrally planned economy. It continues to be an adequate supporter of R2P, but more remains to be done before it can be considered a leader in the region.

Domestically, the civil society sector in Mongolia remains strong and many rights and liberties are guaranteed, including a new law protecting human rights defenders. Sexual and gender-based violence and corruption in political and judicial spheres remain ongoing problems in Mongolia, and prevent the full realisation of the ideals set out in its constitution and advocated by civil society members. It still has not appointed a national R2P Focal Point.

In the international context, Mongolia's record continues to be mixed. They have signed all but one of the international treaties most relevant to R2P and overall Mongolia adheres strongly to its international human rights obligations, despite issues of discrimination. It continues to be an active participant in the Universal Periodic Review and has hosted conferences and talks with regional neighbours to facilitate diplomacy and democratic best practice in the region.

However, the country is less active regionally and has a more ambiguous stance regarding other UN-led initiatives on R2P, and it continues to mostly abstain from voting in the General Assembly.

The exception to this ambiguity remains peacekeeping. Mongolia continues to have a strong peacekeeping record, and its efforts have continue to see it as a country with a well-deserved reputation for professional and effective peacekeeping deployments.

MONGOLIA

Assessment	Indicator
Very Strong	Protection of populations from atrocity crimes
	Dealing with past atrocities
	Sign and ratify the Rome Statute of the International Criminal Court and cooperate fully with the Court
	Establish and maintain National Human Rights Institutions in accordance with the Paris Principles
	Participate in international peer review processes, including the Universal Periodic Review (UPR) of the UN Human Rights Council
	Cooperate fully with UN Human Rights mandate holders and those of relevant regional organisations
	Take measures to counter and prevent violent extremism
	Ensure a legitimate, effective and civilian controlled security sector
	Prevent nationals committing atrocity crimes overseas
	Contribute to United Nations peacekeeping operations (especially those with a protection of civilians mandate)
	Develop the capacities needed to support civilian protection, including through the training of military and civilian personnel for peacekeeping
	Support UN Security Council veto restraint on issues relating to atrocity crimes
Strong	Reduction of atrocity crime risks
	Sign, ratify and implement relevant instruments of international law
	Cultivate and protect an active, diverse and robust civil society
	Ensure the education system reflects the ethnic, national and cultural diversity of society, and sets examples of inclusiveness
Fair	Ensure domestic promotion and protection of human rights, focusing on the elimination of discrimination
	Ensure equal access to justice
	Criminalise incitement to commit genocide, war crimes, ethnic cleansing and crimes against humanity
	Enact and implement laws protecting vulnerable groups, particularly in relation to sexual and gender-based violence
	Leverage existing mechanisms and institutions (including regional and sub-regional organisations) to encourage States to fulfil their responsibility to protect
Weak	Protect individuals and groups fleeing atrocity crimes and their risk, in accordance with International Refugee Law
	Encourage and assist States to fulfil their R2P in situations of emerging and ongoing crisis, such as good offices and preventive diplomacy
	Strengthen regional and international networks for atrocity crime prevention
	Strengthen the role and capacity of regional organisations
	Support the development and work of regional human rights and other preventive capacities
	Support atrocity prevention through development and assistance partnerships
	Support the strengthening of the UN's capacity for atrocity prevention, including through the UN Human Rights system

	Support preventive actions on atrocity crimes
Very Weak	Appoint national R2P Focal Point
	Incorporate atrocity crime risks and dynamics into conflict analysis and/or development partnerships
	Establish domestic mechanisms to hold the government accountable for upholding its responsibility to protect
	Conduct a national assessment of risk and resilience
	Participate in international, regional and national discussions on the further advancement of R2P
	Support the early warning and capacity building efforts of the UN Office on Genocide Prevention and R2P
	Support the Kigali Principles

Mongolia 2022 Score: 54

Mongolia 2019 Score: 58

Difference: - 4 

Retaining its unique space amongst a region where mass atrocities are systematically committed, Mongolia continues to be a decent, but not spectacular, supporter of R2P. Still emerging from its Soviet past, its strong democratic processes are in danger of backsliding, and issues over corruption and human rights abuses remain. While keeping mostly silent in its engagement with R2P in an international context, Mongolia continues to assert itself through effective cooperation with the UN Human Rights Council and the maintenance of a stellar peacekeeping record.

Thematic Area	Indicator	Assessment	Notes
Basic Compliance	Protection of populations from atrocity crimes.	Very Strong Unchanged	Mongolia remains a democracy in an autocratic region, sandwiched as it is between China and Russia and pursuing a foreign policy that stresses neutrality, multilateralism, and dialogue to remain a relevant regional actor. Despite recent concerns of a swing to autocracy, ¹ Mongolia overall remains an open democratic country with institutions and a civil society that encourages protection of the population from atrocity crimes.
	Reduction of atrocity crime risks.	Strong Unchanged	Risks of atrocities remain in Mongolia. These include impunity in the security sector (especially regarding accusations of torture in custody), endemic corruption, as well as widespread violence towards women, children, and those in the LGBTIQ+ community. However, there is slow but growing awareness and acceptance of human rights within the country, and recently passed law protecting human rights defenders has been widely commended by human rights groups and the UN. As such, the risk of atrocity crimes occurring in Mongolia remains low.
	Dealing with past atrocities.	Very Strong Unchanged	Mongolia is a rare country in the Asia Pacific, as it does not have to contend with the lingering trauma of past atrocities committed within its borders.
Policy Mechanisms	Appoint national R2P Focal Point.	Very Weak Unchanged	Mongolia has yet to appoint a national R2P Focal Point. ²
	Incorporate atrocity crime risks and dynamics into conflict analysis and/or development partnerships.	Very Weak Unchanged	No evidence was found of Mongolia carrying out such an assessment.
	Establish domestic mechanisms to hold the government accountable for upholding its responsibility to protect.	Very Weak Unchanged	No further evidence could be found of Mongolia establishing such mechanisms.
International Human Rights Obligations	Sign, ratify and implement relevant instruments of international law.	Strong Unchanged	There is no update on Mongolia's accession to international human rights laws relevant to R2P. They have ratified ten of the twelve most relevant treaties and have signed but not ratified the <i>Arms Trade Treaty</i> . ³ They have neither ratified nor signed the <i>1951 Refugee Convention</i> nor its <i>1967 Protocol</i> . ⁴

¹ Byambasuren, Enkhbaigali, 2021. 'Is Mongolia Heading Toward One-Party Rule?' *The Diplomat*, 18 May. Available at: <https://thediplomat.com/2021/05/is-mongolia-heading-toward-one-party-rule/>; Bayarlkhagva, Munkhnaran, 2021. Mongolia edges towards autocracy'. *Al Jazeera*, 18 July. Available at: <https://www.aljazeera.com/opinions/2021/7/18/mongolia-edges-towards-autocracy>. Cf. CIVICUS, 2021. *Mongolia is the Only Country Upgraded in 2021 Civic Rights Rankings*, <https://findings2021.monitor.civicus.org/country-ratings/mongolia.html>.

² Global Centre for the Responsibility to Protect (GCR2P), 2020. *Members of the Global Network of R2P Focal Points*, <https://www.globalr2p.org/resources/members-of-the-global-network-of-r2p-focal-points/>.

³ United Nations Treaty Collection (UNTC), 2022. 8. *Arms Trade Treaty*, https://treaties.un.org/pages/ViewDetails.aspx?src=TREATY&mtdsg_no=XXVI-8&chapter=26.

⁴ UNTC, 2022. 2. *Convention relating to the Status of Refugees*, https://treaties.un.org/pages/ViewDetailsII.aspx?src=TREATY&mtdsg_no=V-2&chapter=5&Temp=mtdsg2&clang=en.

	Sign and ratify the Rome Statute of the International Criminal Court and cooperate fully with the Court.	Very Strong Unchanged	Mongolia retains its ratification of the <i>Rome Statute of the International Criminal Court</i> . ⁵
	Establish and maintain National Human Rights Institutions in accordance with the Paris Principles.	Very Strong Unchanged	Mongolia retains the ‘A’ rating for its National Human Rights Commission (NHRCM), signifying full compliance with the Paris Principles. ⁶ There remains some concern that the NHRCM is not properly funded to carry out its duties in accordance with the Paris Principles. During recent reporting duties, Mongolia was given the recommendation to ensure the organisation has enough resources to carry out its functions. ⁷
	Ensure domestic promotion and protection of human rights, focusing on the elimination of discrimination.	Fair Unchanged	Human rights are generally respected in Mongolia, and it remains one of the few countries in the region to still be considered a free and open democracy. ⁸ Discrimination based upon sex, religion, ethnicity, and other characteristics remain prohibited under the constitution. Furthermore, Mongolia has become the first country in Asia to pass a law providing human rights defenders with legal protections, although some vaguely worded clauses in the legislation have raised some concerns of potential future abuse by the government. ⁹ Despite constitutional guarantees, discrimination against certain groups within Mongolian society continues, ¹⁰ with little action by the State in response. Women face discrimination in employment and there was no specific provision for sexual harassment in legislation. ¹¹ Those in the LGBTIQA+ community arguably face the most discrimination in Mongolia through all aspects of society. ¹² Yet, public awareness campaigns and training by human rights groups is improving the situation. ¹³
	Participate in international peer review processes, including the Universal Periodic Review (UPR)	Very Strong Unchanged	Mongolia participated in its most recent UPR in November 2020. It received a total of 191 recommendations, 170 of which it accepted and

⁵ International Criminal Court (ICC), n.d. *The States Parties to the Rome Statute*, https://asp.icc-cpi.int/en_menus/asp/states%20parties/pages/the%20states%20parties%20to%20the%20rome%20statute.aspx#M.

⁶ Global Alliance of National Human Rights Institutions (GANHRI), 2021. *Members*, <https://ganhri.org/membership/>.

⁷ United Nations, Committee on Enforced Disappearances (CED), Concluding observations on the report submitted by Mongolia under article 29 (1) of the Convention, 30 September 2021, CED/C/MNG/CO/1, p. 3.

⁸ Freedom House ranks Mongolia as ‘Free’ with a score of 84/100 for political rights and civil liberties, far higher than its neighbours China (9/100 ‘Not Free’) and Russia (19/100 ‘Not Free’). See: Freedom House, 2021. *Freedom in the World 2021: Mongolia*, <https://freedomhouse.org/country/mongolia/freedom-world/2021>.

⁹ Forum-Asia, 2021. *[Joint Statement] Mongolia: New law protecting human rights defenders welcomed but problematic clauses raise concerns*, <https://www.forum-asia.org/?p=34902>; United Nations Human Rights Office of the High Commissioner (UNOHCHR), 2021. *Mongolia: New law to protect human rights defenders*, <https://www.ohchr.org/EN/NewsEvents/Pages/MongoliaHumanRightsLaw.aspx>. See also: CIVICUS, 2021. *Passage of Human Rights Defenders Law Important Step as Ruling Party Consolidates Power in Mongolia*, <https://monitor.civicus.org/updates/2021/06/29/passage-human-rights-defenders-law-important-step-ruling-party-consolidates-power-mongolia/>.

¹⁰ The NHRCM maintains the State has yet to draft comprehensive anti-discrimination legislation. United Nations, Human Rights Council (HRC), Summary of stakeholders’ submissions on Mongolia, 24 February 2020, A/HRC/ WG.6/36/MNG/3, para. 6.

¹¹ U.S Department of State, 2021. *2020 Country Reports on Human Rights Practices: Mongolia*, ‘Section 6. Discrimination, Societal Abuses, and Trafficking in Persons: Women’, <https://www.state.gov/reports/2020-country-reports-on-human-rights-practices/mongolia/>.

¹² Ibid., ‘Acts of Violence, Criminalization, and Other Abuses Based on Sexual Orientation and Gender Identity’; Freedom House, 2021. *Freedom in the World 2021: Mongolia*, ‘F. Rule of Law’.

¹³ Menard, Aubrey and Khaliun Bayartsogt, 2019. ‘Charges in Mongolia LGBT attack hint at changing attitudes’. *Al Jazeera*, 9 October. Available at: <https://www.aljazeera.com/news/2019/10/9/charges-in-mongolia-lgbt-attack-hint-at-changing-attitudes>.

	of the UN Human Rights Council.		<p>noted the other 21.¹⁴ Those recommendations noted by the State relate to removing the death penalty from the constitution, and furthering the rights of refugees and migrant workers in the country, including signing the <i>1951 Refugee Convention</i> and the <i>1967 Protocol</i>. This outcome is similar to previous behaviour by Mongolia in earlier UPR cycles.</p> <p>During the interactive dialogue when Mongolia responded to claims and recommendations by other States, the delegation "...emphasized that it would continue its commitments to implementing international human rights standards in the country".¹⁵</p> <p>Mongolia will hold its next UPR in May 2025, and it has no overdue reports of the procedures it is a part of.¹⁶</p>
	Cooperate fully with UN Human Rights mandate holders and those of relevant regional organisations.	Very Strong Unchanged	Mongolia possesses an excellent record of cooperation with the UNOHCHR and mandate holders. Nine visits have been completed, with another (investigating violence against women) wrapping up at the end of 2021 with the report forthcoming. Only one (on torture) has been declined by the mandate holder. ¹⁷
	Ensure equal access to justice.	Fair Unchanged	<p>Mongolia's judicial sector remains adequate overall, but there are numerous issues that hinder the proper application of justice. Since the passing of a law in 2019 for the National Security Council¹⁸ to recommend the dismissal of judges, judicial independence is lacking.¹⁹</p> <p>Bribery, intimidation of witnesses, and a lack of training of officials remain problems that can affect trial procedures. Furthermore, NGOs have observed conditions in prisons and detention centres in Mongolia are harsh, with reports of some detainees subject to cruel punishment to garner a confession.²⁰</p>
	Criminalise incitement to commit genocide, war crimes, ethnic cleansing and crimes against humanity.	Fair Unchanged	Mongolia has provisions within its <i>Criminal Code</i> that provide penalties to those committing genocide, war crimes, and the crime of aggression. ²¹

¹⁴ UPR-Info, n.d. *Mongolia 2020*, [https://upr-info-database.uwazi.io/library/?q=\(allAggregations:lf,filters:\(cycle:\(values:!\(%27567eec7b-d5ab-4c36-a712-57c38fae9124%27\)\).response:\(values:!\(%2734b4d35c-8157-40cf-a42f-c3cd7353d692%27\)\).state_under_review:\(values:!\(%278j8n3mwf9wx%27\)\)\).from:0.includeUnpublished:lf.limit:30.order:desc.searchTerm:%27mongolia%202020%27,sort:creationDate,unpublished:!\(f\)\)](https://upr-info-database.uwazi.io/library/?q=(allAggregations:lf,filters:(cycle:(values:!(%27567eec7b-d5ab-4c36-a712-57c38fae9124%27)).response:(values:!(%2734b4d35c-8157-40cf-a42f-c3cd7353d692%27)).state_under_review:(values:!(%278j8n3mwf9wx%27))).from:0.includeUnpublished:lf.limit:30.order:desc.searchTerm:%27mongolia%202020%27,sort:creationDate,unpublished:!(f))).

¹⁵ United Nations, Human Rights Council (HRC), Report of the Working Group on the Universal Periodic Review: Mongolia, 28 December 2020, A/HRC/46/9, para. 115.

¹⁶ UNOHCHR, n.d. *List of States Parties without overdue reports*, https://tbinternet.ohchr.org/_layouts/15/TreatyBodyExternal/LateReporting.aspx.

¹⁷ UNOHCHR, n.d. *View Country visits of Special Procedures of the Human Rights Council since 1998*, <https://spinternet.ohchr.org/ViewCountryVisits.aspx?visitType=all&country=MNG&Lang=en>.

¹⁸ The National Security Council of Mongolia comprises the president, the prime minister and the speaker of parliament, effectively making the judicial branch subservient to the other branches of government.

¹⁹ Freedom House, 2021. *Freedom in the World 2021: Mongolia*, 'F. Rule of Law'.

²⁰ U.S Department of State, 2021. *2020 Country Reports on Human Rights Practices: Mongolia*, 'Section 1. Respect for the Integrity of the Person, Including Freedom from: Arrest Procedures and Treatment of Detainees'.

²¹ International Criminal Court Project, 2022. *Mongolia: Overview*, <https://www.aba-icc.org/country/mongolia/>.

	Take measures to counter and prevent violent extremism.	Very Strong Increase	<p>Mongolia remains committed to countering terrorism and extremism in line with international norms,²² despite never suffering a terrorist attack.</p> <p>The country has recently made gains in its efforts to prevent money laundering and the financing of terrorism within its borders. In 2019, the country was placed on the “grey list” of the Financial Action Task Force, signifying there were significant deficiencies within the countries security architecture that made it vulnerable to money laundering and terrorism financing. However, after a year, the country was removed from the list after significant efforts to improve its processes.²³ In 2021, the Asia/Pacific Group (APG) on Money Laundering, in its most recent mutual evaluation report of Mongolia, noted the country had made significant progress in addressing its deficiencies. It rated 37 out of the 40 indicators for Mongolia as compliant or largely compliant.²⁴</p>
	Enact and implement laws protecting vulnerable groups, particularly in relation to sexual and gender-based violence.	Fair Unchanged	<p>Mongolia has made significant improvements to counter sexual and gender-based violence (SGBV) within the country in the last several years. However, Mongolian society as a whole is deeply influenced by patriarchal norms that reinforce gender inequality and make possible abuse against women, girls, and boys.²⁵ Restrictions due to COVID-19 saw a rise in complaints of domestic violence, and the criminal code does not yet criminalise sexual harassment.²⁶</p> <p>As mentioned in a previous Indicator, a UN Special Rapporteur on violence against women to Mongolia recently visited and stated that with a sufficient legislative framework in place to stop SGBV, the challenge now was for the country to put it into practice.²⁷</p> <p>Those of the LGBTIQ+ community within Mongolia continue to face widespread</p>

²² Sixth Committee of the 75th Session of the UN General Assembly, 2020. *Statement by H.E. Mr. Enkhbold Vorshilov, Ambassador and Permanent Representative of Mongolia to the United Nations On Measures to Eliminate International Terrorism*, https://www.un.org/en/ga/sixth/75/pdfs/statements/int_terrorism/02mtg_mongolia.pdf.

²³ Magee, Declan, Carlo Antonio Garcia, 2020. *How Did Mongolia Get Off the Money Laundering Watch List in Record Time?*, <https://blogs.adb.org/blog/how-did-mongolia-get-money-laundering-watch-list-record-time#:~:text=Mongolia%20provides%20an%20example%20of,and%20terrorist%20financing%20watchdog%20group>.

²⁴ APG, 2021. *4th Follow-Up Report: Mutual Evaluation of Mongolia*, p. 7, <http://www.apgml.org/members-and-observers/members/member-documents.aspx?m=ee2ef268-6106-40ec-806e-bec3987f9f88>. (The report can be downloaded from the link on this page).

²⁵ Freedom House, 2021. *Freedom in the World 2021: Mongolia*, ‘G. Personal Autonomy and Individual Rights’; Duin, Julia, 2020. ‘Living While Female in Mongolia’. *Foreign Policy*, 14 February. Available at:

<https://foreignpolicy.com/2020/02/14/living-while-female-in-mongolia/>; Battur, Myagmarsuren, 2021. ‘To Curb Domestic Violence, City Enlists ‘Sisters of the Well’’. *Global Press Journal*, 15 May. Available at: <https://globalpressjournal.com/asia/mongolia/curb-domestic-violence-mongolia-enlists-sisters-well/>.

²⁶ Amnesty International, 2021. *Mongolia 2020*, ‘Violence against women and girls’, <https://www.amnesty.org/en/location/asia-and-the-pacific/east-asia/mongolia/report-mongolia/>; U.S Department of State, 2021. *2020 Country Reports on Human Rights Practices: Mongolia*, ‘Section 6. Discrimination, Societal Abuses, and Trafficking in Persons: Women’.

²⁷ UNOHCHR, 2021. *Mongolia: Time to accelerate translation of laws on violence against women into reality – UN expert*, <https://www.ohchr.org/en/NewsEvents/Pages/DisplayNews.aspx?NewsID=27926&LangID=E>. See also: unicef, 2020. *No More: End Gender-based Violence at Home, in the Workplace, and in Public Spaces*, <https://www.unicef.org/mongolia/press-releases/gender-based-violence#:~:text=When%20Mongolia%20conducted%20its%20first,year%20prior%20to%20the%20survey>.

	Protect individuals and groups fleeing atrocity crimes and their risk, in accordance with International Refugee Law.	Weak Unchanged	<p>discrimination, despite recent increased visibility and awareness.²⁸</p> <p>There seems to be no improvement on Mongolia's capacity to care for refugees in accordance with international law, and they have still neither signed nor ratified the <i>1951 Refugee Convention</i> and its <i>1967 Protocol</i>.</p> <p>There is potential that Mongolia will see a rise in internal displacement caused by climate change.²⁹ As a substantial portion of the population still make a living in livestock and as herders, weather events that cause widespread livestock deaths can devastate rural economies and hasten migration to urban centres, especially the capital Ulaanbaatar.</p> <p>While this is a circumstance not directly related to the Indicator, Mongolia's lack of capacity in dealing with migrant flows is a potential risk to further economic and social unrest in the future.</p>
Domestic Implementation	Conduct a national assessment of risk and resilience.	Very Weak Unchanged	No national assessment has been conducted.
	Cultivate and protect an active, diverse and robust civil society.	Strong Unchanged	<p>Civil society in Mongolia remains strong. Despite public restrictions due to the COVID-19 pandemic, freedoms of assembly, association, religion and expression were generally respected,³⁰ despite corruption remaining an enduring problem.³¹</p> <p>The media landscape within Mongolia remains strong overall, but still has lingering issues stemming from Soviet times which sees widespread self-censorship.³² Media ownership is highly concentrated and opaque, and legislation curbing dis- and misinformation, along with stringent defamation laws, illicit a cooling effect on the media environment to limit objective and investigative reporting.³³</p>
	Ensure a legitimate, effective and civilian controlled security sector.	Very Strong Unchanged	Mongolia's security forces are sufficiently controlled by civilian authorities, yet there remain some concerns over impunity, particularly around the treatment of detainees in the prison system. Police responses regarding SGBV, domestic violence and the LGBTIQ+ community, while

²⁸ Bastiano, Amedeo, 2020. 'For LGBTIQ+ people in Mongolia, stigma is a fact of life'. *Global Voices*, 21 August. Available at: <https://globalvoices.org/2020/08/21/for-lgbtq-people-in-mongolia-stigma-is-a-fact-of-life/>.

²⁹ A one-way mass migration to urban areas, called *Ih Nuudel* (the Big Migration) has been underway in Mongolia for years, partly because of the Soviet Union's collapse and the subsequent lack of State support for rural herders. Adverse environmental conditions and events, called *dzud*, are growing in intensity within Mongolia, and have the potential to affect large numbers of Mongolians. Raulerson, Matt, 2022. *Mongolia, Climate Change and Ih Nuudel (Big Migration)*, <https://www.climate-refugees.org/spotlight/2022/1/21/mongolia>. See also: Lindskog, Benedikte V., 2014. 'Natural calamities and "the Big Migration": Challenges to the Mongolian health system in "the Age of the Market"'. *Global Public Health*, vol. 9, no. 8, p. 885 – 887; ACAPS, 2021. *Mongolia: Anticipated Impact of Dzuds*, <https://www.acaps.org/special-report/mongolia-dzuds>.

³⁰ Freedom House, 2021. *Freedom in the World 2021: Mongolia*, 'D. Freedom of Expression and Belief'; U.S Department of State, 2021. *2020 Country Reports on Human Rights Practices: Mongolia*, 'Section 2. Respect for Civil Liberties, Including: b. Freedoms of Peaceful Assembly and Association'.

³¹ Risk and Compliance Portal, 2020. *Mongolia Corruption Report*, <https://www.ganintegrity.com/portal/country-profiles/mongolia/>.

³² Mongolia has risen to 68 out of 180 in the 2021 World Press Freedom Index. Reporters Without Borders, 2021. *Mongolia*, <https://rsf.org/en/mongolia>.

³³ Amnesty International, 2021. *Mongolia: 2020*, 'Freedom of expression'; Freedom House, 2021. *Freedom in the World 2021: Mongolia*, 'D. Freedom of Expression and Belief'; U.S Department of State, 2021. *2020 Country Reports on Human Rights Practices: Mongolia*, 'Section 2. Respect for Civil Liberties, Including: A. Freedom of Expression, Including for the Press'.

	<p>Ensure the education system reflects the ethnic, national and cultural diversity of society, and sets examples of inclusiveness.</p>	<p>Strong Unchanged</p>	<p>improving, can still illicit subpar responses due to ingrained social stigmas.³⁴</p> <p>Mongolia retains an adequate education system, yet like many countries it suffered setbacks with the COVID-19 pandemic and the reliance on online learning. This was made harder by Mongolia’s strong urban-rural divide, and its unique relationship with pastoralism which is still a national livelihood for many in the country.</p> <p>Lessons on TV were adopted by the government to help children catch up, with accompanying sign language and in some cases translations into native languages.³⁵ Overall, a focus remains on improving the quality of education in Mongolia and making it accessible for as many children as possible.³⁶ To their credit, Mongolia’s government has developed a plan to improve their education sector with better technology and more inclusivity through to 2030.³⁷</p>
	<p>Prevent nationals committing atrocity crimes overseas.</p>	<p>Very Strong Unchanged</p>	<p>There is no change in Mongolia’s efforts to prevent national committing atrocity crimes overseas, which given their ratification of the <i>Rome Statute</i>, is already excellent.³⁸</p>
<p>Bilateral and Multilateral Relations</p>	<p>Participate in international, regional, and national discussions on the further advancement of R2P.</p>	<p>Very Weak Decrease</p>	<p>No evidence could be found of Mongolia engaging in discussions relating to R2P in the last two years. Mongolia retains diplomatic ties with all countries in the region,³⁹ and it has continued to carry out diplomatic meetings with all of them as part of the “third neighbour” diplomacy it has adhered to in the past.⁴⁰ These meetings have largely regarded regional security, economic development, and recovery from the pandemic,⁴¹ with no mention of atrocity prevention or R2P.</p>
	<p>Leverage existing mechanisms and institutions (including regional and sub-regional organisations) to encourage States to fulfil their responsibility to protect.</p>	<p>Fair Unchanged</p>	<p>Mongolia has continued to not vote against resolutions in the UN General Assembly that reference R2P. Having said that, it has mostly abstained from voting.</p> <p>UN General Assembly Resolutions:⁴²</p>

³⁴ U.S Department of State, 2021. *2020 Country Reports on Human Rights Practices: Mongolia*, ‘Section 1. Respect for the Integrity of the Person, Including Freedom from: C. Torture and Other Cruel, Inhuman, Or Degrading Treatment or Punishment’; Amnesty International, 2021. *Mongolia: 2020*, ‘Torture and other ill-treatment’.

³⁵ Munkhtuya, Lkhagvasuren, 2021. ‘Pandemic Challenges and Digital Perspectives for Mongolia’s Educational System’. *Italian Institute for International Political Studies*, 19 April. Available at: <https://www.ispionline.it/en/publicazione/pandemic-challenges-and-digital-perspectives-mongolias-educational-system-30037>.

³⁶ UNESCO, 2020. *Mongolia Education Policy Review: Towards a Lifelong Learning System*, p. 11 – 13, <https://unesdoc.unesco.org/ark:/48223/pf0000373687>.

³⁷ Global Partnership for Education, 2020. *Education Sector Medium Mid-Term Development Plan 2021 – 2030. Mongolia*, <https://www.globalpartnership.org/content/education-sector-medium-mid-term-development-plan-2021-2030-mongolia>.

³⁸ As mentioned in a previous Indicator, Mongolia’s *Criminal Code* independently criminalises genocide, war crimes and the crime of aggression.

³⁹ Most notably, it is one of the few countries to maintain open diplomatic ties with the Democratic People’s Republic of Korea.

⁴⁰ Given the regional geo-strategic rivalries Mongolia finds itself situated in, it has increasingly pursued a course of neutrality and seeks to act as a mediator in the region. Prowse, Sinclair, n.d. *Mongolia – Neutrality and Anxiety*, <https://asiasociety.org/australia/mongolia-neutrality-and-anxiety>; Drysdale, Peter, 2014. ‘Some lessons from Mongolian diplomacy’. *East Asia Forum*, 2 June. Available at: <https://www.eastasiaforum.org/2014/06/02/some-lessons-from-mongolian-diplomacy/>.

⁴¹ Jargalsaikhan, Mendee, 2020. *Mongolia’s diplomacy amidst the pandemic and geopolitical rivalries*, <https://asia.fes.de/news/mongolias-diplomacy-amidst-the-pandemic-and-geopolitical-rivalries>; Tiezzi, Shannon, 2021. ‘Mongolia Seizes the Diplomatic Moment’. *The Diplomat*, 28 July. Available at: <https://thediplomat.com/2021/07/mongolia-seizes-the-diplomatic-moment/>.

⁴² GCR2P, 2021. *UN General Assembly Resolutions Referencing R2P*, <https://www.globalr2p.org/resources/un-general-assembly-resolutions-referencing-r2p-2/>. (Voting records for each resolution were accessed using the UN’s Digital Library: General Assembly of the United Nations, n.d. *Voting Records*, <https://www.un.org/en/ga/documents/voting.asp>.)

- 2018: Extrajudicial, summary or arbitrary executions A/RES/73/172: **yes**.
- 2018: Situation of human rights in the Democratic People’s Republic of Korea A/RES/73/180: **adopted without vote**.
- 2018: Situation of human rights in the Syrian Arab Republic A/RES/73/182: **abstained**.
- 2019: Situation of human rights in the Democratic People’s Republic of Korea A/RES/74/166: **adopted without vote**.
- 2019: Situation of human rights in the Syrian Arab Republic A/RES/74/169: **abstained**.
- 2020: Situation of human rights in the Democratic People’s Republic of Korea A/RES/75/190: **adopted without vote**.
- 2020: Extrajudicial, summary or arbitrary executions A/RES/75/189: **yes**.
- 2020: Situation of human rights in the Syrian Arab Republic A/RES/75/193: **abstained**.
- 2021: Promoting a culture of peace and tolerance to safeguard religious sites A/RES/75/258: **adopted without vote**.
- 2021: The responsibility to protect and the prevention of genocide, war crimes, ethnic cleansing and crimes against humanity A/RES/75/277: **yes**.

Outside of the UN General Assembly, no other efforts on R2P by Mongolia could be found.

Encourage and assist States to fulfil their R2P in situations of emerging and ongoing crisis, such as good offices and preventive diplomacy.

Weak
Decrease

There is no evidence to suggest Mongolia has worked towards assisting States during ongoing crises. Despite contributing a comparatively large amount of personnel to military operations in Afghanistan, Mongolia was silent when the Taliban reclaimed the country.⁴³

Similarly, no evidence was found of Mongolia’s efforts or opinions on the 2021 coup in Myanmar, despite taking part in the ASEAN Regional Forum.⁴⁴

Strengthen regional and international networks for atrocity crime prevention.

Weak
Unchanged

While Mongolia still holds the annual Ulaanbaatar Dialogue Initiative on Northeast Asian Security (UBD), there is no evidence that it addresses atrocity prevention measures.⁴⁵ The UBD includes countries and entities outside of Northeast Asia and includes personnel from both government and academia to discuss issues affecting the region.

More importantly for Mongolia, the UBD seems to be a way of maintaining effective relations with the superpowers in its region and maintaining a geostrategic peace within the region, rather than to further human rights or atrocity prevention.⁴⁶

Strengthen the role and capacity of regional organisations.

Weak
Unchanged

Mongolia is a member of regional organisations such as the Asia-Pacific Economic Cooperation (APEC), ASEAN, OSCE and the Asia-Pacific

⁴³ Dierkes, Julian, 2021. *Silence on Afghanistan*, <https://blogs.ubc.ca/mongolia/2021/afghanistan-hazara-engagement-silence/>.

⁴⁴ E., Erdenejargal, 2020. ‘Deputy Foreign Minister participates in ASEAN Regional Forum’. *MONTSAME News Agency*, 14 September. Available at: <https://montsame.mn/en/read/236370>.

⁴⁵ Ministry of Foreign Affairs of Mongolia, n.d. *Ulaanbaatar Dialogue Initiative*, <https://mfa.gov.mn/en/documentation/61403/#>.

⁴⁶ Wishnick, Elizabeth, 2019. ‘Mongolia: Bridge or Buffer in Northeast Asia?’ *The Diplomat*, 19 June. Available at: <https://thediplomat.com/2019/06/mongolia-bridge-or-buffer-in-northeast-asia/>.

			Trade Agreement (since 2020). ⁴⁷ While they are a member of these organisations, there is no evidence to suggest they have strengthened their capabilities, either for atrocity prevention or otherwise.
	Support the development and work of regional human rights and other preventive capacities.	Weak Decrease	There is little new evidence that Mongolia has supported the regional development of human rights. However, they do seem committed to strengthening human rights domestically, with help from the Asia Pacific Forum, a consortium of regional human rights institutions. This includes new legislation strengthening the NHRCM and the passing of a law protecting human rights defenders. ⁴⁸
	Support atrocity prevention through development and assistance partnerships.	Weak Decrease	No mention of specific atrocity prevention measures could be found in Mongolia's development partnerships with donors. Most of the aid delivered to the country (as of 2019) is multisector funding, with other significant percentages into social and economic infrastructure and services. ⁴⁹ Mongolia received additional aid to deal with the outbreak of COVID-19 in late 2020, but there was concern that such aid did not go to where it was needed most. ⁵⁰
United Nations, prevention, Peacekeeping, and assistance	Support the early warning and capacity building efforts of the UN Office on Genocide Prevention and R2P.	Very Weak Decrease	No information could be found of Mongolia explicitly supporting or not supporting the UN's Office on Genocide Prevention and R2P.
	Support the strengthening of the UN's capacity for atrocity prevention, including through the UN Human Rights system.	Weak Unchanged	Mongolia possesses at least a rhetorical commitment to human rights protection through the UN. The country recently celebrated 60 years of UN membership, of which it seems they are quite proud of. ⁵¹ Their foreign policy points to prioritising multilateralism and dialogue, and a corresponding tacit support of human rights, rather than explicit one.
	Support preventive actions on atrocity crimes.	Weak Unchanged	Over the last two years, Mongolia's actual stance on atrocity prevention remains unknown. Similar in its support of regional and international human rights, the country appears to not object to the norm per se, but it does not explicitly endorse or champion it either.
	Contribute to United Nations peacekeeping operations (especially those with a protection of civilians mandate).	Very Strong Unchanged	Mongolia remains a well-recognised supporter of peacekeeping, ranked 23 rd in the world of the largest contributors to UN peacekeeping missions. ⁵² Given its small population and standing military force, this is a significant achievement, and the country uses it military to further its diplomatic policies in the region. ⁵³ They have 889 personnel deployed, with the vast majority attached to

⁴⁷ Bertelsmann Stiftung, 2022. *BTI 2022 Country Report: Mongolia*, p. 41, https://bti-project.org/fileadmin/api/content/en/downloads/reports/country_report_2022_MNG.pdf.

⁴⁸ Asia Pacific Forum, 2021. *APF meets with Mongolian NHRI*, <https://www.asiapacificforum.net/news/apf-meets-mongolian-nhri/>.

⁴⁹ OECD, 2019. *Receipts for Mongolia*, https://public.tableau.com/views/OECDACAidataglanbyrecipient_new/Recipients?:embed=y&:display_count=yes&:showTabs=y&:toolbar=no&:showVizHome=no. (Mongolia can be selected from the drop-down menu at the top).

⁵⁰ Bertelsmann Stiftung, 2022. *BTI 2022 Country Report: Mongolia*, p. 40.

⁵¹ Lkhaajav, Bolor, 2021. 'Mongolia Celebrates 60 Years in the United Nations'. *The Diplomat*, 1 November. Available at: <https://thediplomat.com/2021/11/mongolia-celebrates-60-years-in-the-united-nations/>.

⁵² United Nations Mongolia, 2021. *Mongolian Peacekeepers in the Spotlight*, <https://mongolia.un.org/en/128613-mongolian-peacekeepers-spotlight>.

⁵³ Jargalsaikhan, Mendee, 2021. 'Mongolia's military diplomacy and geopolitical balance'. *East Asia Forum*, 18 March. Available at: <https://www.eastasiaforum.org/2021/03/18/mongolias-military-diplomacy-and-geopolitical-balance/>.

		UNMISS, which has a protection of civilians mandate. ⁵⁴
Develop the capacities needed to support civilian protection, including through the training of military and civilian personnel for peacekeeping.	Very Strong Unchanged	Khaan Quest, Mongolia's multilateral peacekeeping exercise, was cancelled in 2020 due to the pandemic. No other information could be found on whether it returned for 2021 or whether it will take place in 2022. However, the country remains committed to increasing the capacity of its personnel to serve as effective peacekeepers. This includes a commitment to include women in leading peacekeeping roles, aspiring to 15 percent of personnel from a current six percent. Mongolia also seeks to develop training and research capabilities to develop new peacekeeping policies, and seeks to host an international conference of best practices for women's participation in peacekeeping in 2022. ⁵⁵
Support the Kigali Principles.	Very Weak Unchanged	Mongolia is still not a signatory to the Kigali Principles.
Support UN Security Council veto restraint on issues relating to atrocity prevention.	Very Strong Unchanged	Mongolia remains a signatory of the French/Mexican initiative on the suspension of veto powers in the UN Security Council in the event of mass atrocities. ⁵⁶ They are also a signatory of the Security Council Code of Conduct regarding action over atrocity crimes. ⁵⁷

⁵⁴ United Nations Peacekeeping, 2021. *Troop and Police Contributors*, <https://peacekeeping.un.org/en/troop-and-police-contributors>. (Mongolia can be selected from the Country drop-down menu).

⁵⁵ United Nations Peacekeeping, 2021. *Statement by H.E. Mr. Saikhanbayar Gursed, Minister of Defense of Mongolia at the United Nations Peacekeeping Ministreal (sic) Conference in Seoul*, p. 2,

<https://peacekeeping.un.org/sites/default/files/mongolia.pdf>. See also: Lkhaajav, Bolor, Bolor Ganbold, 2022. 'Mongolia's Female Peacekeepers: A Case Study for Gender Parity'. *The Diplomat*, 13 January. Available at: <https://thediplomat.com/2022/01/mongolias-female-peacekeepers-a-case-study-for-gender-parity/>.

⁵⁶ GCR2P, 2020. *List of Supporters of the Political Declaration on the Suspension of Veto*, <https://www.globalr2p.org/resources/list-of-supporters-of-the-political-declaration-on-suspension-of-veto/>.

⁵⁷ GCR2P, 2019. *List of Signatories to the ACT Code of Conduct*, <https://www.globalr2p.org/resources/list-of-signatories-to-the-act-code-of-conduct/>.