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SUKHBAATAR DISTRICT

Rapid Assessment on Population, Migration and Needs
September 2022 to February 2023 (Third Phase Data Collection)



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INTRODUCTION AND METHODOLOGY

INTRODUCTION

This district-level report provides an overview of key thematic areas covered by the Sukhbaatar 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 Sukhbaatar 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 kheseq 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 Sukhbaatar 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 kheseq level – the smallest administrative unit in Sukhbaatar district through key informant interviews with kheseq leaders. Kheseq 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. Kheseq leaders were asked to fill out the survey tool composed of seven parts – each outlined into separate sections in this report. Kheseq 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, kheseq 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 kheseq leaders for clarification. Data analysis was conducted at the kheseq 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 kheseq 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 kheseq) and the knowledge of the specific key informant, which might depend on the extent to which he or she is engaged with the community. **1**

Additionally, the triangulation of results, which could

¹ Kheseq is the smallest administrative unit in Ulaanbaatar. Kheseq leader usually refer to the governor of a kheseq.

² Dzuds are extreme winters characterized 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.

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

GEOGRAPHICAL COVERAGE BREAKDOWN

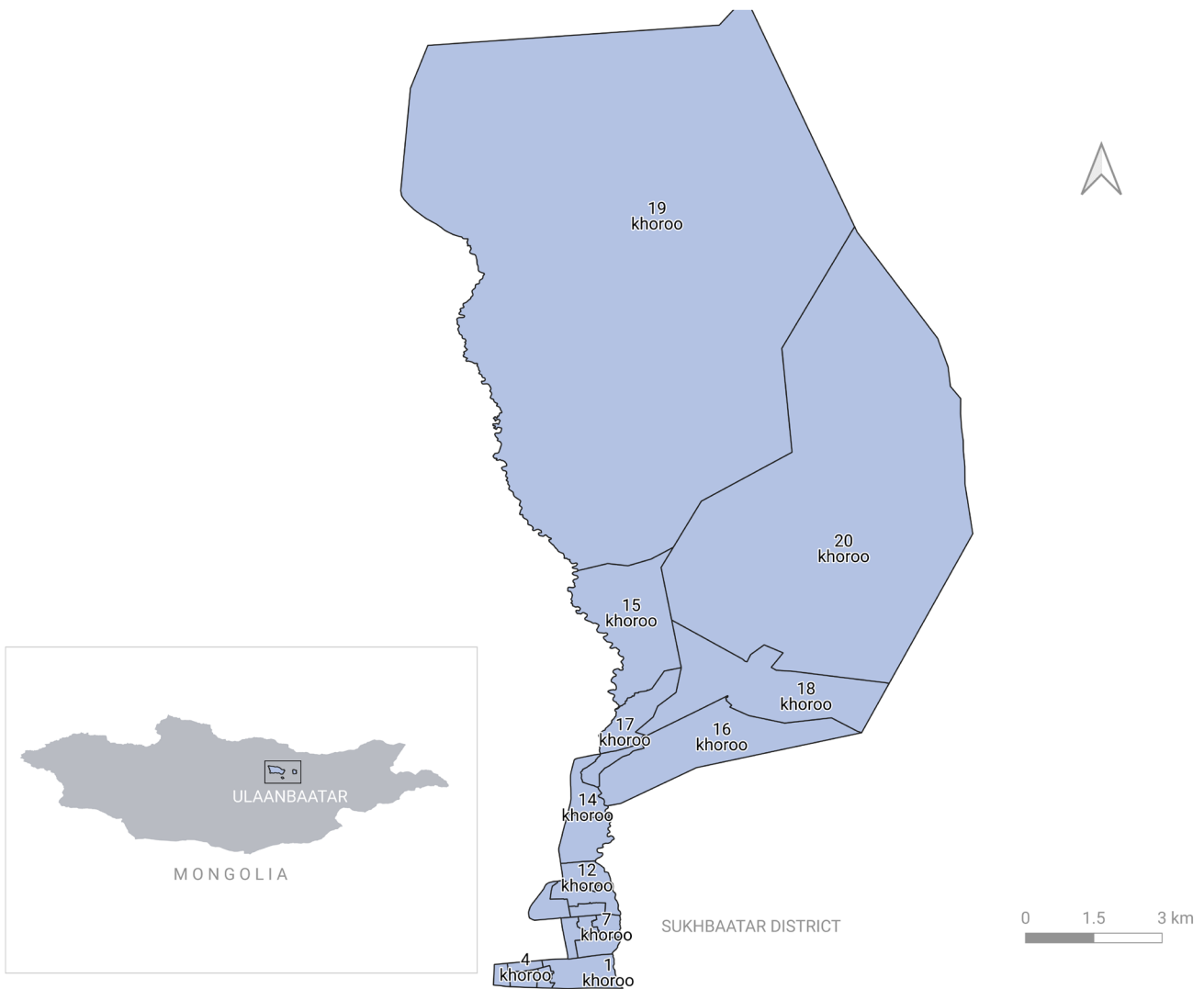


Table 1. Sukhbaatar district population

Districts	Number of Kheseogs	Total population (Inclusive of unregistered temporary residents)
Sukhbaatar	181	137,655
Total	181	137,655

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 kheseq 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 kheseq: Ger areas are the traditional Mongolian living arrangement where state heating 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 kheseqs are kheseqs where both living arrangements co-exist.

1. DATA ANALYSIS SUKHBAATAR DISTRICT

1.1 POPULATION BASELINE AND DEMOGRAPHIC OVERVIEW



40,616
Households



137,655
Individuals



53%
Female



35%
Minors



2,291
Individuals with disability



1,061
Elderly individuals without caregivers



926
Pregnant women



1,315
Children separated from at least one parent

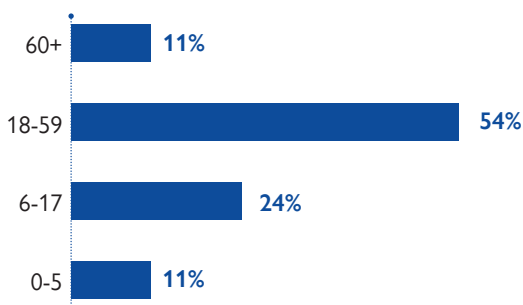


1,469
Single-parent households



6,684
Elderly-headed households

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



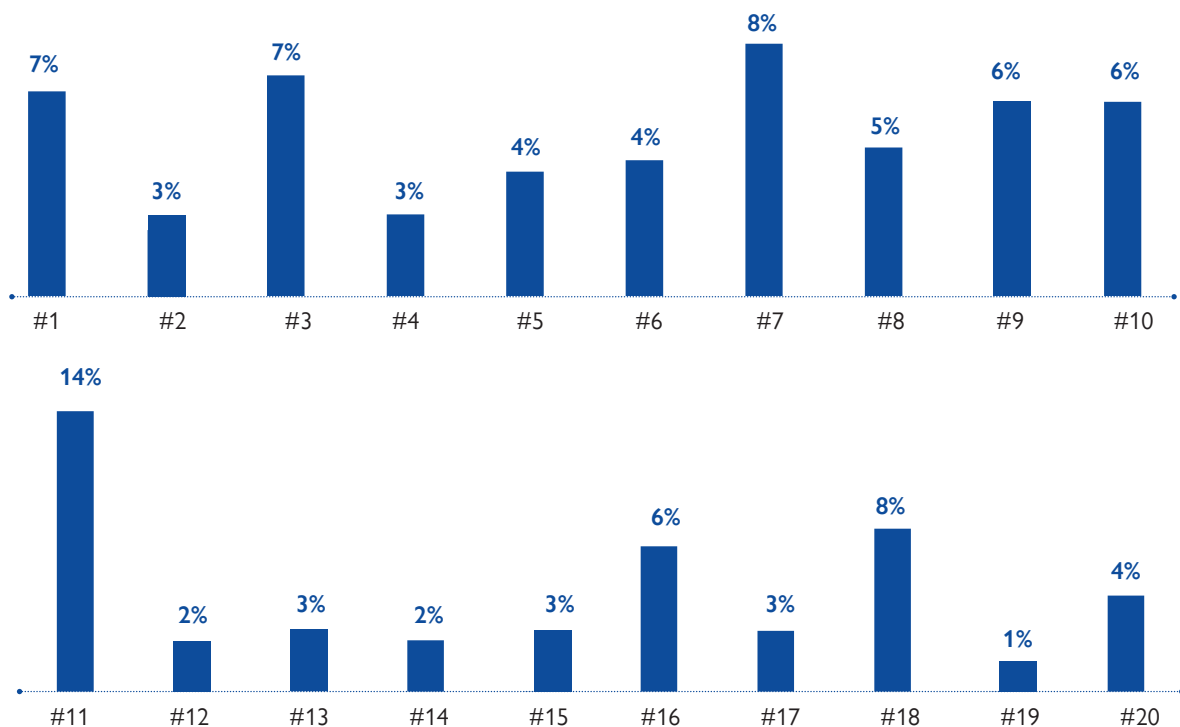
At the time of the assessment — September 2022 to February 2023 — there were 137,655 individuals and 40,416 households living in Sukhbaatar district, accounting for eight per cent of the total population in the city. Of all people, 53 per cent were women. A significant 35 per cent of the population registered as minors: 11 per cent aged 0–5 years, and 24 per cent aged 6–17 years. Adults aged 18–59 years accounted for 54 per cent of the population, whereas the elderly aged 60 years and above accounted for 11 per cent.

Overall, 2,291 individuals were reported with disability, accounting for two per cent of the district population. There were 926 women reported being pregnant (1% of the female population), 1,061 elderly reported having no caregivers (7% of all elderly aged 60 years and above), and 1,315 children reported being separated from their mother, father, or both (3% of children under 18 years old). Meanwhile, there were 1,469

single-parent and 6,684 elderly-headed households⁵ in this district, representing four and 16 per cent of all households, respectively.

Sukhbaatar district has 24 khorooos and 181 kheseqs. Khoroo #11 was the most populated, hosting 14 per cent of the district population, followed by khoroo #7 and #18, with each hosting eight per cent of the district population.

Figure 2. Population by khoroo (% of individuals)



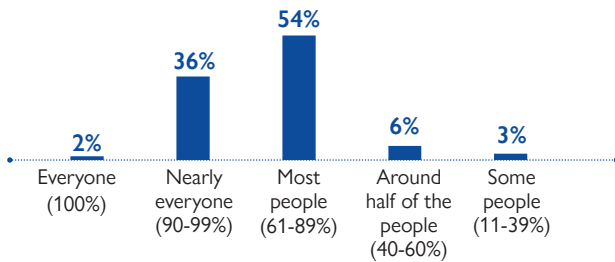
1.2 REGISTRATION

Overall, 38 per cent of kheseqs in Sukhbaatar district reported that almost all residents were registered (meaning a registration rate higher than 90%), including two per cent (3 kheseqs) which reported that all residents were registered. An additional 54 per cent of kheseqs

reported that most people (61–89% of residents) were registered, six per cent of kheseqs 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.

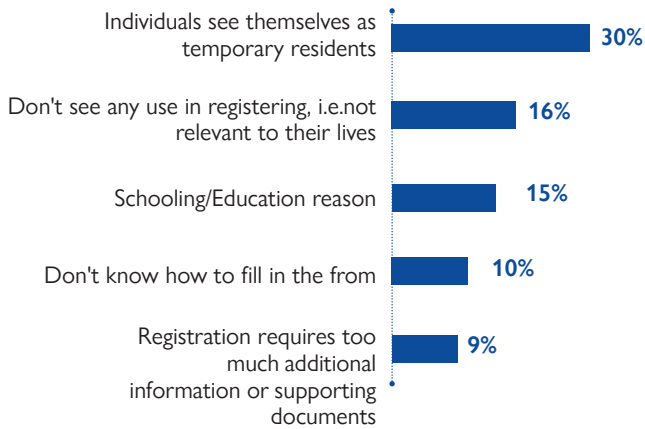
⁵ Households which are headed by a person aged 60 and over.

Figure 3. Estimated registration rate (% of kheseqs)



People considering themselves as temporary residents in the kheseq was the predominant reason for not registering in the district — as 30 per cent of all responses reported this as the driver for non-registration. This phenomenon was especially prevalent in khoroo #16 (as reported in 14 kheseqs).

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



1.3 ARRIVAL⁶

A total of 4,898 people arrived in Sukhbaatar district in the last six months prior to the interview, accounting for 11 per cent of all arrivals across the city. The highest share of arrivals was reported in khoroo #9 and #7 (each accounting for 13% of all arrivals in the district). The majority (87%) of arrivals came from another district in Ulaanbaatar city, 10 per cent were from rural areas, while three per cent came from another khoroo/kheseq in the same district.

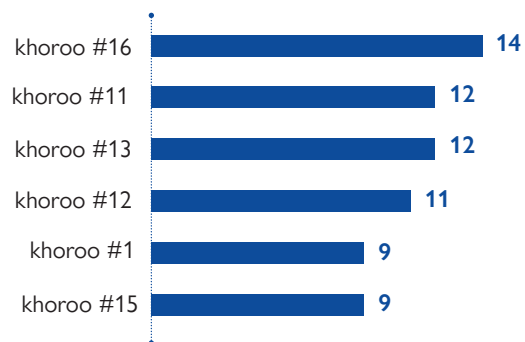
⁶ Arrivals refer to all individuals or households who arrived to a location in this district, regardless of whether they arrived from another location within or outside this district.

Figure 4. Top 5 khoros with more than 90% registration (number of kheseqs)



Other important reasons for non-registration included residents considering registration was irrelevant to their lives (16%), schooling and educational reasons (15%), people not knowing how to fill in the form (10%), and registration requiring too much information (9%).

Figure 6. Top khoros for non-registration because people consider themselves as temporary residents (number of kheseqs)



Among those who arrived from Ulaanbaatar area, 54 per cent were from apartment kheseqs, 29 per cent from ger kheseqs, and 17 per cent from ger and apartment mix kheseqs.⁷ Among those who arrived from rural areas, 44 per cent were from aimag center baghs, followed by 37 per cent from soum center baghs and 19 per cent from rural baghs.⁸

⁷ Ger areas are the traditional Mongolian living arrangement where state heating 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 kheseqs are kheseqs 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. Top 5 khorooos of arrivals (% of total arrival)

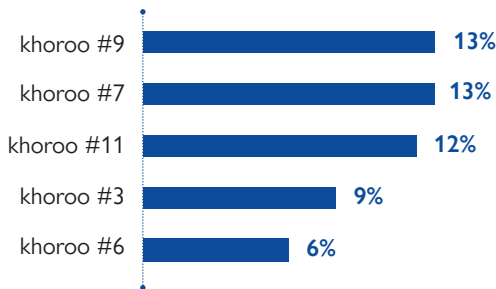


Chart 1. Arrivals coming from (% of total arrivals)

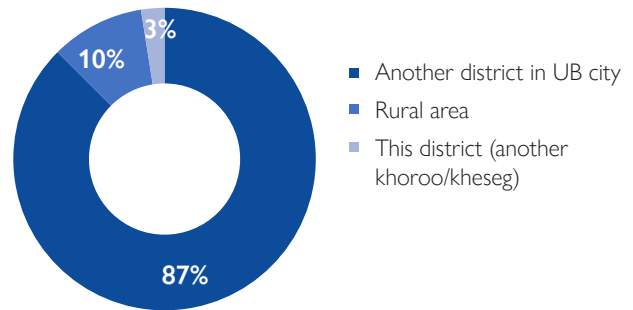


Chart 2. Arrivals coming from (% of total arrivals from Ulaanbaatar area)

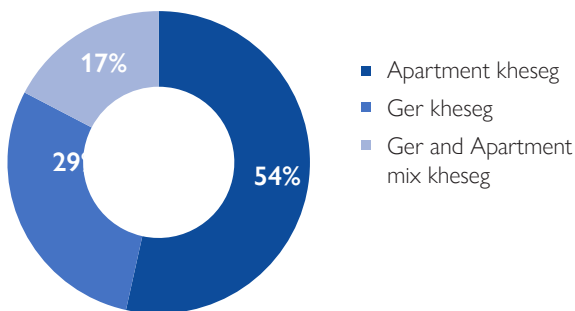
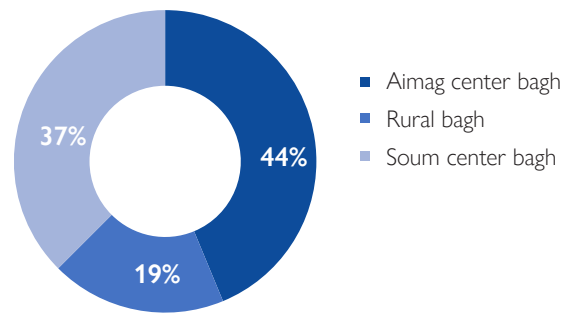


Chart 3. Arrivals coming from (% of total arrivals from rural areas)



Education continued to be the predominant reason for arrivals in Sukhbaatar district (as reported in 26% of all responses), followed by housing and property issues (21%) and employment (13%). For people who arrived in Sukhbaatar for job opportunities, their employment

was concentrated in social work (38%), construction sector (15%), and education sector (13%). During the phase three assessment, there was no otor arrivals reported in this district.⁹

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

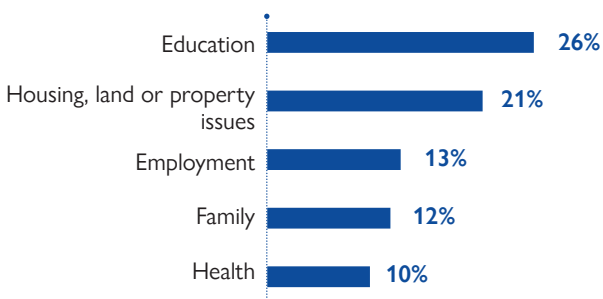
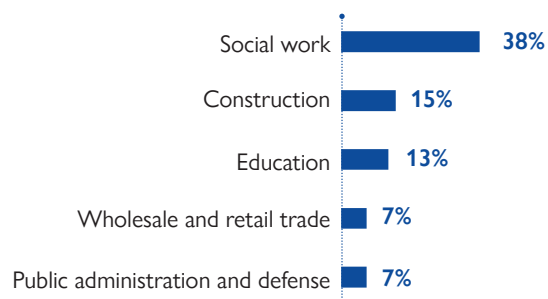


Figure 9. Main sectors of employment for those who arrived for employment reasons (% of responses)



⁹ Otor movement is a traditional mobility strategy developed by Mongolian herders when herders follow their livestock to different locations for better grazing land.

1.4 DEPARTURE¹⁰

A total of 3,299 people departed from Sukhbaatar in the last six months prior to the interview, accounted for 13 per cent of all departures in Ulaanbaatar. The highest share of departure was reported in khoroo #7 (16% of all departures in the district). The vast majority (95%) of people departed to another district in Ulaanbaatar city, four per cent to another knoroo/kheseg in the same district, and one per cent to rural areas.

Among those who departed to Ulaanbaatar areas, 61 per cent left to apartment khesegs, 33 per cent to ger and apartment mix khesegs, and six per cent to ger khesegs. Meanwhile, among those who departed to rural areas, half left to aimag center baghs, while another half to soum center baghs.

Figure 10. Top khoroods of departures (% of total departed)

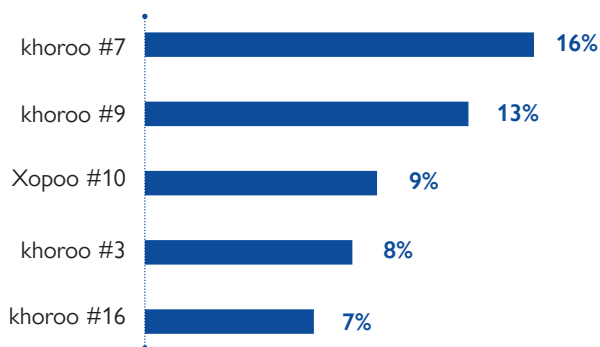


Chart 4. Departed for (% of total departures)

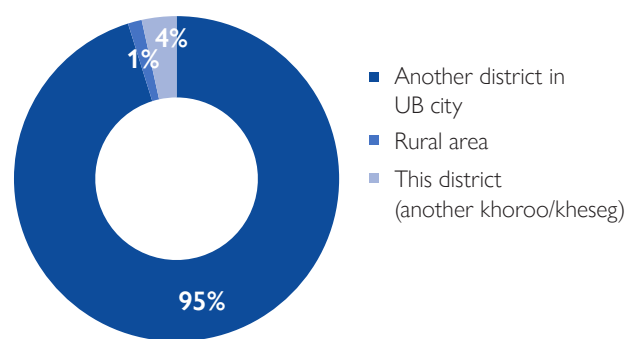


Chart 5. Departed for (% of total departures to Ulaanbaatar area)

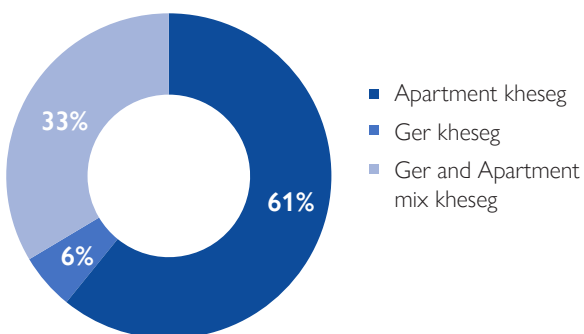
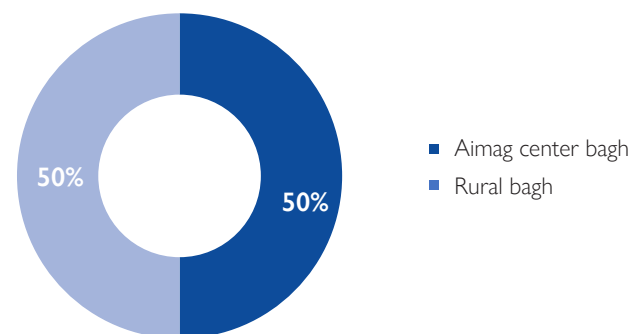


Chart 6. Departed for (% of total departures to rural areas)



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

Housing and property issues became to be the most important reason for departures, as reported by 27 per cent of responses. Education, which was the predominant driver for departures during the previous assessment, accounted for 22 per cent of departures (a decrease from 27%). Other major reasons included employment (16%), family ties (11%), and health-related reasons (9%) — these findings were highly comparable to findings from the previous assessment.

1.5 EMPLOYMENT

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

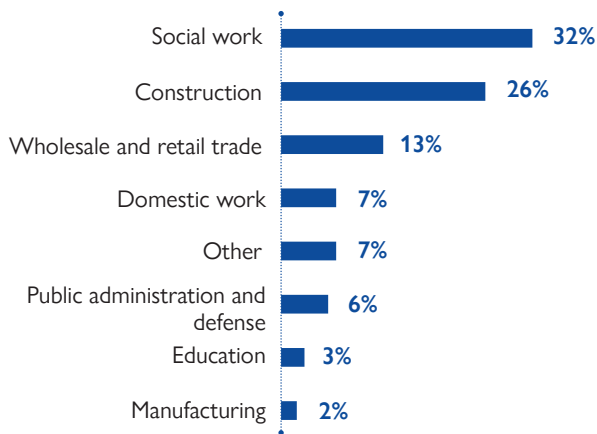
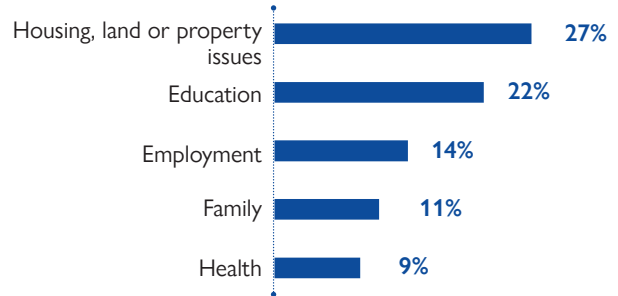


Figure 11. Primary reasons for departure (% of responses)

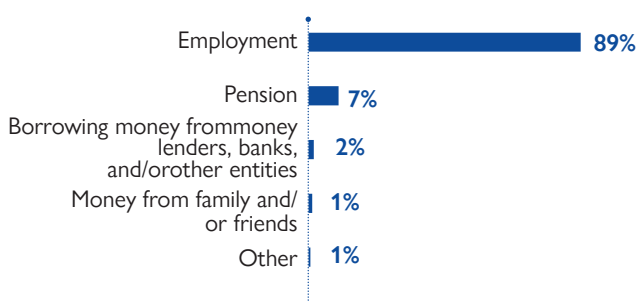


Social work was the predominant sector of employment in Sukhbaatar district — as reported by 32 per cent of responses. The construction sector continued to be one of the most important sectors of employment, dominating in 26 per cent of kheseqs, followed by wholesale and retail trade sector (13%).

1.6 FINANCIAL SITUATION

In Sukhbaatar district, employment was the most important source of income, dominating in 89 per cent of kheseqs. Additionally, seven per cent of kheseqs reported pension as the predominant source of income, and two per cent reported that their main source of income was loans from banks and other money lenders.

Figure 13. Primary source of income (% of kheseqs)



Significant food consumption reduction had been reported in 58 per cent of kheseqs in the last six months (decreased from the previous assessment at 66%). In 13 kheseqs (or 7% of kheseqs), food consumption reduction was frequently reported, impacting more than 13,000 people (10% of the district population). Khoroo #7 were most affected where four kheseqs reported frequent significant food consumption reduction.

Figure 14. Reduced food consumption (% of kheseqs)

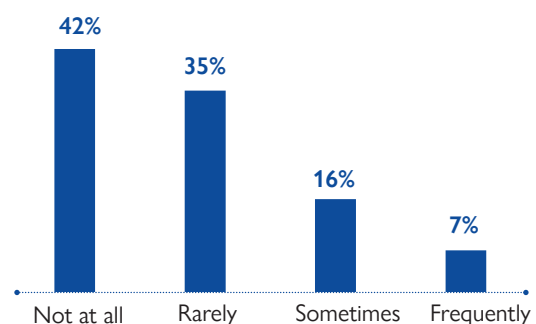


Table 2. Top khoros with frequent food consumption reduction

OVERALL	Khoroo #7	Khoroo #18
13 khesegs	4 khesegs	3 khesegs

1.7 MOBILITY-RELATED CHALLENGES

More than three-fourth (77%) of khesegs in Sukhbaatar district reported that they have at least one type of mobility-related challenges. The limited access to educational services remained to be the most pressing challenge (as 35% of responses reported such challenge), affecting more than 60,000 people (44% of the district population), followed by air pollution, which was reported by 17 per cent of responses, affecting 13% of the district population. Meanwhile, strains on health services have become more severe, as reported by 16 per cent of responses (compared to 10 per cent from the previous assessment), affecting more than 23,000 people (17 per cent of district population).

Chart 7. Khesegs reported mobility-related challenges (% of khesegs)

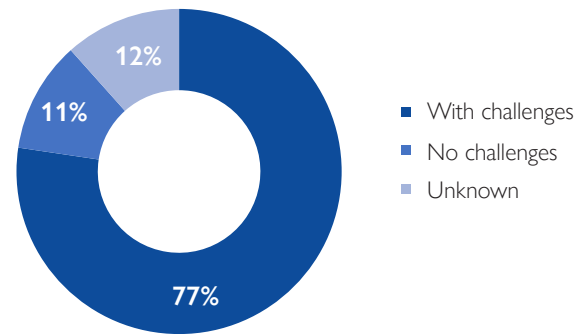


Figure 15. Mobility-related challenges (% of responses)

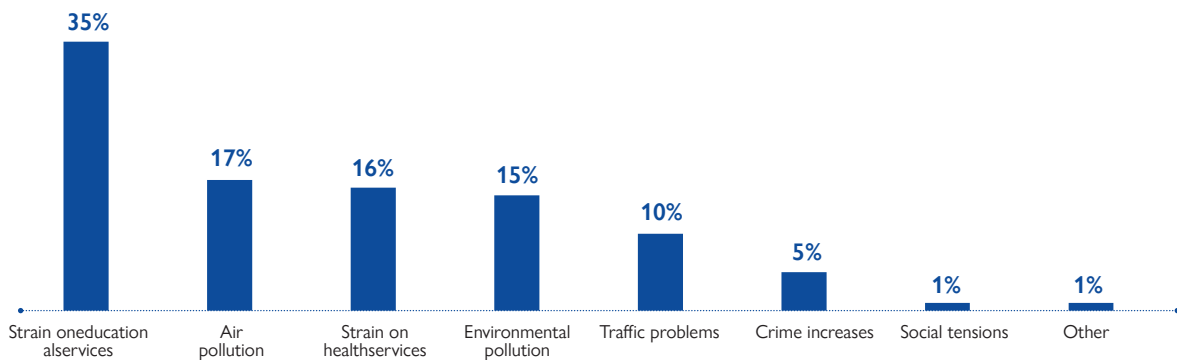
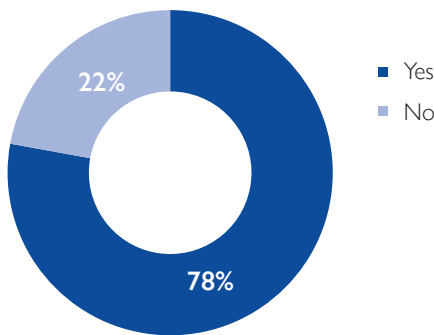


Table 3. Top khoros reported strains on educational services

OVERALL	Khoroo #11	Khoroo #7
61 khesegs	14 khesegs	8 khesegs
Khoroo #10	Khoroo #3	Khoroo #16
8 khesegs	6 khesegs	5 khesegs

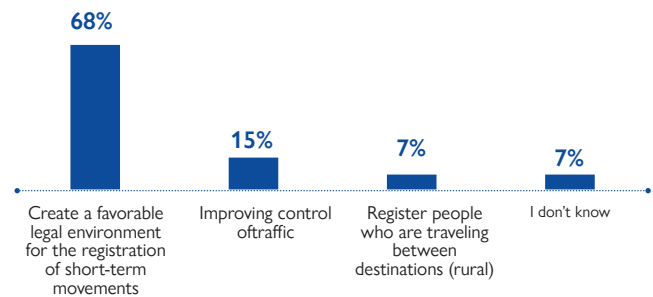
Of all kheseogs that reported mobility-related challenged, 78 per cent confirmed that their administrative unit had taken actions to tackle those challenges, while 22 per cent claimed there was no action taken. Apart from measures which were currently taken by the

Chart 8. Actions taken by administrative unit (% of kheseogs)



administration, the majority (68%) of key informants believed that creating favorable legal environment for the migration registration should be considered by authorities, followed by improving the control of traffic to and from the centralized areas (15%).

Figure 16. Other measures to address mobility related challenges (% responses)



1.8 SERVICES AND INFRASTRUCTURE

In Sukhbaatar district, people had the most difficulties accessing income generating opportunities, as reported by 20 per cent of responses - a finding that is comparable to the previous assessment.

Furthermore, the lack of access to healthcare was the second major challenges, as reported by 17 per cent of responses (compared to 14% previous responses).

Figure 17. Services that people have difficulties accessing (% of responses)

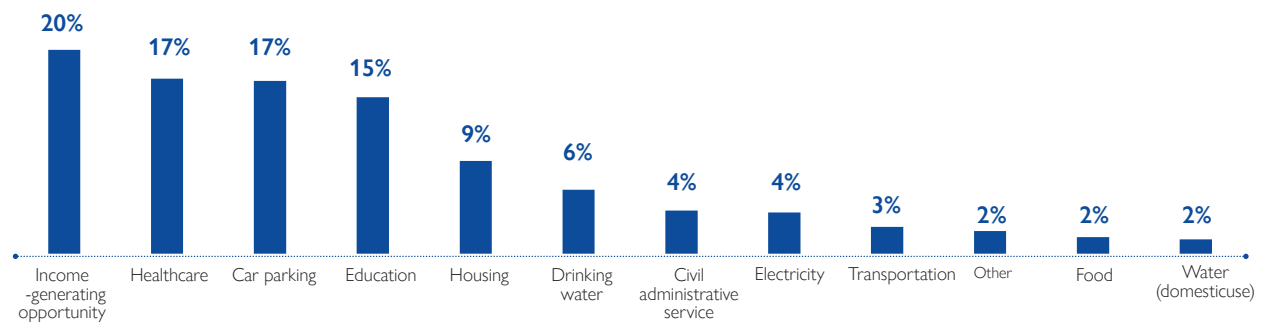


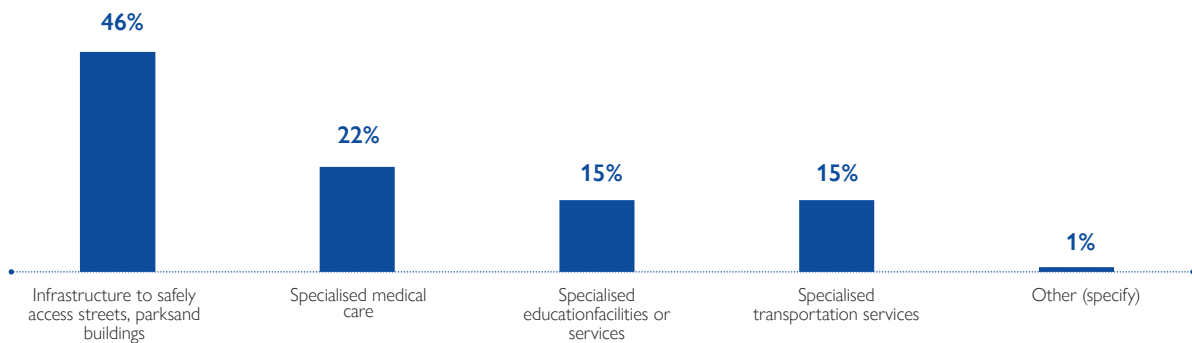
Table 3. Top khoroos reported difficulties to access income-generating opportunities

OVERALL	Khoroo #16	Khoroo #13	Khoroo #12
99 kheseogs	12 kheseogs	10 kheseogs	9 kheseogs
Khoroo #10	Khoroo #15	Khoroo #17	Khoroo #8
8 kheseogs	8 kheseogs	8 kheseogs	7 kheseogs

For people living with disability, the primary challenges were found to be the lack of infrastructure to safely access public areas reported by 46 per cent of all

response, followed by the lack of specialized medical care (22%) and the lack of specialized educational facilities and services (15%).

Figure 18. 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 Sukhbaatar district. The lack of access to income generating opportunities is a key challenge which have been reported in current assessment, as well as the previous assessment. This challenge has significant negative impacts on food security – a finding that is reflected by data. Despite a decreasing trend, significant food consumption reduction was reported in 58 per cent of kheseqs in the district, and the majority of those kheseqs also reported the challenges to access income generating opportunities.

To access basic services has become a more important factor which affect drive people's decision in move in or out of the district. Yet, current assessment shows that challenges in accessing basic services, such as healthcare and health services, have been intensified. Difficulties in accessing healthcare and health services can bring negative effects, such as poorer health and less social cohesion. Further investigation in the challenges in access to health services and its implication to migrant' wellbeing is, therefore, necessary.



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This report is part of the outputs under the initiative “Understanding and managing internal migration in Mongolia”, which is funded by the Swiss Agency for Development and Cooperation and implemented by IOM. The objective of this project is to strengthen the evidence-based formulation and implementation by mainstreaming internal migration and development policy in Mongolia through the use of the Displacement Tracking Matrix (DTM). The report was designed by Yamei Du, and National consultant Gereltogtokh Ganbat. Survey questions and designs were designed with key inputs from DTM team and Municipality of Ulaanbaatar. Survey data was collected and analysed using IOM’s Displacement Tracking Matrix (DTM) tool, with technical guidance and support from IOM’s Regional Office for Asia and the Pacific, and the Global DTM Support Team.



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