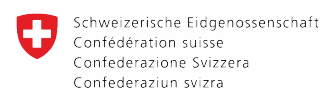# BAYANZURKH DISTRICT

Rapid Assessment on Population, Migration and Needs

September 2022 to February 2023 (Third Phase Data Collection)

© Rentsendorj

CONTENTS

INTRODUCTION AND METHODOLOGY

INTRODUCTION

This district-level report provides an overview of key thematic areas covered by the Bayanzurkh 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 Bayanzurkh 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 Bayanzurkh 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 Bayanzurkh 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, 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.

---

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
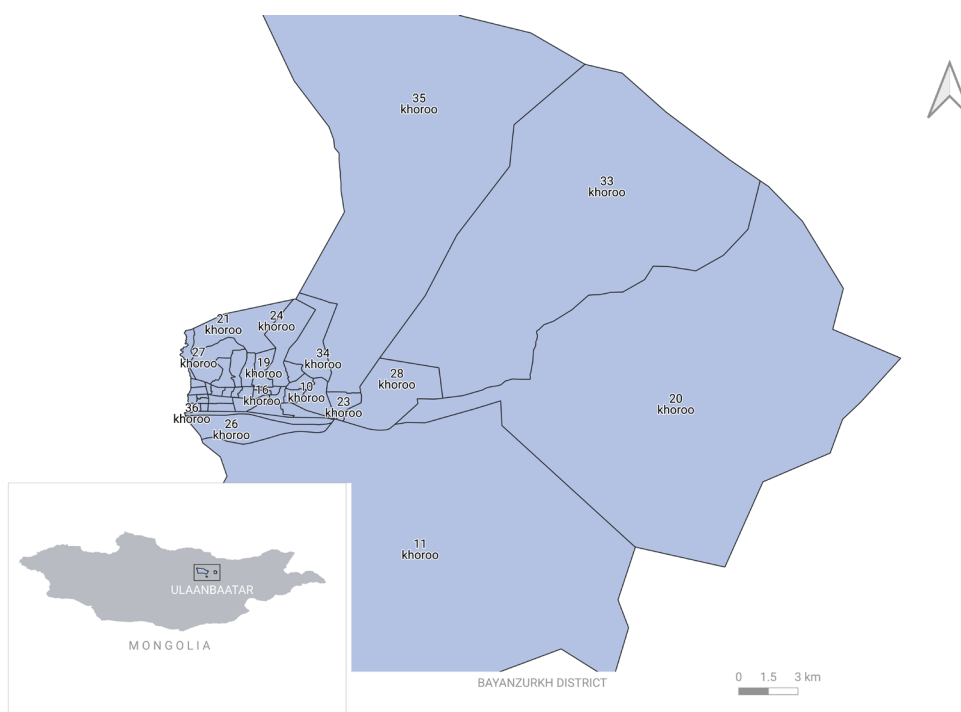
Districts	Number of Khesegs	Total population (Inclusive of unregistered temporary residents)
Bayanzurkh	508	420,793
Total	508	420,793

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.

I. DATA ANALYSIS - BAYANZURKH

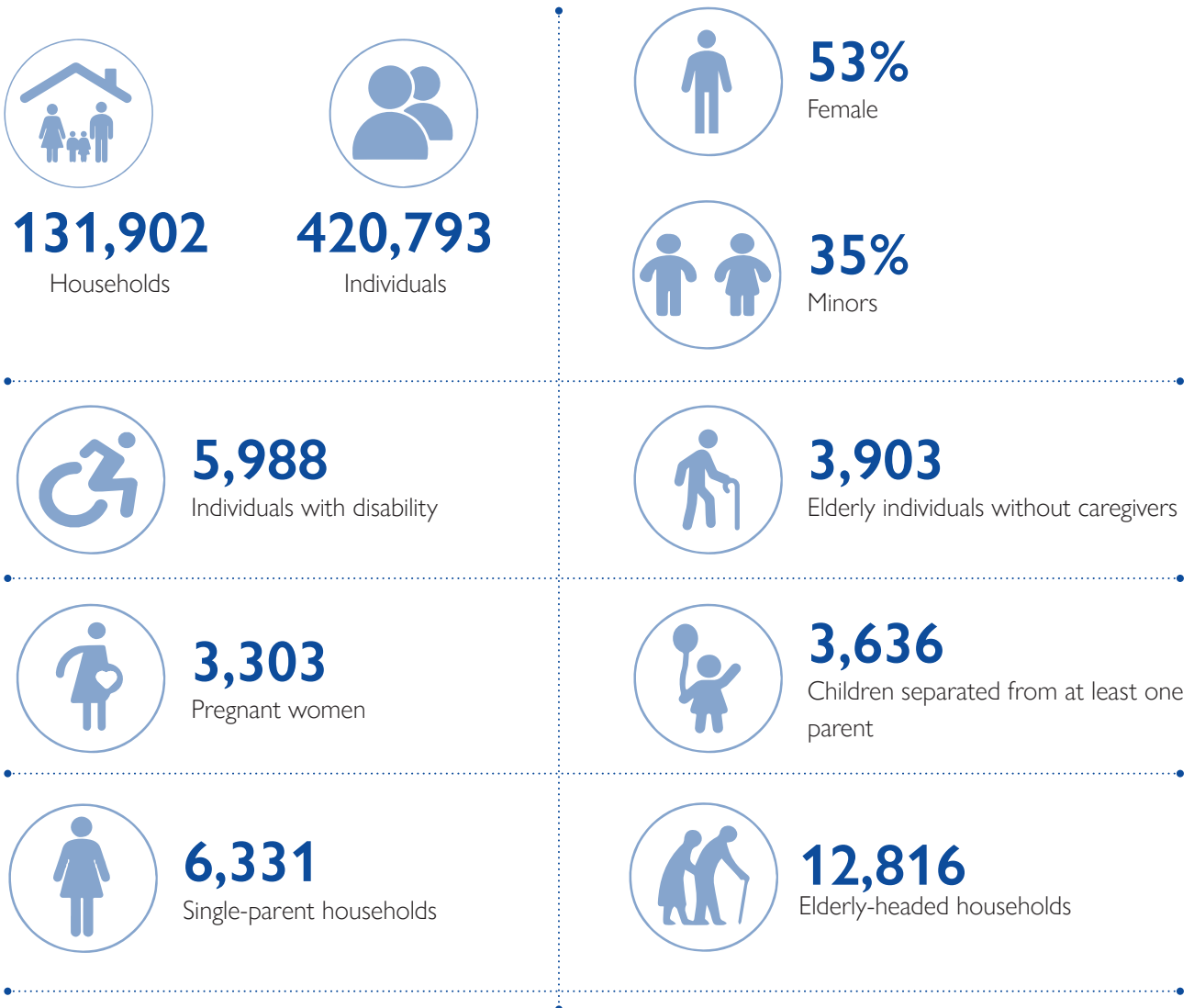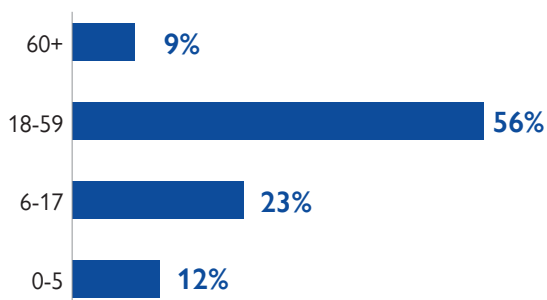## 1.1 POPULATION BASELINE AND DEMOGRAPHIC OVERVIEW

131,902
Households

420,793
Individuals

53%
Female

35%
Minors

5,988
Individuals with disability

3,903
Elderly individuals without caregivers

3,303
Pregnant women

3,636
Children separated from at least one parent

6,331
Single-parent households

12,816
Elderly-headed households

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

- 60+ — 9%
- 18-59 — 56%
- 6-17 — 23%
- 0-5 — 12%

Bayanzurkh district is the most populated district in Ulaanbaatar city. At the time of the assessment — between September 2022 and February 2023 — there were 420,793 individuals and 131,902 households living in this district, accounting for 26 per cent of the total population in the city. Of all people in this district, 53 per cent were women. A significant 35 per cent of the population registered as minors: 12 per cent aged 0-5 years, and 23 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 9 per cent.

Overall, 5,988 individuals were reported with disability, accounting for one per cent of the district population. There were 3,303 women reported being pregnant (1% of the female population), 3,903 elderly reported having no caregivers (11% of all elderly aged 60 years and above), and 3,636 children reported being separated from their mother, father, or both (2% of children under 18 years old). Meanwhile, there were 6,331 single-parent and 12,816 elderly-headed households[5] in this district, representing five and 10 per cent of all households, respectively.

Bayanzurkh district has 43 khoroos and 508 khesegs. Khoroo #26 were the most populated, hosting five per cent of the district population, followed by khoroo #16 and #36, with each hosting four per cent of the district population.

Figure 2. Population by khoroo (% of individuals)
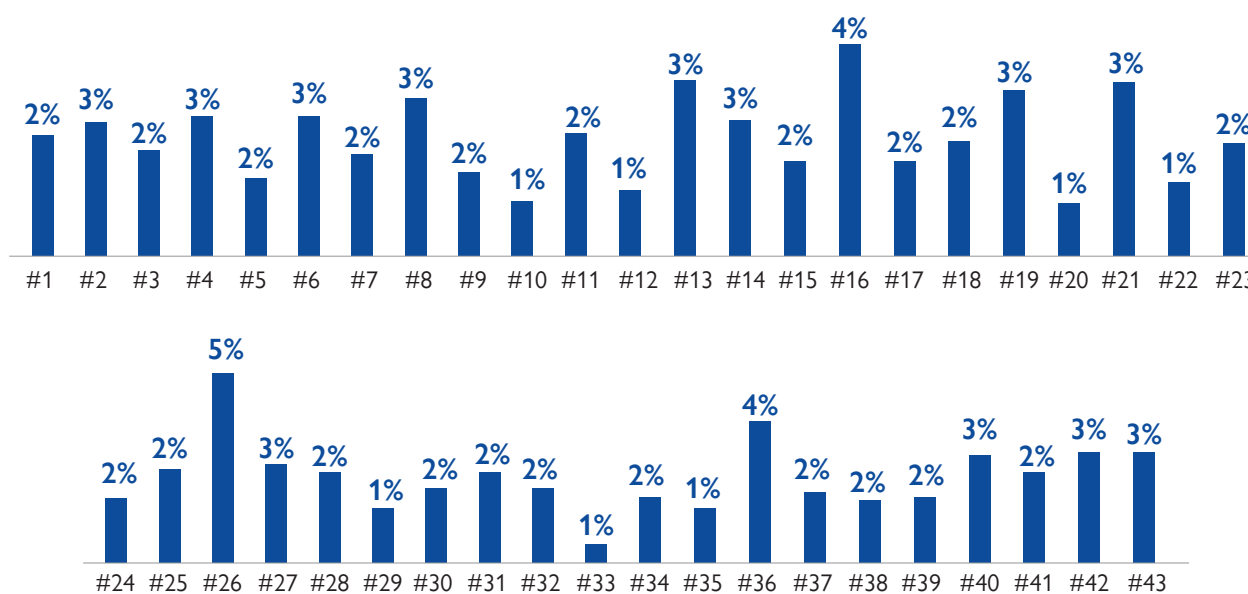
1.2 REGISTRATION

Overall, 35 per cent of kheseg in the district reported that almost all residents were registered (meaning a registration rate greater than 90%), including three per cent (13 khesegs) reported that all residents were registered. An additional 53 per cent of khesegs reported that most people (61–89% of residents) were registered, 10 per cent of khesegs reported around half of the 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)

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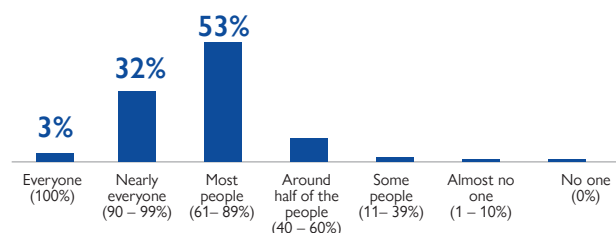
5   Households which are headed by a person aged 60 and over.

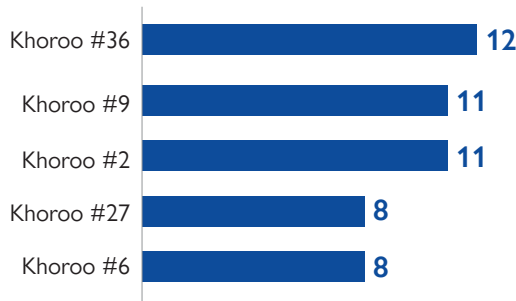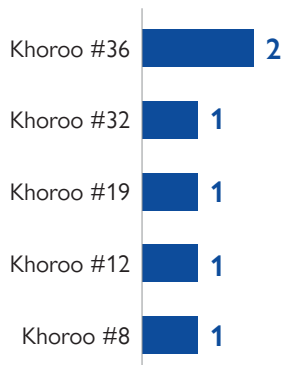**Figure 4. Top 5 khoroos with more than 90% registration (number of khesegs)**

Khoroo	Value
Khoroo #36	12
Khoroo #9	11
Khoroo #2	11
Khoroo #27	8
Khoroo #6	8

Figure 6. Primary reasons for non-registration (% of responses)

Reason	%
Individual see themselves as temporary residents	24%
Don't see any use in registering, i.e. not relevant to their lives	14%
Don't know how to fill in the form	13%
Schooling/educational reason	13%
Filling in the forms is too cumbersome i.e. takes too long	9%

Figure 5. Top 5 khoroos with less than 10% registration (number of khesegs)

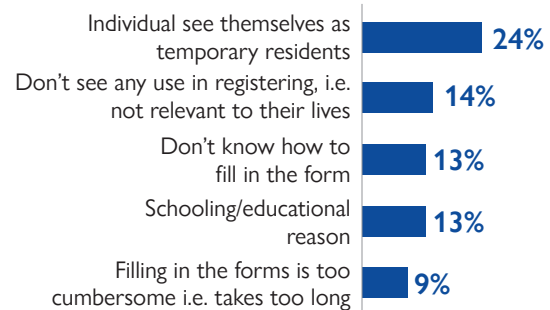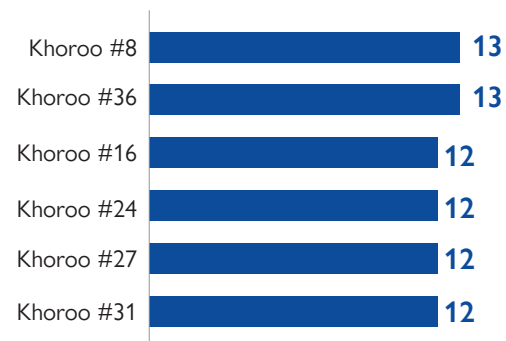| Khoroo	Value
Khoroo #36	2
Khoroo #32	1
Khoroo #19	1
Khoroo #12	1
Khoroo #8	1

Figure 7. Top khoroos for non-registration because people consider themselves as temporary residents (number of khesegs)

Khoroo	Value
Khoroo #8	13
Khoroo #36	13
Khoroo #16	12
Khoroo #24	12
Khoroo #27	12
Khoroo #31	12

People considering themselves as temporary residents in the kheseg was the predominant reason for not registering in the district — as 24 per cent of all responses reported this as the driver for non-registration. This phenomenon was especially prevalent in khoroo #8 and #36 (reported in 13 khesegs for both).

Other important reasons for non-registration included residents considering registration irrelevant to their lives (14%), residents not knowing how to fill in registration forms (13%), schooling/education reasons (13%), and considering filling in the form too cumbersome (9%).

1.3 ARRIVAL[6]

Bayanzurkh district accommodated the highest number of arrivals in Ulaanbaatar city — a total of 8,351 people arrived in the district in the last six months prior to the interview, accounted for 19 per cent of all arrivals across the city. The highest share of arrivals was reported in khoroo #4 (8% of all arrivals in the district). About two-thirds (66%) of arrivals came from another district in Ulaanbaatar city, an additional 17 per cent came from another khoroo/kheseg in the same district, while the remaining 17 per cent were from rural areas.

Among those who arrived from Ulaanbaatar area, 65 per cent were from apartment khesegs, 29 per cent from ger khesegs, and six per cent from ger and apartment mix khesegs.[7] Among those who arrived

---

[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

from rural areas, the majority (52%) were from soum center baghs, followed by 45 per cent from aimag center baghs, and three per cent from rural baghs.[8]
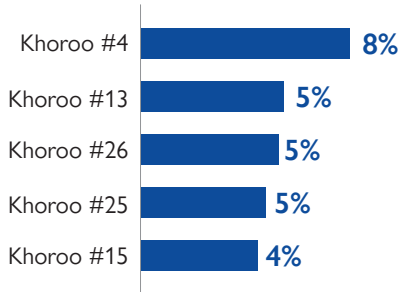
Figure 8. Top 5 khoroos of arrivals (% of total arrival)

Khoroo	%
Khoroo #4	8%
Khoroo #13	5%
Khoroo #26	5%
Khoroo #25	5%
Khoroo #15	4%

Chart 1. Arrivals coming from (% of total arrivals)

- 66% Another district in UB city
- 17% ....
- 17% ....
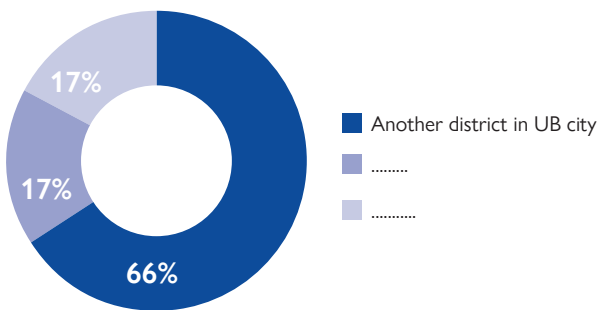
Chart 2. Arrivals coming from (% of total arrivals from Ulaanbaatar area)

- 6% Apartment kheseg
- 65% Ger kheseg
- 29% Ger and Apartment mix kheseg
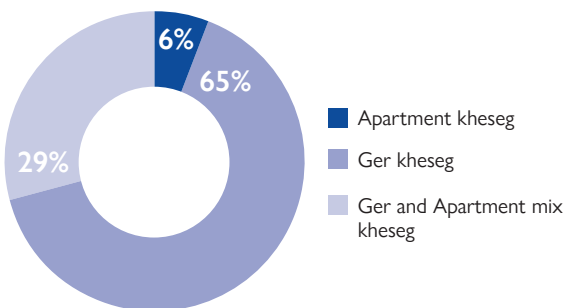
Chart 3. Arrivals coming from (% of total arrivals from rural areas)

- 45% Aimag center bagh
- 3% Rural bagh
- 52% Soum center bagh
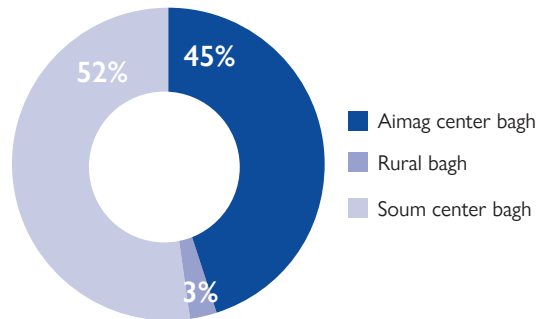
Between September 2022 and February 2023, only 21 individuals arrived in Bayanzurkh district for otor reasons.[9] These otor arrivals were reported in five khoroos, and khoroo #35 received the majority of them (62%). The primary cause for those who arrived for otor reasons was linked to usual seasonal movements – as reported in 50 per cent of khesegs which received otor arrivals.
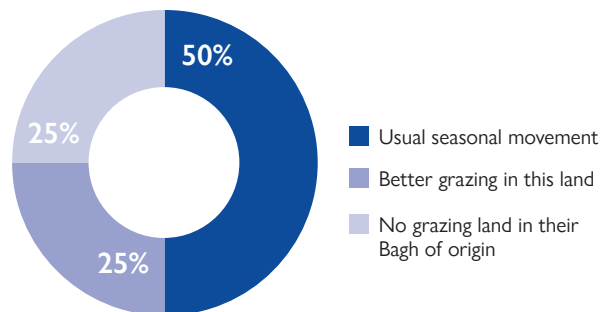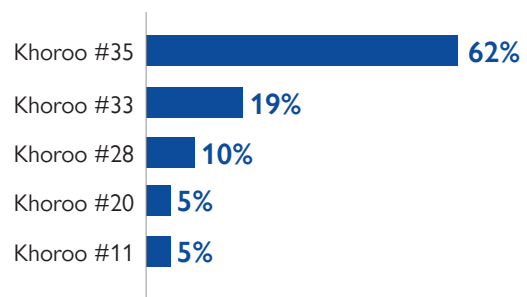
Chart 4. Reasons for otor arrivals

- 50% Usual seasonal movement
- 25% Better grazing in this land
- 25% No grazing land in their Bagh of origin

Figure 9. Khoroos with otor arrivals (% of all otor arrivals in the distrct)

Khoroo	%
Khoroo #35	62%
Khoroo #33	19%
Khoroo #28	10%
Khoroo #20	5%
Khoroo #11	5%

---

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.

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 Bayanzurkh district (non-otor arrivals), education continued to be the predominant reason (as reported in 21% of all responses) — a finding that is similar to the phase two findings. Employment reasons and housing, land and property issues were another two major reasons for arrivals in the district (each accounted for 18% of all responses). For people who arrived in Bayanzurkh for job opportunities, their employment was concentrated in construction (21%), wholesale and retail trade (19%), and social work sectors (19%).

people departed to another district in Ulaanbaatar city, 21 per cent to another knoroo/kheseg in the same district, and the remaining five per cent to rural areas.

Among those who departed to Ulaanbaatar areas, 73 per cent left to apartment khesegs, 18 per cent to ger khesegs, and nine per cent to ger and apartment mixed khesegs. Meanwhile, among those who departed to rural areas, the majority (57%) left to aimag center baghs, followed by 29 per cent to soum center bagh, and 14 per cent to rural baghs.

Figure 10. Primary reasons for arrival (non-otor reasons)

Reason	%
Education	21%
Employment	18%
Housing, land or property issues	18%
Access to basic services	13%
Health	12%

Figure 12. Top 5 khoroos of departures (% of total departed)

Khoroo	%
Khoroo #8	9%
Khoroo #4	8%
Khoroo #25	7%
Khoroo #13	6%
Khoroo #15	5%
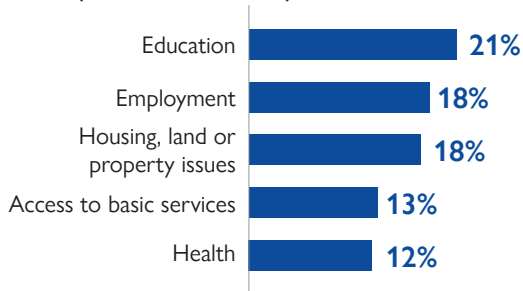
Figure 11. Main sectors of employment for those who arrived for employment reasons (% of responses)

Sector	%
Construction	21%
Wholesale and retail trade	19%
Social work	19%
Education	12%
Domestic work	8%
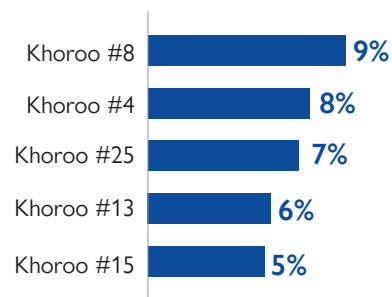
Chart 5. Departed for (% of total departures)

- 74% Another district in UB city
- 21% This district (another khoroo/kheseg)
- 5% Rural area

1.4 DEPARTURE[10]

A total of 4,782 people departed from Bayanzurkh in the six months prior to the interview, accounted for 19 per cent of all departures in Ulaanbaatar. The highest share of departure was reported in khoroo #8 (9% of all departures in the district). Most (74%)
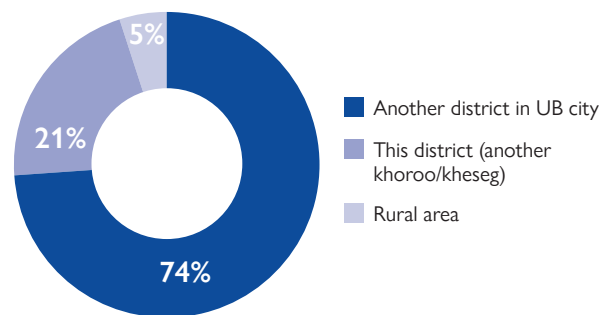
Chart 6. Departed for (% of total departures to Ulaanbaatar area)

- 73% Apartment kheseg
- 18% Ger kheseg
- 9% Ger and Apartment mix kheseg

[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 7. Departed to (% of total departures to rural areas)

- Aimag center bagh
- Rural bagh
- Soum center bagh
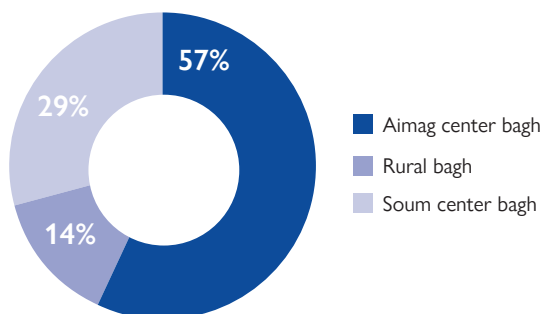
Figure 13. Primary reasons for departure (% of responses)

Education	21%
Housing, land or property issues	20%
Employment	18%
Access to basic services	14%
Family ties	12%
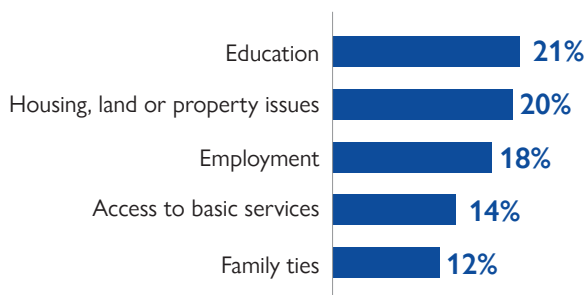
Findings on primary driver for departures in Bayanzurkh district was highly similar to findings from the phase two: education continued to be the most prevalent reasons for departures in the district (as reported by 21% of total responses), followed by housing and property issues (20%), and employment (18%).

1.5 EMPLOYMENT

Figure 14. Primary sector of employment (% of khesegs)

Social work	27%
Construction	22%
Wholesale and retail trade	18%
Public administration and defense	8%
Education	6%
Domestic work	4%
Other	4%
Manufacturing	4%
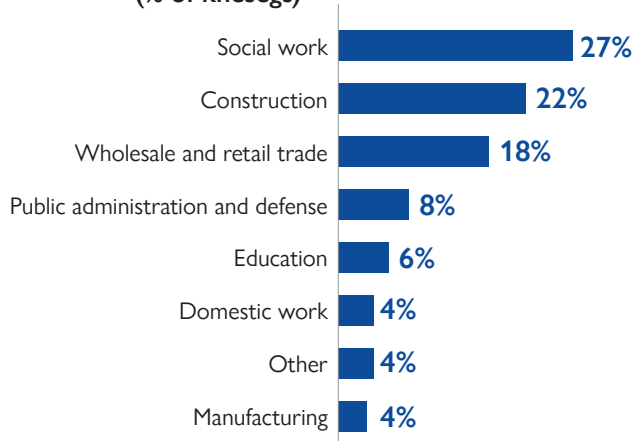
Social work, as the predominant sector of employment in Bayanzurkh district, was reported in 27 per cent of khesegs. The construction sector was the second largest sector in the district, dominating in 22 per cent of khesegs, followed by the wholesale and retail trade sectors (as reported in 18% of khesegs). The share of the construction sector and the wholesale and retail trade sector both showed a slight decrease compared to the previous assessment (at 23% and 21%, respectively).

1.6 FINANCIAL SITUATION

In Bayanzurkh district, employment was the most important source of income, dominating in 88 per cent of khesegs. Additionally, five per cent of khesegs in the district reported pension as the predominant source of income, and two per cent of khesegs reported loans from bank or other money lenders as the main source of income.

Significant food consumption reduction had been reported in 61 per cent of khesegs in the last six months (a slight decrease from the previous assessment at 63%). In 34 khesegs (or 7% of khesegs), food consumption reduction was frequently reported, impacting nearly 33,000 people (8% of the district population). Khoroo #7 was most affected, with a total of nine khesegs reported frequent significant food consumption reduction, followed by khoroo #11 (5 khesegs) and khoroo #16 (4 khesegs).

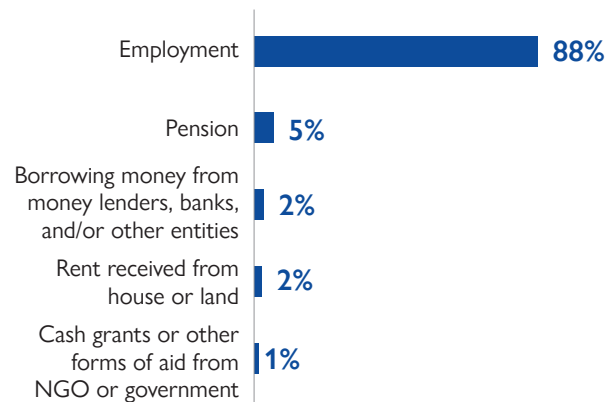**Figure 15. Primary source of income (% of khesegs)**

Employment	88%
Pension	5%
Borrowing money from money lenders, banks, and/or other entities	2%
Rent received from house or land	2%
Cash grants or other forms of aid from NGO or government	1%

Figure 16. Reduced food consumption (% of khesegs)

- 50% Not at all
- 36% rarely
- 18% sometimes
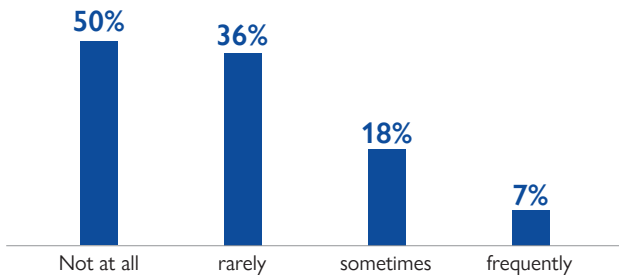- 7% frequently

Table 1. Top khoroos with frequent food consumption reduction

Overall 34 khesegs	Khoroo #7 9 khesegs	Khoroo #11 5 khesegs	Khoroo #16 4 khesegs
Khoroo #8 2 khesegs	Khoroo #17 2 khesegs	Khoroo #19 2 khesegs	Khoroo #32 2 khesegs

1.7 MOBILITY-RELATED CHALLENGES

About two-third (64%) of khesegs in Bayanzurkh district reported that at least one type of mobility-related challenges exist. The limited access to educational services remained as the most pressing challenges (as 27% of responses reported such challenge), affecting 114,000 people (27% of the district population). The strain on health services reported by 20 per cent of responses, affecting more than 85,000 people (20% of the district population). Furthermore, air pollution was reported by 19 per cent of total responses — increased by 11 per cent from the previous assessment.

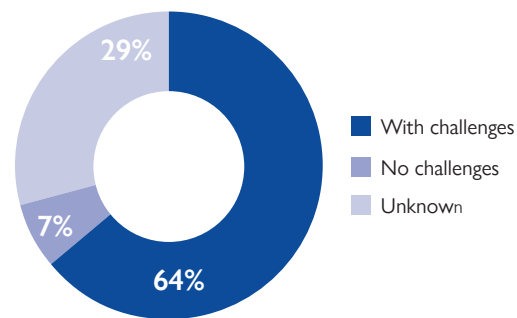**Chart 8.** Khesegs reported mobility-related challenges (% of khesegs)

- 64% With challenges
- 7% No challenges
- 29% Unknown

Figure 17. Mobility-related challenges (% of responses)

- 27% Strain on educational services
- 20% Strain on health services
- 19% Air pollution
- 16% Traffic problems
- 12% Environmental pollution
- 2% Social tensions
- 2% Crime increases
- 1% Other
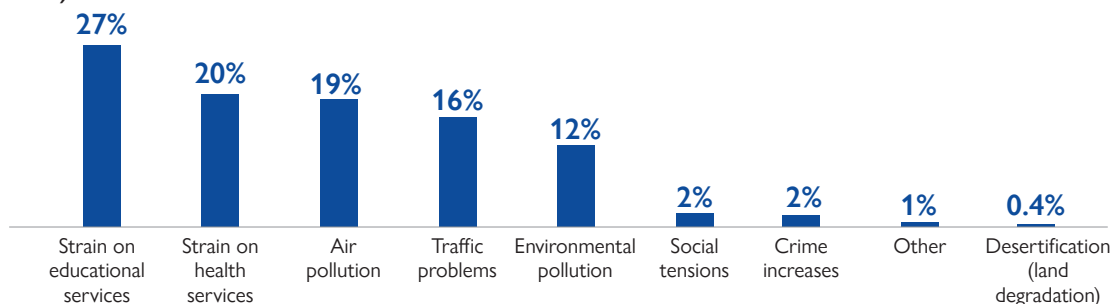- 0.4% Desertification (land degradation)

9

Table 2. Top khoroos reported strains on educational services

Overall 252 khesegs	Khoroo #6 8 khesegs	Khoroo #14 8 khesegs	Khoroo #16 8 khesegs	Khoroo #36 7 khesegs
Khoroo #3 6 khesegs	Khoroo #7 6 khesegs	Khoroo #25 6 khesegs	Khoroo #39 6 khesegs	Khoroo #40 6 khesegs

Of all khesegs that reported mobility-related challenges, 88 per cent confirming that the administrative unit had taken actions to tackle those challenges, while 12 per cent claimed there was no action taken. Apart from measures which were currently taken by the administration, more than half (56%) of

key informants believed that creating favorable legal environment for the migration registration should be considered by the authorities, followed by improving the control of traffic to and from the centralised areas (24%).

Chart 9. Actions taken by administrative unit (% of khesegs)

- Yes
- No

12%
88%
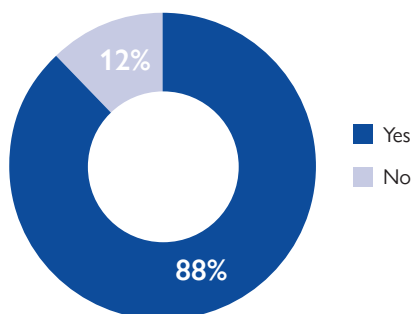
Figure 18. Other measures to address mobility related challenges (% responses)

56%	24%	10%	9%
Create a favorable legal environment for the registration of short-term movements	Improving control of traffic	Register people who are traveling between destinations (rural)	I don't know
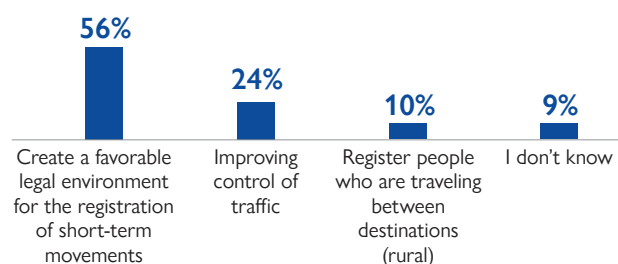
1.8 SERVICES AND INFRASTRUCTURE

In Bayanzurkh district, people had the most difficulties accessing healthcare and income-generating opportunities — both reported by 18 per cent of all respondents. Furthermore, 15 per cent of respondents reported difficulties with accessing car

parking, while 14 per cent reported challenges in accessing educational services and facilities. These findings are highly comparable to the phase two assessment.

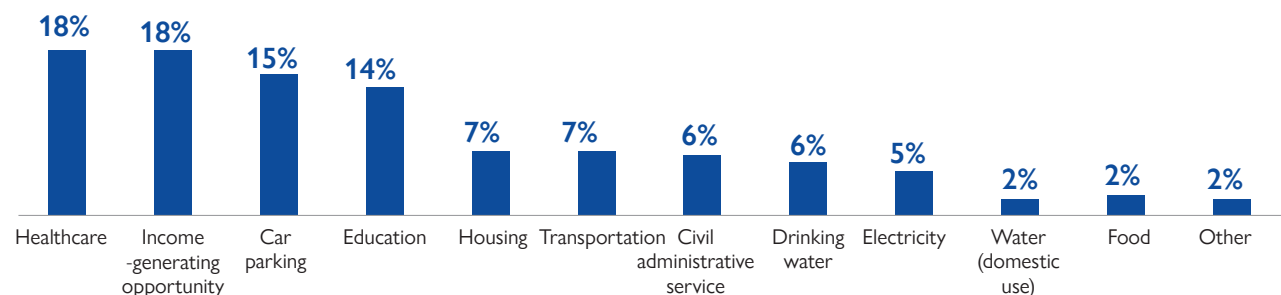**Figure 19. Services that people have difficulties accessing (% of responses)**

18%	18%	15%	14%	7%	7%	6%	6%	5%	2%	2%	2%
Healthcare	Income -generating opportunity	Car parking	Education	Housing	Transportation	Civil administrative service	Drinking water	Electricity	Water (domestic use)	Food	Other

Table 3. Top khoroos reported difficulties to access healthcare

| Overall 257 khesegs	Khoroo #11 12 khesegs	Khoroo #27 12 khesegs
Khoroo #2 11 khesegs	Khoroo #14 11 khesegs	Khoroo #37 11 khesegs

Table 4. Top khoroos reported difficulties to access income generating opportunities

Overall 255 khesegs	Khoroo #16 14 khesegs	Khoroo #4 12 khesegs	Khoroo #13 12 khesegs
Khoroo #26 10 khesegs	Khoroo #29 10 khesegs	Khoroo #34 10 khesegs	

For people living with disability, the primary challenges were found to be the lack of infrastructure to safely access public areas — as reported by 36 per cent of all response, followed by the lack of specialized medical care and the lack of specialized transportation services (each was counted by 22%).

Figure 20. Challenges for people living with disability (% of responses)
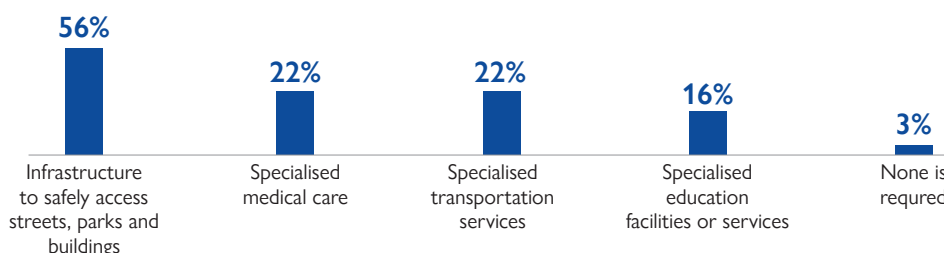
CONCLUSION

The key findings of the current assessment are corresponding to the previous findings, especially with regards to migration trends and socioeconomic challenges in Bayanzurkh district. The limited access to educational services and facilities were of the most important challenges in this district, yet education-related reasons were the predominate reason for people moving in and out of the district. The underlying connections between the limited resources for education and its impacts on migration trends and challenges are worth further investigation.

The lack of access to income-generating opportunities is another key challenge reported in this current assessment, and the previous assessment. This challenge has significant negative impacts on food security — findings that reflected by the data. Despite the decreasing trends, significant food consumption reduction still reported in 58 per cent of the khesegs in the district, and the majority of those khesegs also reported facing challenges to access income-generating opportunities.

The lack of healthcare access is likely to affect migration behaviors — currently, more than 13 per cent of arrivals and departures in the district were driven by the access to basic service, which healthcare was an essential one. Difficulties in accessing healthcare and health services can bring negative effects, such as poor health and less social cohesion. Further exploration of the access to healthcare and health service capacities and its implication to migrant' wellbeing is necessary.

© Javkhlantugs