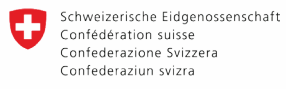# BAGANUUR DISTRICT

Rapid Assessment on Population, Migration and Needs

September 2022 to February 2023 (Third Phase Data Collection)

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CONTENTS

INTRODUCTION AND METHODOLOGY

INTRODUCTION

This district-level report provides an overview of key thematic areas covered by the Baganuur district rapid assessment on population, migration and needs between September 2022 and February 2023. Current data collection is the third phase of the Displacement Tracking Matrix (DTM) Mobility tracking assessment done by IOM Mongolia in Ulaanbaatar.

Similar to phase one, this study explores eight primary themes across Baganuur district, namely, population baseline figures, registration, internal arrivals and departures (migration), employment, financial situation, mobility-related challenges, and services and infrastructure. Data are collected through key informant interviews with kheseg leaders,[1] who are well-informed about their communities, resources and local context.

Previous IOM studies have found that a combination of complex factors, including land degradation and climate change, are altering traditional migration patterns in Mongolia. More frequent drought and dzuds,[2] insufficient job opportunities, inadequate living conditions, and rural population's livestock dependency has directly increased the level of migration to urban areas and other aimags.[3]

Understanding the nature of these migration patterns has been hindered by discrepancies between census data, registration data, and the reality of people living in and migrating between different locations across Mongolia. By obtaining data on population and internal migration in within the Baganuur district, this study aims to bridge the gap in up-to-date data collection and analysis to inform policies and actions on internal migration.

RESEARCH METHODOLOGY

This report utilizes the IOM DTM Mobility Tracking methodology adapted for the Mongolian context.

Information is collected at the kheseg level – the smallest administrative unit in Baganuur district through key informant interviews with kheseg leaders. Kheseg leaders were chosen as key informants due to their in-depth knowledge of their communities, as well as the resources and contacts in their possession and duties providing essential public services to the population. Kheseg leaders were asked to fill out the survey tool composed of seven parts – each outlined into separate sections in this report. Kheseg leaders filled in the data collection form on mobile devices after conducting observation within their respective regions checking new arrivals and departures and the registration status. Moreover, kheseg leaders were thoroughly trained on the survey tool prior to its implementation to ensure accurate and reliable data collection and entry.

After the data entry process, the DTM team conducted a series of quality assurance checks to identify any potential data entry errors, discrepancies or duplicates, and followed up with kheseg leaders for clarification. Data analysis was conducted at the kheseg level and then aggregated at the khoroo,[4] district and city-wide levels. Notably, findings presented in this report at the district or city level are also available at the kheseg level.

LIMITATIONS

The adopted methodology relies on information provided by key informants and is intended to serve as one data source for triangulation with other available sources.

The data collected shows the estimates and perceptions of key informants, which are often subjective. Therefore, the data has limited external and internal validity since the reliability of the data will vary in line with a number of factors, including the size of the observational unit (i.e. the size and population of the kheseg) and the knowledge of the specific key informant, which might depend on the extent to which he or she is engaged with the community.

Additionally, the triangulation of results, which could otherwise serve as a useful counterbalance against biases, was limited by the usage of only one key informant per assessed location.

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1 Kheseg is the smallest administrative unit in Ulaanbaatar. A kheseg leader usually refer to the governance of a kheseg.

2 Dzuds are extreme winters characterised by freezing temperatures, heavy snow, and frozen ground, with temperatures reaching far below the average. While herders and animals living in Mongolia are resilient to environmental hazards, and are used to hot summers and cold winters, dzuds put an additional strain on the lives of herders.

3 An aimag is a Mongolian province-level administrative subdivision.

4 A khoroo is an administrative subdivision of Ulaanbaatar.

GEOGRAPHICAL COVERAGE BREAKDOWN

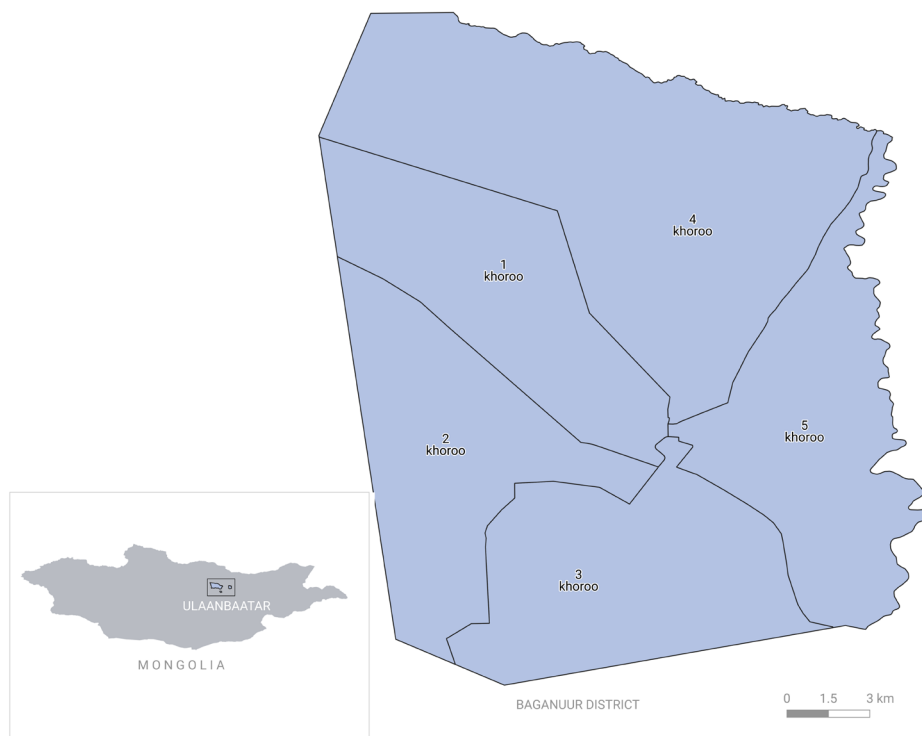**Picture 1. Baganuur district map with khoroo divisions**

Table 1. Baganuur district population

Districts	Number of Khesegs	Total population *(Inclusive of unregistered temporary residents)*
Baganuur	34	27,105
Total	34	27,105

DEFINITIONS

Baseline population figures: All residents of the location at the time of the assessment, irrespective of place of origin, document status, registration status, age, or any other socio-demographic characteristic.

Household: A group of individuals living under the same roof, sharing expenses and food.

Arrivals: individuals who have arrived at a location (both registered and unregistered) with the intention of staying for at least four weeks, regardless of whether they arrived from another location within the same city or outside the city.

Departures: Individuals who have left a location and who do not intend to return for at least four weeks, regardless of whether they left for another location within the same city or outside the city.
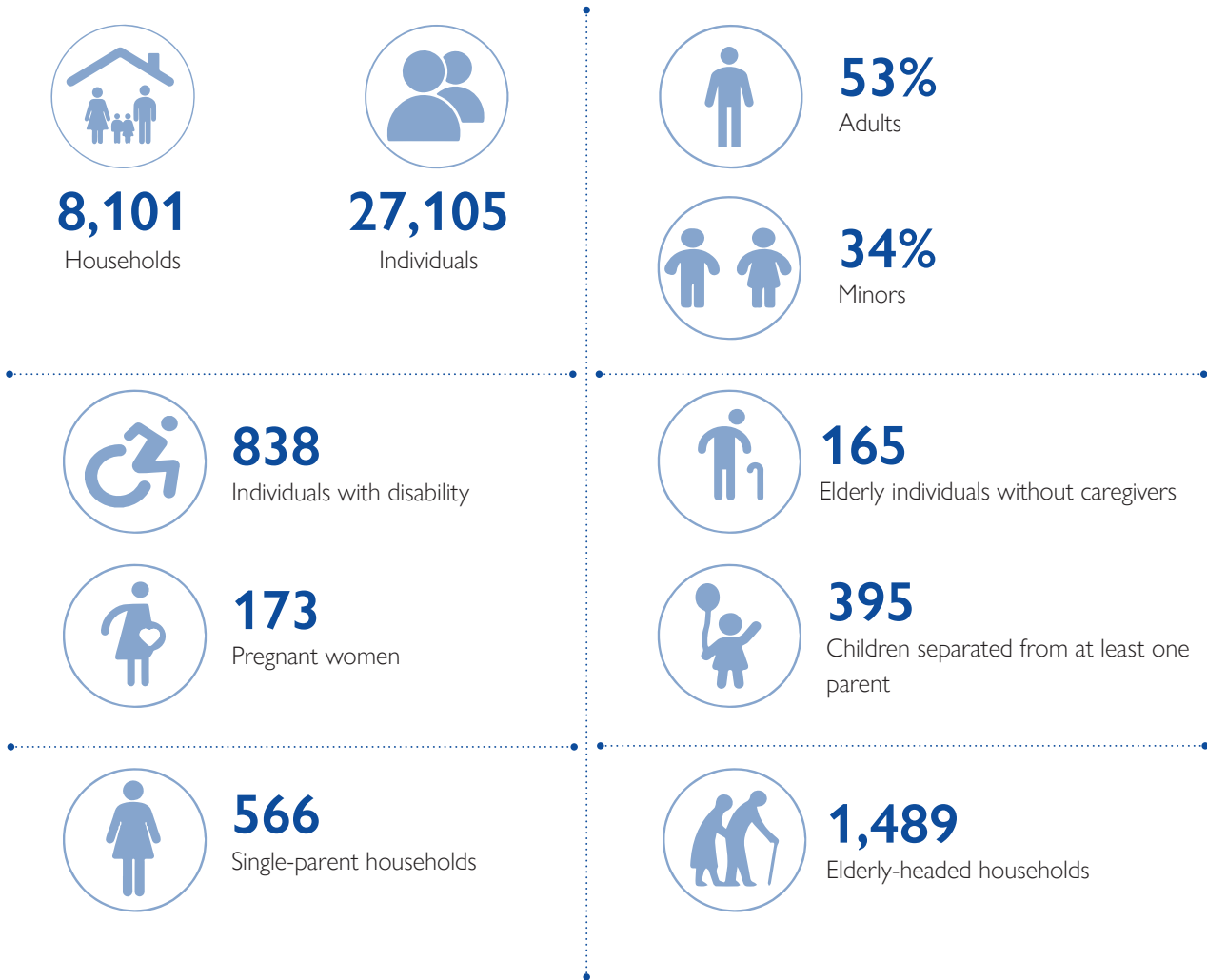
Key informant: An expert source of information, which in this case refers to the kheseg leaders.

Enumerator: An individual who collects data. In this assessment the data collection is completed by the key informant, therefore the two terms overlap.
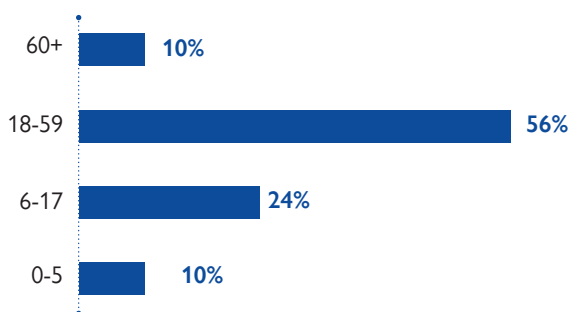
Ger and apartment mix kheseg: Ger areas are the traditional Mongolian living arrangement where state hearing and water are not provided. In ger areas, residents mostly use transported water and burn wood and coal for heating. In apartment areas, heating and water are provided by the state. Ger and apartment mix khesegs are khesegs where both living arrangements co-exist.

1. DATA ANALYSIS BAGANUUR DISTRICT

1.1 POPULATION BASELINE AND DEMOGRAPHIC OVERVIEW

8,101
Households

27,105
Individuals

53%
Adults

34%
Minors

838
Individuals with disability

165
Elderly individuals without caregivers

173
Pregnant women

395
Children separated from at least one parent

566
Single-parent households

1,489
Elderly-headed households

Figure 1. Population disaggregated by age groups (% of individuals)

Age group	%
60+	10%
18-59	56%
6-17	24%
0-5	10%

At the time of the assessment — between September 2022 and February 2023 — there were 27,105 individuals and 8,101 households living in Baganuur district, accounting for two per cent of the total population in the city. Of all people, 53 per cent were women. A significant 34 per cent of the population registered as minors: 10 per cent aged 0–5 years, and 24 per cent aged 6–17 years. Adults aged 18–59 years accounted for 56 per cent of the population, whereas the elderly aged 60 years and above accounted for 10 per cent.

Overall, 838 individuals were reported with disability, accounting for three per cent of the district population. There were 173 women reported being pregnant (1% of the female population), 165 elderly reported having no caregivers (6% of all elderly aged 60 years and above), and 397 children reported being separated from their mother, father, or both (4% of children under 18 years old). Meanwhile, there were 566 single-parent

and 1,489 elderly-headed households[5] in this district, representing seven and 18 per cent of all households, respectively.

Baganuur district has five khoroos and 34 khesegs. Khoroo #1 was the most populated, hosting 32 per cent of the district population, followed by khoroo #3, hosting 29 per cent of the district population.

**Figure 2. Population by khoroo (% of individuals)**
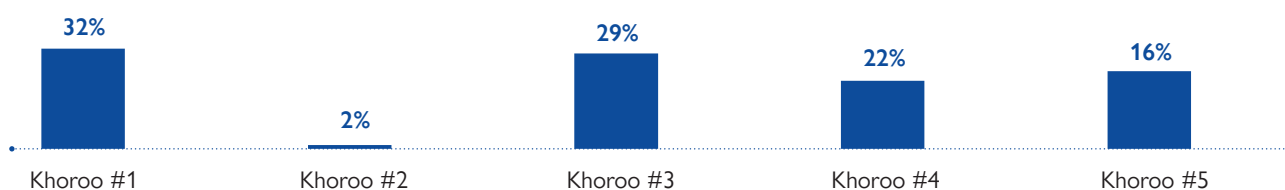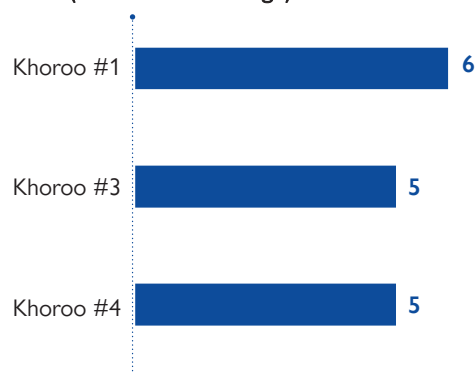

1.2 REGISTRATION

Overall, 47 per cent of khesegs in Baganuur district reported that almost all residents were registered (meaning a registration rate higher than 90%). In addition, 38 per cent of khesegs reported that most

people (61–89% of residents) were registered, 12 per cent of khesegs reported around half people (40–60% of residents) were registered, and three per cent claimed less than 40 per cent of residents were registered.

Figure 3. Estimated registration (% of khesegs)
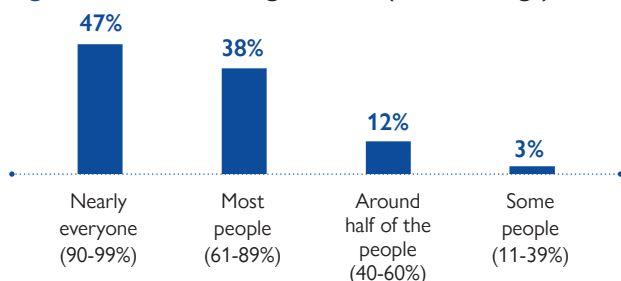
Figure 4. Khoroos with more than 90% registration (Number of khesegs)

People considering themselves as temporary residents in the kheseg was the predominant reason for not registering in the district — as 28 per cent of all responses reported this as the driver for non-registration. This phenomenon was especially prevalent in khoroo #1 (as reported in 8 khesegs).

Other important reasons for non-registration included people thinking filling in the form is too cumbersome (15%), not knowing how to fill in the form (12%), registration requiring too much information (11%), and schooling and educational reasons (10%).

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5   Households which are headed by a person aged 60 and over.

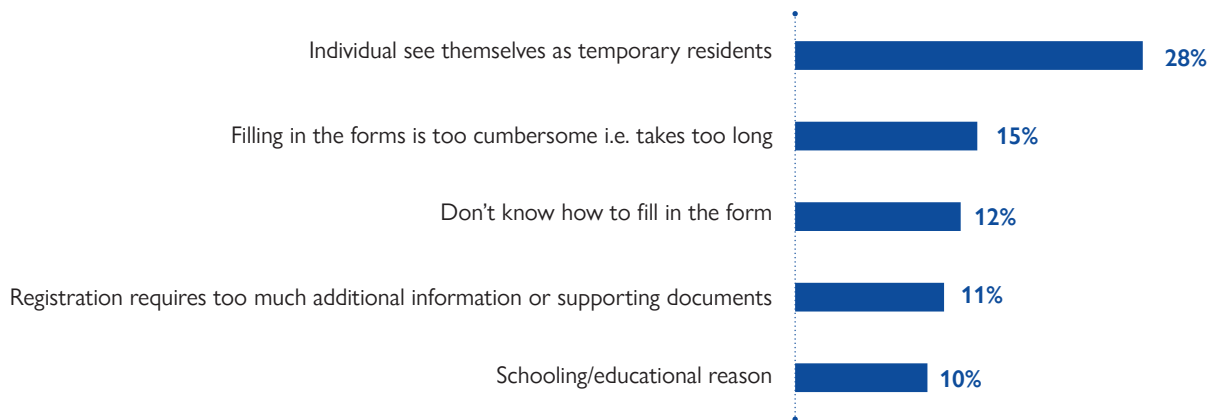**Figure 5.** Primary reasons for non-registration (% of responses)

Individual see themselves as temporary residents	28%
Filling in the forms is too cumbersome i.e. takes too long	15%
Don't know how to fill in the form	12%
Registration requires too much additional information or supporting documents	11%
Schooling/educational reason	10%

Figure 6. Number of khesegs in which the non-registration reason was because people consider themselves as temporary residents by khoroo

Khoroo #1	8
Khoroo #3	7
Khoroo #4	6
Khoroo #5	5
Khoroo #2	3
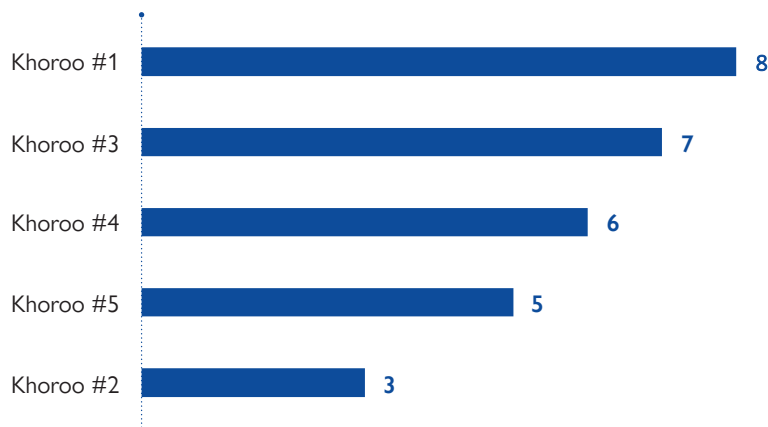
1.3 ARRIVAL[6]

A total of 716 people arrived in Baganuur district in the six months prior to the interview, accounted for two per cent of all arrivals across the city. The highest share of arrivals was reported in khoroo #3 (accounting for 42% of all arrivals in the district). The majority (57%) of arrivals came from another khoroo/kheseg in the same district, 36 per cent from another district in Ulaanbaatar city, and seven per cent from rural areas.
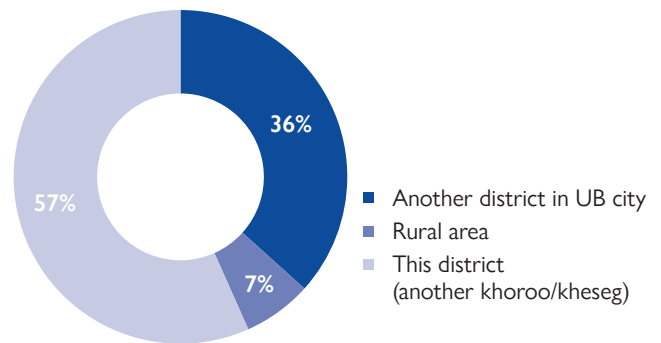
Among those who arrived from Ulaanbaatar area, 50 per cent came from ger khesegs, 36 per cent from apartment khesegs, and 14 per cent from ger and apartment mix khesegs.[7] Among those who arrived from rural areas, half came from aimag center baghs, and another half from soum center baghs.[8]

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[6] Arrivals refer to all individuals or households who arrived to a location in this district, regardless of whether they arrived from another location within or outside this district.

[7] Ger areas are the traditional Mongolian living arrangement where state hearing and water are not provided. In ger areas, residents mostly use transported water and burn wood and coal for heating. In apartment areas, heating and water are provided by the state. Ger and apartment mix khesegs are khesegs where both living arrangements co-exist.

[8] Bagh is the smallest administrative unit in the rural provincial area of Mongolia. Aimag center bagh is the smallest administrative unit located in the center of aimag, while soum center bagh is the second smallest administrative unit in rural Mongolia.
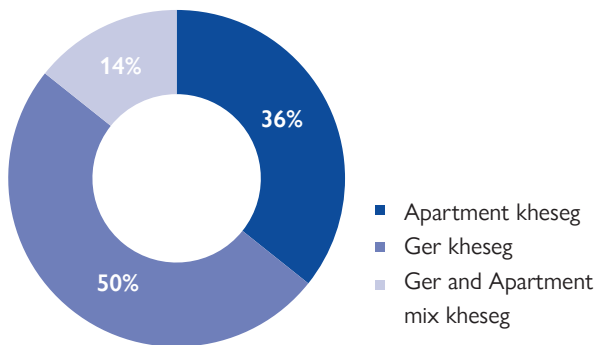
Figure 7. Arrivals by khoroos (% of total arrival)

Khoroo #3 **42%**
Khoroo #1 **25%**
Khoroo #5 **21%**
Khoroo #4 **11%**
Khoroo #2 **1%**
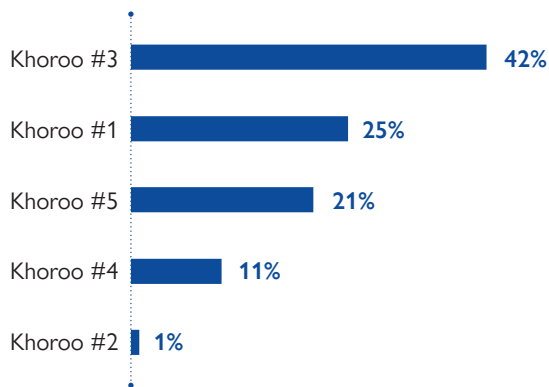
Chart 1. Arrivals coming from (% of total arrivals)

36%
7%
57%

- Another district in UB city
- Rural area
- This district (another khoroo/kheseg)

Chart 2. Arrivals coming from (% of total arrivals from Ulaanbaatar area)

14%
36%
50%

- Apartment kheseg
- Ger kheseg
- Ger and Apartment mix kheseg

Chart 3. Arrivals coming from (% of total arrivals from rural areas)

50% 50%

- Aimag center bagh
- Rural bagh
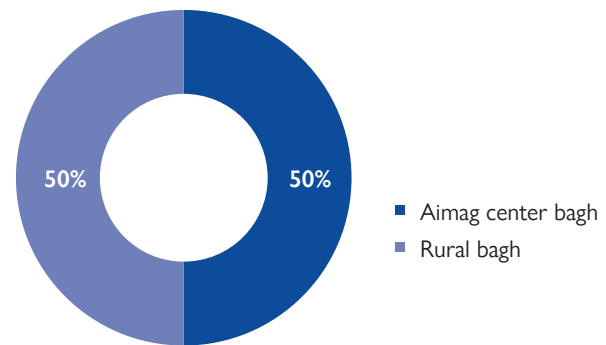
There were eight people who arrived in Baganuur district for otor reasons.[9] These otor arrivals were reported in three khoroos: khoroo #4 received the most otor arrivals (63%), and their arrivals were in search for better grazing in the destination land; khoroo #1 received 25

per cent of otor arrivals, and their movements were due to usual seasonal movements; khoroo #2 received the remaining 13 per cent, whose arrivals were due to better grazing in tthe destination land compared to their land of origin.

Chart 4. Reasons for otor arrivals

33% 34%
33%

- Usual seasonal movement
- Better grazing in this land
- No grazing land in their Bagh of origin
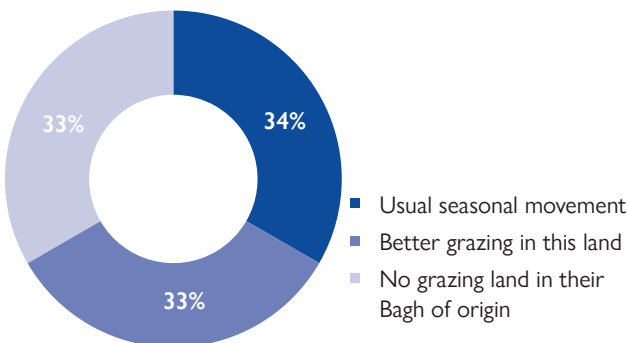
Figure 9. Khoroos with otor arrivals (% of all otor arrivals in the district)
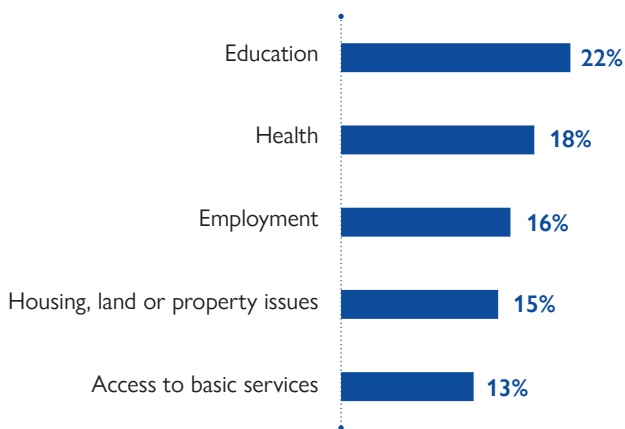
Khoroo #4 **63%**
Khoroo #1 **25%**
Khoroo #2 **13%**
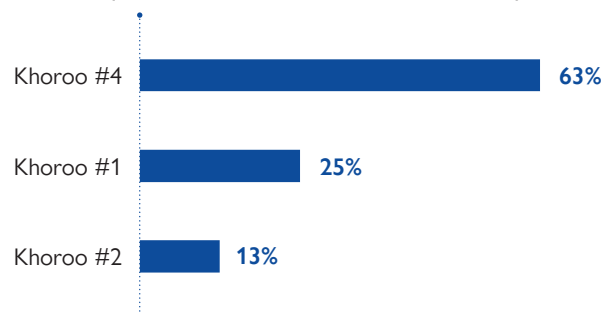
[9] Otor movement is a traditional mobility strategy developed by Mongolian herders when herders follow their livestock to different locations for better grazing land.
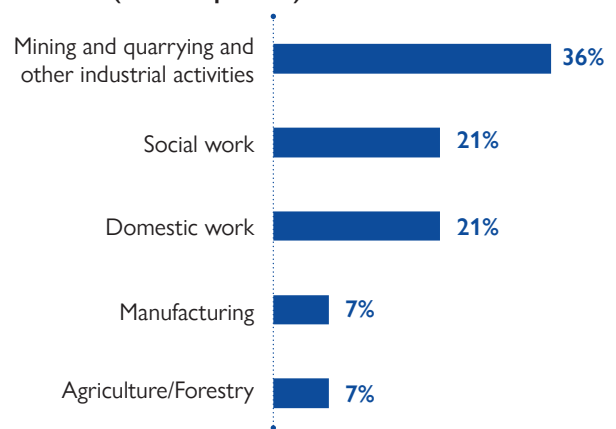
For the rest of the arrivals in Baganuur district (non-otor arrivals), education continued to be the predominant reason (as reported in 22% of all responses), followed by health-related reasons (18%), and employment (16%). These findings are highly comparable to findings

from the previous assessment. Furthermore, of all those who arrived for job opportunities, their employment was concentrated in mining (36%), social work (21%), and domestic work (21%) sectors.

Figure 8. Primary reasons for arrival (non-otor reasons)

Reason	%
Education	22%
Health	18%
Employment	16%
Housing, land or property issues	15%
Access to basic services	13%

Figure 9. Main sectors of employment for those who arrived for employment reasons (% of responses)

| Sector	%
Mining and quarrying and other industrial activities	36%
Social work	21%
Domestic work	21%
Manufacturing	7%
Agriculture/Forestry	7%

1.4 DEPARTURE[10]

A total of 447 people departed from Baganuur in the last six months prior to the interview, accounting for two per cent of all departures in Ulaanbaatar. The highest share of departures was reported in khoroo #3 (52% of all departures in the district). More than half (61%) of the people departed to another district in Ulaanbaatar city, 36 per cent to another khoroo/kheseg in the same
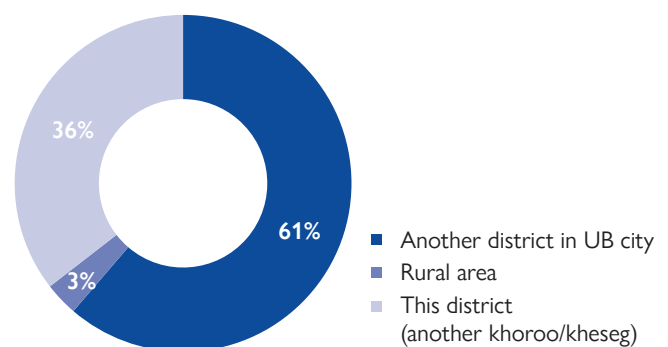
district, and three per cent to rural areas.

Among those who departed for Ulaanbaatar areas, one-third left to apartment khesegs, one-third for ger khesegs, and the rest for ger and apartment mix khesegs. Meanwhile, of those who departed for rural areas, all left to rural baghs.

**Figure 10. Departures by khoroos (% of total departed)**

Khoroo	%
Khoroo #3	52%
Khoroo #1	19%
Khoroo #5	17%
Khoroo #4	11%
Khoroo #2	1%
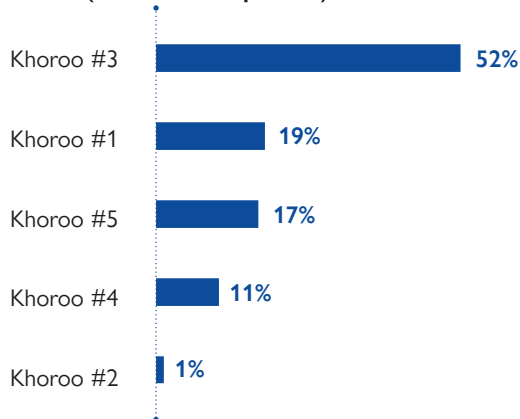
Chart 5. Departed for (% of total departures)

- 61% Another district in UB city
- 3% Rural area
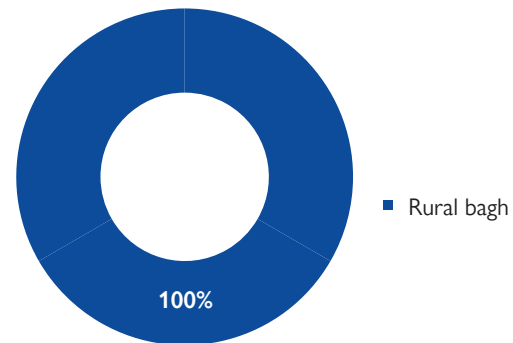- 36% This district (another khoroo/kheseg)

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10 Departures refer to all individuals or households who left a location in Ulaanbaatar city, regardless of whether they left to another location within or outside this district. The number of departures was computed based on the estimate of kheseg leaders who were aware of such information. As such this number is likely underestimated as some of responses could not provide an estimated number of departures in their khesegs
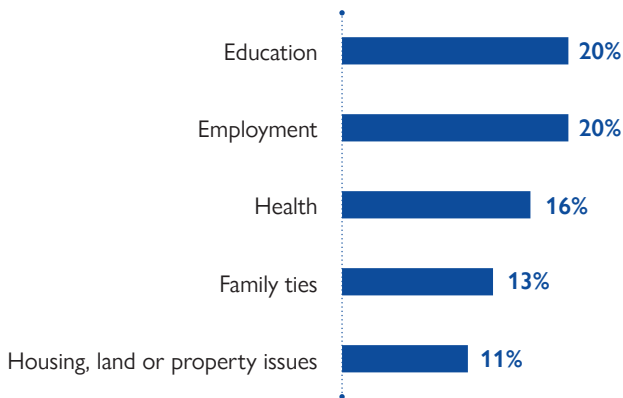
Chart 6. Departed for (% of total departures to Ulaanbaatar area)

- Apartment kheseg
- Ger kheseg
- Ger and Apartment mix kheseg

34%
33%
33%
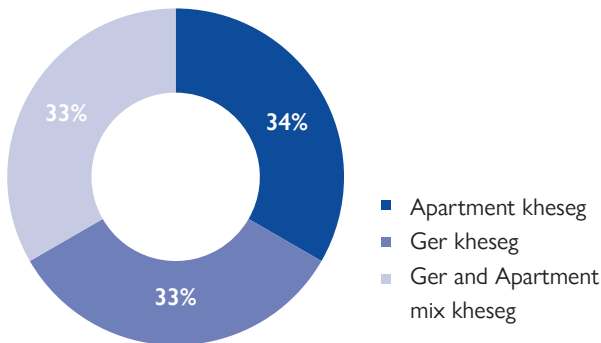
Chart 7. Departed for (% of total departures to rural areas)

- Rural bagh

100%

Figure 11. Primary reasons for departure (% of responses)

Education	20%
Employment	20%
Health	16%
Family ties	13%
Housing, land or property issues	11%

Education and employment were the predominant reasons for departures in this district — each was reported by 20 per cent of responses, followed by health-related reasons (16%) and family ties (13%). While housing, land and property issues reported to be the second most important reasons for departures in the previous assessment (18%), it only accounted for 11 per cent of responses in the current assessment.
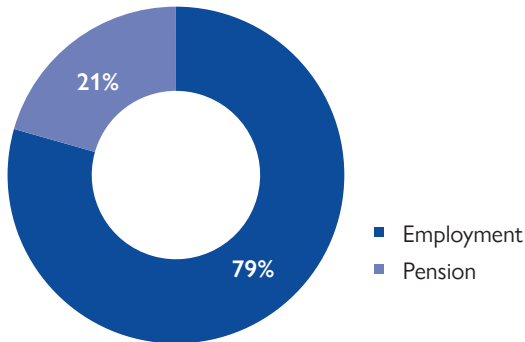
1.5 EMPLOYMENT

Figure 12. Primary sector of employment (% of khesegs)

Mining and quarrying and other industrial activities	29%
Public administration and defense	18%
Domestic work	15%
Social work	12%
Herding	12%
Agriculture/Forestry	6%
Wholesale and retail trade	3%
Manufacturing	3%
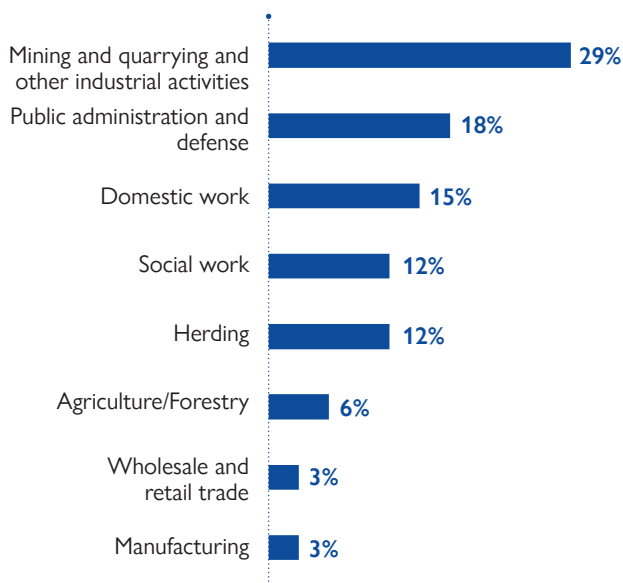
Mining and quarrying continued to be the predominant sector in Baganuur district (as reported in 29% of khesegs). The public administration and defense sector and domestic work sector have become increasingly more important in the district, — increasing from 6 per cent in the previous assessment to 18 and 15 per cent.

1.6 FINANCIAL SITUATION

Chart 8. Primary source of income (% of khesegs)

- Employment
- Pension

In Baganuur district, employment was the most important source of income, dominating in 79 per cent of khesegs. The remainig 21 per cent reported pensions as their predominant source of income.

Significant food consumption reduction had been reported in 85 per cent of khesegs in the last six months (increased from 81% in the previous assessment). In three khesegs (or 9% of khesegs), food consumption reduction was frequently reported, impacting nearly 400 people (1% of the district population). All three khesegs with frequent significant food consumption reduction were located in khoroo #2, and all those khesegs reported pensions as their main source of income.

Figure 13. Reduced food consumption (% of khesegs)
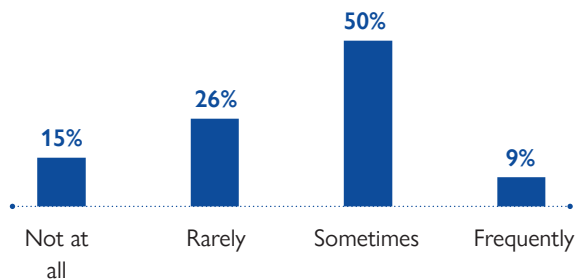
Table 2. Khoroos with frequent food consumption reduction

Khoroo #2
kheseg #2
kheseg #3
kheseg #4

1.7 MOBILITY-RELATED CHALLENGES

More than half (73%) of khesegs in Baganuur district reported that they have at least one type of mobility-related challenges. Air pollution was the most pressing challenges upon arrival, as reported by 28 per cent of responses, followed by traffic problems (25%). These two challenges were reported with increased shares compared to shares found in the previous assessment, these being 20 and 13 per cent, respectively. On the other hand, the share of khesegs which reported strain on health services and strain on educational services as their main challenges decreased from previously at 27 and 20 per cent, respectively, to 17 and 8 per cent.

Chart 9. Khesegs reported mobility-related challenges (% of khesegs)

- With challenges
- No challenges
- Unknown
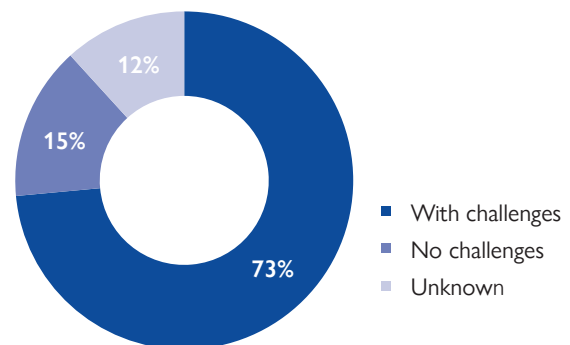
Figure 14. Mobility-related challenges (% of responses)
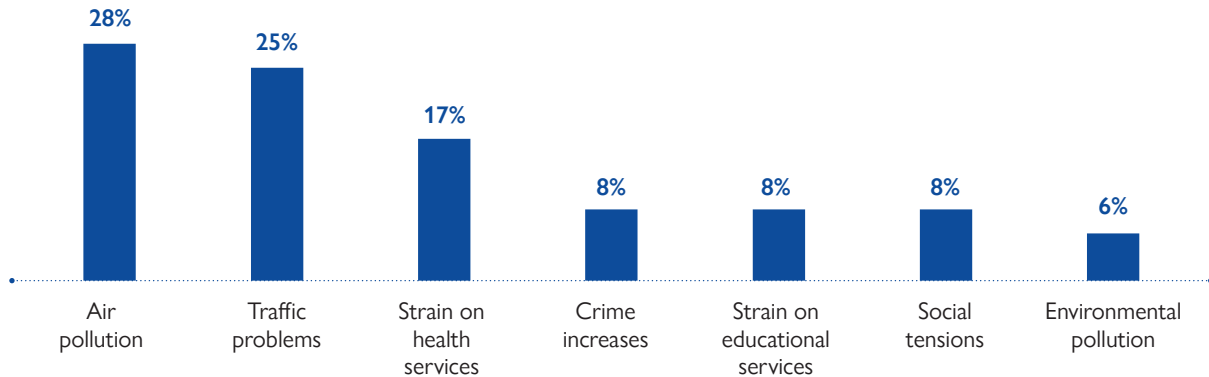
Table 3. Top khoroos reporting air pollution

| Overall 10 khesegs	Khoroo #1 7 khesegs	Khoroo #5 3 khesegs

Of all khesegs that reported mobility-related challenges, 64 per cent confirmed that their administrative unit had taken actions to tackle those challenges, while 36 per cent claimed there was no action taken. Apart from measures which were currently taken by the

administration, the plurality (47%) of key informants believed that creating a favorable legal environment for the migration registration should be considered by authorities, followed by registering people who are travelling between destinations (35%).

Chart 10. Actions taken by administrative unit (% of khesegs)

■ Yes
■ No
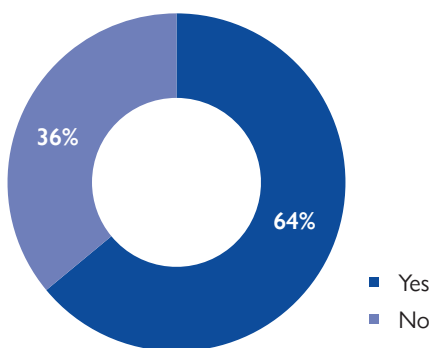
Figure 15. Other measures to address mobility related challenges (% responses)
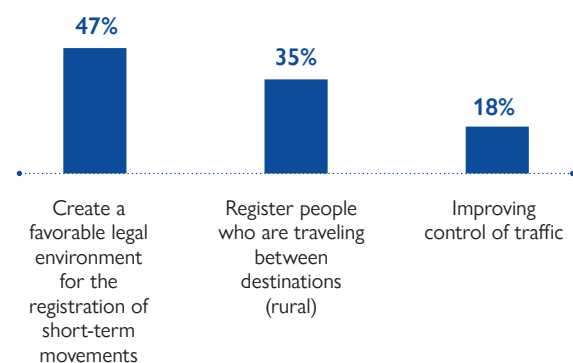
1.8 SERVICES AND INFRASTRUCTURE

In Baganuur district, people had the most difficulties accessing income-generating opportunities, as reported by 28 per cent of responses — a dramatic increase from 16 per cent in the previous assessment. Meanwhile, the number khesegs where access to healthcare and

access to education were strained has decreased. According to data collected during the current assessment, 16 per cent of responses reported lack of access to healthcare, compared to 23 per cent in the previously assessment; six per cent responses reported the lack of access to educational services, compared to 16 per cent in the previous assessment.

Figure 16. Services that people have difficulties accessing (% of responses)
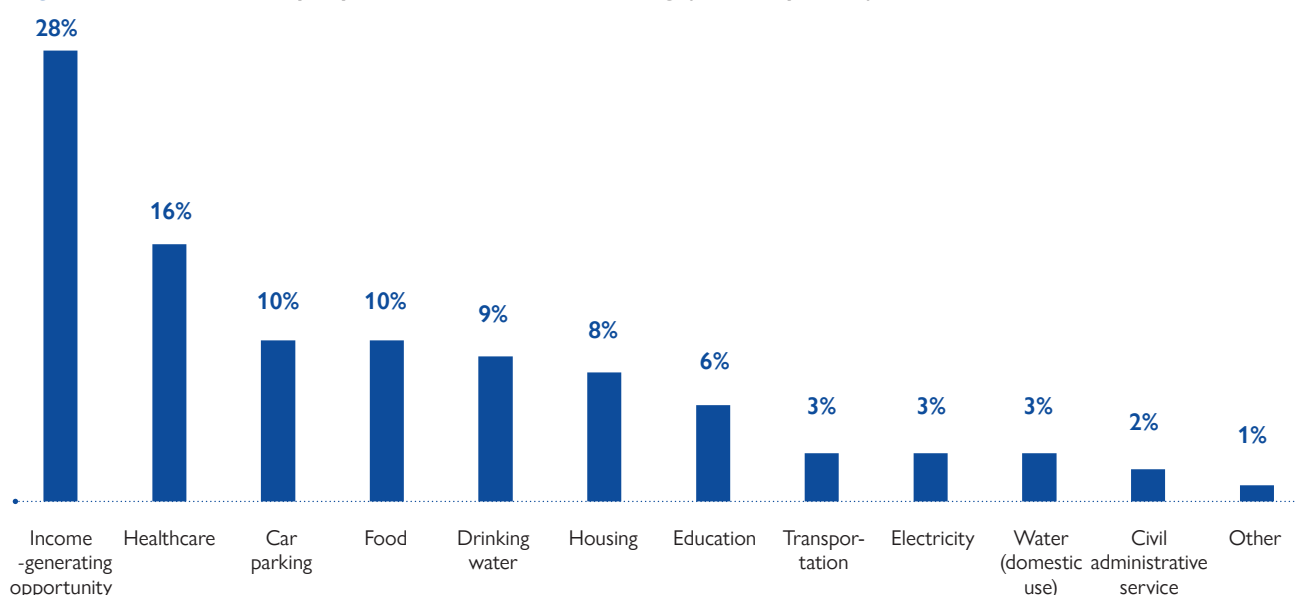
Table 4. Number of khesegs reported difficulties to access income generating opportunities by khoroo

Overall	Khoroo #1	Khoroo #4
28 khesegs	**7 khesegs**	**7 khesegs**
Khoroo #5	**Khoroo #3**	**Khoroo #2**
7 khesegs	**4 khesegs**	**3 khesegs**

For people living with disability, the primary challenges were found to be the lack of specialised educational facilities and services — as reported by 28 per cent of all response, followed by the lack of transportation

services and the lack of specialised infrastructure to safely access public areas (each was reported by 26% of responses).

Figure 17. Challenges for people living with disability (% of responses)

28% — Specialised education facilities or services
26% — Specialised transportation services
26% — Infrastructure to safely access streets, parks and buildings
19% — Specialised medical care None is requred
2% — None is requred
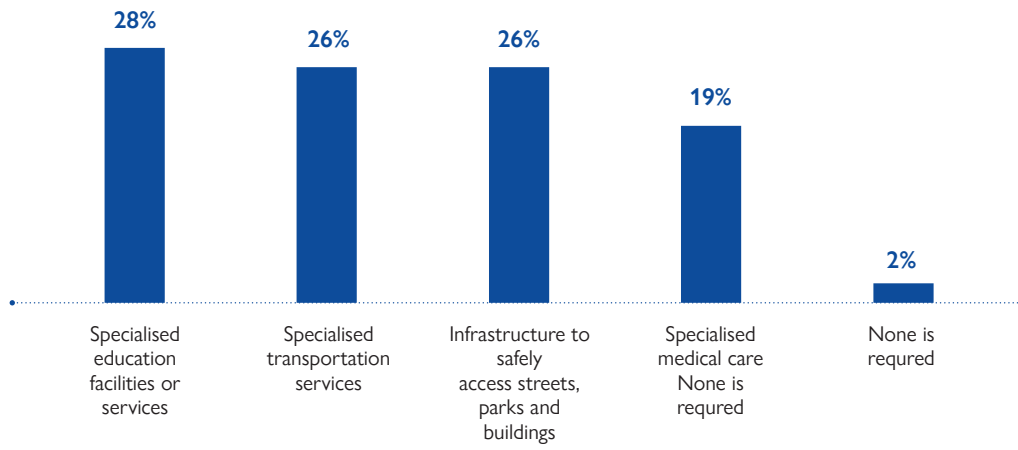
CONCLUSION

The findings of the current assessment show that the lack of access to income-generating opportunities is a key challenge in Baganuur district – this was also reported in the previous assessment. This challenge has sig-nificant negative impacts on food security — a finding that is reflected by the data, despite a decreasing trend, significant food consumption reduction was re-ported in half of khesegs in the district, and the ma-

jority of those khesegs also reported the challenges to accessing income-generating opportunities. Moreover, (the lack of) employment was also reported as one of the key drivers for departures in this district. To better address such challenges, further investigation is needed to understand the barriers to accessing employment and income-generating opportunities as well as their implications for migration trends and migrant' wellbeing.

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DTM
IOM DISPLACEMENT
TRACKING MATRIX

IOM
UN MIGRATION

Schweizerische Eidgenossenschaft
Confédération suisse
Confederazione Svizzera
Confederaziun svizra

**Swiss Agency for Development
and Cooperation SDC**