



IOM International Organization for Migration

# Strengthening Migration Management in Mongolia



**CBMM Mongolia Project 2010-2011**

## **Project Information:** Capacity Building for Migration Management in Mongolia

**Project Category:** Regulating migration

**Project Management Site:** IOM Beijing and IOM Ulan Bator

**Target Group:** Mongolian government agencies involved in migration management. Primary Counterpart: Mongolia Immigration Agency, Other counterparts: Ministry of Justice and Home Affairs, Ministry of Foreign Affairs and Trade, Ministry of Labour and Social Welfare, General Authority for Border Protection, General Authority for State Registration, Council to Protect the Rights of Citizens of Mongolia Abroad.

**Funding Source:** IOM Development Fund

**Project Duration:** 1 February 2010 – 31 December 2011 (23 months)

Processing of passport applications at the General Authority for State Registration, Ulan Bator (IOM 2010).



## **Strengthening Migration Management in Mongolia**

Today, Mongolia is witnessing unprecedented movements of people both leaving and travelling to the country. Currently, an estimated 100,000 Mongolians reside abroad, while 16,320 foreigners live in Mongolia. International Organization for Migration (IOM)'s 'Capacity Building for Migration Management in Mongolia' (CBMM Mongolia) (2010-2011) project strengthened the technical capacity of the Government of Mongolia in key areas of migration governance including border management, labour migration and civil registration. Principally funded by the IOM Development Fund, project activities included assessments, trainings and workshops, research and manual development, and study tours. Technical cooperation activities were designed in close partnership with IOM's government partners with all parties working closely together to define needs, determine priority areas and shape interventions.

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IOM conducted an assessment on the migratory intentions on those affected by the Dzud (© Alessandro Grassani 2011).

## Assessment of 'Dzud' impacts on displaced rural herders

In the winter of 2009/2010, -50°C temperatures killed more than 8.5 million animals in Mongolia threatening the livelihoods and food security of the herders who comprise nearly one third of the total population. This was part of the complex 'Dzud' phenomenon, where summer drought is followed by a long winter with heavy snow and extreme temperatures. In order to assist the Government of Mongolia to effectively respond to the disaster, from July to August 2010, IOM conducted an assessment of the movements, intentions and needs of those most affected by the Dzud. IOM presented the findings to the National Emergency Management Agency (NEMA) along with recommendations to establish a management system to track displacement.

## Migration and Identity Management Assessment

In August 2010, IOM conducted a rapid assessment of Mongolia's migration management systems to enable the identification of critical areas to be strengthened and the production of action-orientated recommendations.

The *Mongolia: Migration & Identity Management Assessment Report* (2010) was conducted in response to a request from the Government of Mongolia to improve their technical systems in conformity with international standards. The report focused on the management of borders, visa issuance, labour migration and civil registration, and provided recommendations on targeted human resource development and manage-

ment that informed subsequent project activities.

The final recommendations were presented to IOM's Mongolian counterparts for endorsement in October 2010 in Ulan Bator, and provide an important baseline for the country's future capacity building activities in migration management. 100 copies of the report have been printed and distributed amongst IOM's government partners and other key stakeholders.



Processing of National ID Card applications at the General Authority for State Registration, Ulan Bator (IOM 2010).





Representatives from the Mongolian government, NGOs and academia at IOM training on labour migration (IOM 2010).

## Workshop on labour migration and international law

From 26-28 October, 2010, IOM hosted a three-day workshop in Ulan Bator for 40 public officials, academics, trade union members and staff from NGOs to strengthen labour migration management and promote a more coordinated response between stakeholders.

The workshop, attended by officials from the Mongolia Immigration Agency, the Ministries of Justice and Home Affairs, Labour and Social Welfare, Foreign Affairs and Trade, and the General Authority for State Registration, was facilitated by experts from IOM.

The workshop enabled discussion on ways to meet Mongolia's international legal obligations, including protection of migrant workers' rights, combating migrant smuggling and human trafficking, and provided a platform for NGOs, academics and trade unions to provide their suggestions.

"The workshop will contribute greatly to labour migration management at a time when the Government of Mongolia is making efforts to improve labour emigration and immigration management policies and legislation," said Mr. Davaa Nyamkhuu, Vice Minister for Labour and Social Welfare.

Due to the increase in foreign mining concessions and associated heated public debates about the need for foreign workers, participants noted that the sharing of best practice on labour migration was pertinent. Following the workshop, IOM was asked by the Vice Minister to provide technical assistance on the *Law on Employment Promotion* and the *Law on Receiving Labour Force And Specialists From Abroad* - both of which had recently been debated by Parliament due to concerns over the admission of foreign workers and the quota system.

## Study tour to the Philippines on orderly labour migration

From 21-27 February, 2011, IOM organised a study tour for eight senior Mongolian officials to visit the Philippines to facilitate the exchange of best practice in border management and labour migration. The trip enabled representatives

from the Mongolia Immigration Agency, Ministry of Labour and Social Welfare and Diaspora Council to assess what has worked well in the Philippines, as well as review Mongolia's own systems and procedures. Participants included the Director General of the Mongolian Immigration Agency and Advisor to the Minister for Labour and Social Welfare.

Key issues addressed included visa issuance, fraudulent document examination, the deployment of foreign workers overseas and human resource development for immigration officers. The study tour also provided an opportunity to further develop bilateral relations between the Mongolia Immigration Agency and Philippines Bureau of Immigration through the identification of priority areas for future cooperation. Officials from the Philippines Bureau of Immigration were invited to Mongolia to participate in the CBMM Mongolia fraudulent document training in June 2011 to further share their experiences and train Mongolian counterparts.



MIA Director General Mr. Murun Dashdorj and the Philippines Bureau of Immigration, Manila (IOM 2011).

## Fraudulent document training for frontline officers

From 14-16 June, 2011, IOM convened a three-day training on fraudulent document examination for Mongolian border guards and immigration officials to strengthen border protection and prevent irregular movements of people.





Portuguese document security expert works with Mongolia Immigration Agency officials, Ulan Bator (IOM 2011).

30 participants from the Mongolia Immigration Agency and General Authority for Border Protection, who have training responsibilities themselves, were able to strengthen their knowledge and skills on document security features, imposter recognition and identifying victims of trafficking. The training, led by technical experts from the Portugal Border and Aliens Service (SEF), United Kingdom Border Agency (UKBA) and Philippines Bureau of Immigration, focused on international standards and best practices on fraudulent document examination procedures.

“The workshop will contribute to the Mongolian Government’s efforts to strengthen the capacity of our officials to intercept, examine and analyse fraudulent documents,” said Mr. Murun Dashdorj, Director General of the Mongolia Immigration Agency.

“This will directly assist our efforts to combat irregular migration and identify fraud, as well as prevent human trafficking and people smuggling across Mongolia’s borders,” said Colonel Munkhchuluun Dandar, Chief of the Passport Control Department of the General Authority for Border Protection.

The training was based on recommendations from the *Mongolia: Migration & Identity Management Assessment Report* (2010). In order to ensure maximum impact, a training of trainers approach was adopted and senior officials who attended the training were tasked with passing on new knowledge and skills to their colleagues.

## IOM support Mongolia host 10th ASEM Conference

In 2011, IOM provided technical, logistical and financial assistance to support the Government of Mongolia host the 10th Asia-Europe Meeting (ASEM) for Directors-General of Immigration from 5-7 September in Ulan Bator. This built upon earlier efforts where IOM assisted additional officials from the Mongolia Immigration Agency to attend the 9th ASEM meeting held in Brussels.

The meeting, attended by 61 delegates from nine Asian countries, nine European countries and five international organizations, addressed common challenges of human trafficking, managing labour migration flows, and preventing irregular cross-border movements of people.

Speaking at the opening session, the Minister of Justice and Home Affairs, Mongolia, Mr. Nyamdorj Tsend said: “Migration cuts across numerous national ministries and government agencies in Mongolia, but cross-border migration is an issue that requires international partnerships, mutual understanding and information exchange.”

IOM Director General William Lacy Swing said countries should consider a “high road scenario.” “On one hand, a policy that respects national sovereignty and, on the other hand, a policy that respects the age-old desire of people to migrate to seek a better life – mankind’s oldest poverty reduction and development strategy.”

The ASEM meeting is an informal process of dialogue between European Union Member States and Asian countries addressing political, economic and cultural issues, with the objective of strengthening the relationship between the two regions. The meeting came at an important time for Mongolia, as it was able to share experiences with other Asian and European countries, as it was developing its own counter-trafficking and labour migration laws.



IOM Director General William Lacy Swing speaks at the opening of the 10th ASEM Conference, Ulan Bator (IOM 2011).



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## Mongolian-language Passport Examination Procedure Manual

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In September 2011, IOM launched a Mongolian-language version of its *Passport Examination Procedure Manual*. One of the world's leading reference tools in this area, the manual provides practical guidance on how to better screen and examine identity documents. Already translated into six other languages, the Manual is successfully being used by relevant ministries and agencies around the globe.

The Mongolian-language Manual was produced in response to interest from the Government of Mongolia to improve its border management systems, and was one of the recommendations from the *Mongolia: Migration & Identity Management Assessment Report* (2010) to support the capacity building of frontline officers. 100 copies of the Manual were printed and distributed to the Mongolia Immigration Agency and General Authority for Border Protection.

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## IOM funds Edison Licenses for Mongolia

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In September 2011, IOM funded three one-year subscriptions to the Edison System to enable border and immigration officials in Mongolia to better check the security features of genuine travel documents, and therefore better intercept fraudulent documents at the borders.

Available in the country for the first time, the Mongolia Immigration Agency and General Authority for Border Protection will use the Edison image storage and revival system at three major Mongolian border points: the Chinngis Khan International Airport, the Mongolia-China (Zamyd-Uud) and Mongolia-Russia border crossings.

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## IOM opens new Country Office in Mongolia

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On 8 September, 2011, IOM opened its new Mongolia Country Office in Ulan Bator. The official opening event held at Chinngis Khan Hotel was attended by over 50 representatives from the Government of Mongolia, diplomatic community and international organizations.

Speaking at the opening event, IOM Director General William Lacy Swing said: "The opening of this Office marks the start of a new level of cooperation between IOM and Mongolia." The activities of the new office will expand upon IOM's previous activities on migration management, counter-trafficking, assisted voluntary returns and disaster management.

IOM has been cooperating with Mongolia since 2001, and became an IOM Member State in June 2008.



IOM Director General William Lacy Swing greets Mongolian Prime Minister Sükhbaatariin Batbold, Ulan Bator (IOM 2011).

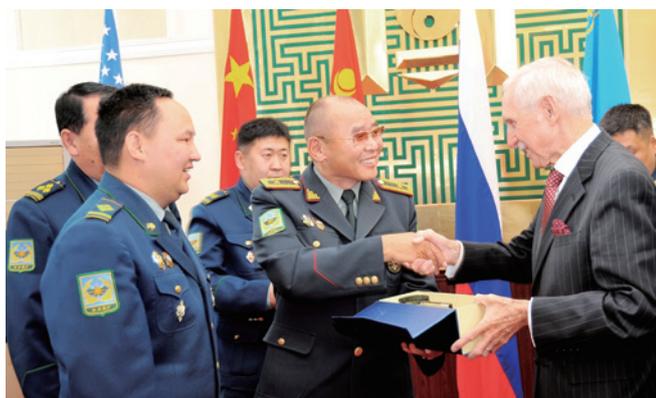


Should an earthquake strike Ulan Bator, an estimated 300,000 people could be displaced (© Alessandro Grassani 2011).

## IOM Director General visits Mongolia

From 5-9 September, 2011, IOM Director General William Lacy Swing made his first official visit to Mongolia. During his visit, the Director General met with Prime Minister Sukhbaatariin Batbold and other senior Mongolian government representatives to discuss IOM's future activities in the country and their impressions of the CBMM Mongolia project. Additionally, the Director General participated in a United Nations Country Team meeting, which was the first since IOM's formal inclusion in the Country Team.

The Director General had meetings with: the Minister of Justice and Home Affairs Mr. Nyamdorj Tsend, Minister of Labour and Social Welfare Mrs. Gandhi Tugsjargal, State Secretary of the Ministry Foreign Affairs and Trade Mr. Tsogtbaatar Damdin, Director General of the Mongolian Immigration Agency Mr. Murun Dashdorj, Deputy Commander of General Authority for Border Protection Mr. Lhagvasuren and Vice Chairman of the General Authority for State Registration Mr. Enkhbaatar.



IOM Director General meets with Lkhagvasuren Amindavaa, Brigadier General, General Authority for Border Protection, Ulan Bator (IOM 2011).

## IOM to assist Mongolian migrants return home

Over the last ten years, through its Assisted Voluntary Returns and Reintegration (AVRR) Program, IOM has assisted over 5000 Mongolians from 14 sending countries to safely return home.

With the opening of the IOM Mongolia Country Office, IOM will continue to work in close partnership with local partners to provide income generation and reintegration assistance to returned Mongolian migrants from abroad. Current support is provided to returnees from Switzerland, Belgium, Ireland, Czech Republic and Turkey.



Staff in a felt factory that produces traditional Mongolian felt products, a company supported by an AVRR returnee (IOM 2011).

## IOM adopts Camp Management and Coordination Role

In September 2011, IOM officially assumed the role of 'Camp Coordination and Camp Management' (CCCM) Cluster Lead in Mongolia. As CCCM Cluster Lead, IOM will work with government and humanitarian actors on contingency planning for future disaster scenarios. The Inter-Agency Standing Committee has designated IOM as the global CCCM Cluster Lead, and IOM was approached by the United Nations Country Team to assume this role in Mongolia earlier this year.

In order to prepare for the role, in August 2011, IOM attended Tempest Express-20, a contingency planning exercise organized by the Multinational Planning Augmentation Team (MPAT). The workshop brought together military, government and humanitarian actors with the aim of developing standard operating procedures in the case of a disaster in Mongolia.



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## New IOM project to assist victims of trafficking

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Over the last three years, IOM has provided 352 Mongolian victims of trafficking with direct assistance and reintegration packages including medical and psychosocial support, legal assistance and livelihood trainings.

In November 2011, IOM launched a new project to assist Mongolian victims of trafficking. In partnership with the Mongolian Gender Equality Centre (MGECC), IOM is providing food, health, psychological, return and reintegration assistance to trafficked persons. The project is funded by the United States State Department Office to Monitor and Combat Trafficking in Persons, and fulfills one of the recommendations from the *Mongolia: Migration & Identity Management Assessment Report* (2010) to improve specialist services for victims of trafficking.



Many victims of trafficking move overseas in search of better job opportunities only to be duped by their traffickers (IOM 2010).

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## Fraud document examination training manuals

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In December 2011, IOM launched two new Mongolian-language training manuals to strengthen Mongolia's border management response including the prevention of human trafficking and human smuggling.

*Training Manual, Volume 1: International Standards, Framework, and Guidelines for Fraudulent Travel Documents* and *Training Manual, Volume 2: Examination of Fraudulent Travel Documents - The Design Process* aim to improve frontline immigration officials' ability to intercept fraudulent documents. As such, the manuals are designed as self learning tools with guidelines that are easily applicable in practice. They will be used for courses held in the Border Training College for cadets, and will also provide a useful supplement to IOM's Mongolian-language *Passport Examination Procedure Manual*.

The General Authority for Border Protection and Mongolia Immigration Agency will both be presented with 50 copies of each manual in time for a national training held by the Immigration Agency on 20 December, 2011.

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## Handbook on assisting victims of trafficking for consular officials

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In December 2011, IOM launched a new manual for consular and diplomatic officials on assisting victims of trafficking to coincide with the development of Mongolia's new law on combating human trafficking.

The *Handbook for diplomatic and consular personnel on how to assist victims of trafficking* provides practical advice informed by international standards and best practices, and also offers contact points for referrals. Key topics addressed include victim identification, interviewing techniques, return and referrals.

100 copies of the manual will be presented to Ministry of Foreign Affairs and Trade to be distributed in Mongolian Consulates and Embassies abroad. The materials will also be adapted and included in briefings for diplomats in Ulan Bator prior to their postings abroad.

Identifying fraudulent travel documents can prevent irregular migration, human smuggling and trafficking across Mongolia's borders (IOM 2010).

