Baseline Assessment into the Causes, Dynamics, Vulnerability and Resilience Levels to Human Trafficking in Mongolia

Final report

Ulaanbaatar, 2022 он

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This baseline assessment was conducted by the research team of the Independent Research Institute of Mongolia (IRIM) from April 2020 to September 2021 within the framework of the International Organization for Migration (IOM) project **"Strengthening Mongolia's efforts to combat and prevent human trafficking"** implemented during 2020-2022.

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Final report

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Abbreviations

AFCYD	Authority for Family Children and Youth Development
CCCP	Coordination Council of Crimes Prevention
CPI	Corruption Perception Index
CSO	Civil Society Organization
CRKH	Citizen Representative Khural
DoMV	Determinants of Migrant Vulnerability
DV	Domestic violence
FGD	Focus Group Discussion
GBV	Gender-based violence
GoM	Government of Mongolia
HTI	Human Trafficking Index
ILO	International Labour Organization
IOM	International Organization for Migration
IRIM	Independent Research Institute of Mongolia
MASM	Mongolian Authority for Standards and Metrology
MES	Ministry of Education and Science
MET	Ministry of Environment and Tourism
MGEC	Mongolian Gender Equality Centre
MIA	Mongolia Immigration Agency
MLSP	Ministry of Labour and Social Protection
MoH	Ministry of Health
MoFA	Ministry of Foreign Affairs
MoJHA	Ministry of Justice and Home Affairs
NGO	Non-Governmental Organization
NCLE	National Center for Lifelong Education
MNT	Mongolian Togrog
MNS	Mongolian National Standard
NPA	National Police Agency
NSO	National Statistics Office
OECD	Organisation for Economic Co-operation and Development
OSCE	Organization for Security and Co-operation in Europe
OSSC	One-Stop Service Centre
PC	Personal computer
PWDs	People with Disabilities
SDC	Swiss Agency for Development and Cooperation
SSI	Semi-Structured Interview
TIP	Trafficking in Persons
UK	United Kingdom
UN	United Nations
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNODC	United Nations Office on Drugs and Crime
US Embassy	United States Embassy
US	United States
USD	United States Dollar
VoT	Victims of Trafficking

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EXECUTIVE SUMMARY

This baseline assessment was conducted by the Independent Research Institute of Mongolia (IRIM) from April 2020 to September 2021 within the framework of the project **"Strengthening Mongolia's efforts to prevent and respond to human trafficking"** implemented by the International Organization for Migration (IOM) between 2020-2022. The aim of this assessment was to examine the causes and current state of human trafficking in Mongolia and identify risks and protective factors that affect the vulnerability of Mongolians to human trafficking. This study was conducted in pursuit of the following objectives.[2]:

- **Objective 1:** Explore risks and protective factors that create vulnerability and resilience to human trafficking in Mongolia, using the **IOM Determinants of Migrant Vulnerability (DoMV)[3]**

- **Objective 2:** Outline human trafficking routes, trends and patterns within and outside Mongolia.

- **Objective 3:** Determine necessary assistance and support for people who have experienced trafficking within and outside Mongolia as well as identify specific needs of vulnerable groups, including female victims of trafficking and children.

- **Objective 4:** Identify priority programmes and policy interventions that may be effective in combating external and internal labour trafficking and sex trafficking.

As per the framework of these objectives, the study was conducted based on the information of Mongolian victims trafficked in Mongolia and abroad. Additionally, an overview of the current state of foreign nationals trafficked in Mongolia was also studied.

The baseline assessment was conducted based on the internationally recognized definition of human trafficking as provided in the United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children which supplements the United Nations Convention against Transnational Organized Crime.[4]

Data collection was conducted in Darkhan, Dornod and Umnugovi aimags (provinces), as well as Bayanzurkh and Songinokhairkhan districts of the capital Ulaanbaatar city. A combination of quantitative and qualitative methods was used to collect data from national anti-trafficking stakeholders and individuals at risk to trafficking. Field data collection was conducted in June 2020 from the following sample:

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[1] According to the Law on Combating Domestic Violence, the term "family" includes relationships between the following groups:
- Spouse, other family members, cohabitants, caretakers, custodians, persons under their care and protection, persons living together in the family;
- Born or adopted children living separately, born or adopted parents, brothers and sisters;
- Divorced spouses, people who have lived together or have not lived together, but who have had a family relationship, including children.
[2] A detailed Terms of Reference for the research is provided in Annex 1. Terms of Reference.
[3] The Determinants of Migrant Vulnerability was developed to identify, protect and assist migrants who have experienced or are vulnerable to violence, exploitation and abuse before, during or after migrating, and to guide the development and implementation of interventions to reduce such vulnerability. It considers risk factors (which contribute to vulnerability) and protective factors (which improve capabilities to avoid, cope with or recover from harm), and the way that the two interact, based on four dimensions: individual factors, household and family factors, community factors and structural factors. For more details, please see *IOM Handbook on Protection and Assistance for Migrants Vulnerable to Violence, Exploitation and Abuse,* (Geneva, 2019), p. 5-8.
[4] Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime, New York, 15 November, 2000.

Table 1. Research methodology outline

Respondents	Data collection method, sampling size
• Civil servants (Courts, Prosecutors, Police, Immigration Agency, Border Inspection Service) • Service providers (NGOs, protection shelters, one-stop service centres) • Target groups (sex workers, foreign nationals and others identified as at risk according to the screening questionnaire)	• Semi-structured interviews (n=29) • Individual in-depth interviews (n=13) • Focus group discussions (n=6) • Review of court case files (n=7) • Questionnaires from at-risk individuals (n=423)

In order to explore risk and protective factors that create vulnerability and resilience to human trafficking in Mongolia, the assessment employed IOM's Determinants of Migrant Vulnerability (DoMV). According to DoMV, risk and protective factors are examined at four different levels – individual, family, community and structural – based on quantitative and qualitative data.

Quantitative data were collected in two phases. In the first phase, out of a total of 467 participants from vulnerable groups[5] surveyed with a screening questionnaire, 423 (91 per cent) were identified as being at risk as they met a number of vulnerability criteria established by the research team based on available government indicators.[6] In the second phase, factors contributing to the vulnerability of individuals were assessed according to the DoMV and an econometric analysis was conducted based on the multivariate regression model and an ANOVA analysis.

The research team elaborated a Human Trafficking Index (HTI) to calculate the level of vulnerability of people surveyed. The average result of the HTI was 0.10,[7] which demonstrates the surveyed respondents' high level of vulnerability to trafficking in Mongolia. In addition, 28.4 per cent (approximately one-in-four) at-risk individuals are likely to have been exposed to at least one element[8] of human trafficking.

Based on results of the DoMV analysis, the following section outlines the typical profile of individuals at risk of human trafficking in Mongolia.

Who is vulnerable to human trafficking in Mongolia?

Women and men aged 18-30 years (internal trafficking data from the National Police Agency (NPA) reveals women aged 14 years and above are also at high risk, but were not included in this study due to data collection limitations[9]), who are students with part-time seasonal jobs, with irregular income or who are looking for an occupation having migrated to another location where they are not registered. Those at risk have often experienced physical and psychological hardship, are divorced or single.

Such at-risk people have often witnessed or are victims of domestic violence, one of the household may have migrated for long periods of time for work or study. While they may come from a low income family,

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[5] Considering the levels of vulnerability to human trafficking based on the desk review, the following group of individuals participated in the study with support from the Crime Prevention Sub-councils of the selected aimags: sex workers, migrants, unemployed, undocumented individuals, single parents, households with incomes under the poverty line and victims of violence.

[6] The screening survey used a questionnaire comprised of 25 questions to identify victims and those at risk to human trafficking, such as sexual exploitation, labour exploitation, and organ trafficking. In determining the criteria for identifying at-risk individuals: (1) if the person answered "yes" to one of the seven questions to identify the affected person, (2) if the person answered "yes" to more than three of the 18 questions to identify at-risk individuals, the participant was considered at risk. The screening questionnaire was developed based on the Standard Form for Identifying Victims of TIP adopted by Appendix 1 of MNS 6418: 2013 standard and the MoJHA's nine questions to identify human trafficking risks (see Annex 2. Screening tool for screening questionnaire and selection criteria).

[7] The value of the index was measured on a scale of 0-1. If an individual rated closer to 0, the level of vulnerability was considered very high. If an individual rated closer to 1, it meant less risk or was considered a protective factor.

[8] Human Trafficking Index (HTI) is based upon the definition of TIP under the Law on Combating TIP. According to the law's definition, the following elements are considered to comprise TIP: (1) violence, threats of violence, theft, (2) fraud, deception, abuse of power, exploitation of vulnerabilities, (3) payment of a fee to obtain the consent of a person who is in control of someone, recruitment through bribery; transporting; hiding, transferring, and receiving.

[9] For more information please refer "Research scope and limitations: section of this report on page 34

those with good financial capacity are also vulnerable due to other family social and structural factors, such as domestic violence, lack of social cohesion and economic opportunities.

These individuals also live in communities where they are perceived as having a physical disability or in fact have a lower level of education, come from a lower social class. These communities often lack economic opportunities for those long-term unemployed or with lower incomes, thus pushing them to migrate to other areas where they experience difficulties in accessing basic social services due to registration limitations or lack of services. Most have little or no awareness or information on what constitutes sexual exploitation or human trafficking in their communities, despite recognizing domestic violence is a serious issue within Mongolian society.

COVID-19 has degraded people's livelihoods at individual and family levels, further exacerbating their vulnerability to human trafficking due to a deterioration of vulnerably factors already present in the pre-COVID era. These factors include fewer income and job opportunities, increased psychological stress and use of social media which, as reported by the police, posed challenges related to new modalities of recruitment of victims via the internet.

MAIN RESEARCH FINDINGS RELATED TO CROSS-CUTTING ISSUES EMERGING AT DIFFERENT LEVELS AND GENERAL RECOMMENDATIONS

The study relied on a mixed methodology to identify vulnerability and resilience factors to human trafficking in Mongolia as per the DoMV analysis, and further confirmed these vulnerabilities through qualitative data and a desk review. As a result of this mixed methodology, a number of cross-cutting findings emerged throughout the research, which were summarized into seven major findings as the most pressing human trafficking issues to be primarily addressed in Mongolia. The following section discusses the seven cross-cutting findings and respective recommendations for government consideration.

It is worth noting that in the body of research, sub-findings will be analyzed singularly, while at the end of the research in the Conclusion section, a detailed table of action points for each sub-finding was included to further support the operationalization of the macro-recommendations.

Finding 1: Labour trafficking is emerging as a new vulnerability trend, but often goes unreported and unprosecuted due to legal constraints and a lack of adequate structural interventions.

This research revealed that people's vulnerability to labour trafficking in Mongolia is high. According to the screening results of 423 individuals identified as vulnerable to human trafficking, it emerged that **one-in-two[10] might have been exposed to a degree of labour exploitation.** Research data shows that 60 per cent of respondents had previously worked without a contract, 86 per cent had their documents confiscated by employers, 43 per cent had worked overtime without additional pay, and 36 per cent had not received the agreed salary or received an unreasonably reduced salary from their employer. Furthermore, the research revealed that individuals willingly put themselves in vulnerable situations for financial gain, 72 per cent (n=305) of respondents responded that they would accept brokering for a high-paying job and 43 per cent (n=182) would accept to receive assistance to travel abroad. Financial vulnerability and resulting poverty were identified as key factors that increased the vulnerability of individuals to fall into the hands of human traffickers.

This finding is further evidenced by data provided by the Mongolian Gender Equality Centre (MGEC), one of the most prominent service providers assisting victims of trafficking in Mongolia. It reported that 22 per cent of all clients between 2003-2018 were victims of labour exploitation. The desk review highlighted that Mongolians are at high risk of being exploited in common job sectors such as agriculture, industry and the arts in foreign countries. There is evidence that foreign nationals in Mongolia, especially those not

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[10] The screening questionnaire was developed based on the Standard Form for Identifying Victims of Human Trafficking of MNS 6418: 2013 standard and the MoJHA's nine questions to identify human trafficking risks (see Annex 2. Screening tool and selection criteria).

registered or with irregular status, may be vulnerable to trafficking for labour exploitation in sectors such as agriculture, construction and manufacturing, along with forestry, fishing, hunting, wholesale and retail trade, car repairs and mining. Anecdotal evidence suggests that individuals from the Philippines, Viet Nam, and Myanmar come to Mongolia for employment in domestic work, auto services, saunas and massage parlours. In certain instances, they are subjected to physical abuse, harassment, withholding of salaries or threatened with being reported to the Mongolia Immigration Agency (MIA).[11] The patterns of labour trafficking and exploitation vary from sector-to-sector, but in light of limited data available these patterns are still poorly understood.

Despite evidence of vulnerability to labour trafficking emerging from this study and the existence of labour trafficking cases assisted by MGEC, among the 131 victims of human trafficking identified by the police in 2018-2020 under Article 13.1 (human trafficking) of the Criminal Code of Mongolia, no cases involved labour trafficking. The Criminal Code criminalizes forced labour as a standalone crime under Article 13.13. Looking at the data, even under Article 13.13, prosecution rates are low with only one case of forced labour registered with the police in 2018, two in 2019, and one in 2020. No case was successfully prosecuted in court to date. These figures suggest a limited capacity to investigate and criminalize forced labour and general labour trafficking offences in Mongolia.

Current legal constraints may also contribute to poor prosecution rates. As noted by the Mongolian Bar Association, Article 13.13 of the Criminal Code defines forced labour as work extracted by force and unpaid, thus excluding cases involving workers being paid low wages while being subjected to other forms of coercion, violence and detrimental conditions.

As of 2021, there are only 87 labour inspectors working at national level: six at the General Agency for Specialized Inspection, 35 in the capital city and the remainder in the respective aimags. Realistically, the number is insufficient to conduct comprehensive inspections in terms of human resources. There is also lack of trainings for inspectors to screen for labour trafficking. For example, labour inspectors have received only one training[12] on anti-trafficking measures during 2018-2021.

Currently, labour inspectors are not permitted to conduct unannounced inspections according to the Law on State Inspection. The mandatory written announcement, five days prior to inspections, can allow organizations to conceal any breaches.[13] At the time of the study, the Law on State Inspection amendment process is ongoing. The authorization of law inspectors' unannounced inspections is included in the draft.

Recommendation: Improve identification and prosecution of labour trafficking cases by increasing individuals' awareness on the risks of labour trafficking and strengthening the capacity of investigative, judicial and labour inspection agencies to detect and criminalize labour trafficking cases.

Suggested activities to operationalize this recommendation:

Short-term recommendations:

1. Conduct specialized research on labour trafficking in Mongolia to capture trends and patterns in different sectors.

2. Conduct a legal analysis to identify barriers to investigation, prosecution and sentencing of labour trafficking cases and develop investigation, prosecution and sentencing strategies and guidelines.

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[11] The patterns of labour trafficking and exploitation vary from sector-to-sector, but in light of limited data available these patterns are still poorly understood.
[12] In 2021, 112 labour inspectors and labour hygiene inspectors at aimag and Ulaanbaatar city trained on "Combating and preventing human trafficking, forced labour and the worst forms of child labour".
[13] Based on the 2020 Trafficking in Persons Report, US Embassy in Mongolia.

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3. Conduct capacity-building activities for law enforcement agencies on identification and investigation of labour trafficking cases based on evidenced-based investigation strategies.

4. Conduct capacity-building activities for prosecutors and judges on the criminalization of labour trafficking cases taking into consideration prosecution and judicial strategies.

5. Conduct capacity-building activities for labour inspectors and immigration authorities engaged in walk-in inspections to increase prevention and detection of human trafficking risks at workplaces.

6. Organize awareness-raising campaigns to increase the general public's understanding of trafficking for labour exploitation.

Medium and long-term recommendations:

7. Facilitate and strengthen cooperation between the MIA, Department of Labour, Welfare and Services, police and the General Agency for Specialized Inspection to detect labour exploitation.

8. Ensure the operationability of the General Agency for Specialized Inspection, as specified in Article 5.9 of the Law on Combating TIP, within the scope of its authority to monitor whether employees of business entities and organizations are forced to work or are kept in conditions similar to forced labour, slavery and servitude.

9. Amend relevant regulations to allow unannounced labour inspections.

10. Review the legal definition of forced labour/labour exploitation to reduce possible misinterpretations and legal conflicts.

Finding 2: Both men and women are similarly exposed to human trafficking in Mongolia.

Based on NPA official data, the majority of identified victims of trafficking in Mongolia are women. However, this study found that although women are overwhelmingly the most commonly identified victims of trafficking, men are also significantly at risk, particularly to labour exploitation. Of the 423 individuals identified to be vulnerable to human trafficking in this study, **58 per cent (n=245) were women, while 42 per cent (n=178) were men.** Examining the data of 120 individuals screened through the Human Trafficking Index (HTI), women appeared to be more subjected to abusive situations such as harassment, violence, threats of use or detention by employers, while men were more likely to be deceived by employers. Through the DoMV analysis conducted at individual level, this research showed that gender differences were statistically insignificant in terms of vulnerability to human trafficking, further indicating that both genders are likewise at risk of being deceived/forced into different types of exploitation.

This finding was confirmed by data reported by service providers, in particular 13 per cent of trafficking victims supported by MGEC during 2003-2018 were male and the Talita Asia NGO, that reported supporting a boy victim of sex trafficking in 2019-2020.

Service providers in Mongolia have limited capacity to provide assistance to male victims of trafficking, given that the existing programmes are predominantly dedicated to females. From interviews with service providers, it emerged that only Talita Asia had capacity to assist more than one male victim of trafficking at a time, but currently cannot operate due to funding and human resource limitations. Other organizations, such as MGEC, can provide assistance to men, but cannot accommodate male clients in their shelters due to a lack of gender-segregated areas.

Recommendation: Although women remain the most common victims of trafficking, more focus should be given to the identification of men as potential victims. In addition, government and non-government stakeholders should organize prevention activities against human trafficking for

this group and more resources should be allocated to meet the needs of male trafficking victims.

Suggested activities to operationalize this recommendation:

Short-term recommendations:

1. Raise public awareness of human trafficking prevention. Disseminate information using channels accessible to target populations, taking into account that women aged 14-25 were more likely to be victims of sexual exploitation and both sexes aged 14-40 years are at greater risk of labour exploitation, with men more vulnerable.

2. Organize advocacy activities – such as anti-trafficking campaigns, events, discussions involving law enforcement agencies – to raise awareness of men's human trafficking risks.

Medium and long-term recommendation:

3. Provide financial support to service providers specializing in preliminary rehabilitation services, social work services and reintegration assistance to victims to expand services to male clients.

Finding 3: Limited financial capacity and lack of employment opportunities create conditions for exploitation and increase the vulnerability of individuals to human trafficking at different levels.

The DoMV analysis proved through statistical data that disrupted financial capacity and lack of employment opportunities increased individuals' vulnerability to human trafficking at different levels.

At the individual level, financial vulnerability emerged as a significant risk factor. Quantitative data collected proved that individuals with disrupted sources or absences of regular income, and poor financial situations were more at risk to human trafficking.[14]

At the household level, quantitative and qualitative research suggested that weak household financial capacity increased the risk of human trafficking among household members. Of the 423 respondents, 7.1 per cent (n=30) did not have daily access to food, 24.8 per cent (n=105) could only afford daily food, and the remainder had a relatively sufficient household income. Interestingly, the research revealed that good financial capacity of a family/household did not guarantee protection from trafficking. Financial stability, therefore, does not appear to be a primary protective factor per se, as the vulnerability of household members could be influenced by other family/household factors, such as social cohesion, domestic violence and community level factors. In this regard, it is worth noting that individuals and their households/families are situated within a broader physical and social community context and are therefore affected by their community's economic, cultural and social structures, and their positions within these structures.

Amid the community level analysis, the research found that the lack of employment opportunities was a factor heightening human trafficking vulnerabilities, with 43 per cent of respondents asserting there were limited employment opportunities in their communities. Indeed, lack of jobs disproportionally impacted low-income individuals (61.2 per cent of respondents) and the long-term unemployed (60.5 per cent). Limited economic opportunities are a push factor for trafficking, as individuals may be more prone to agree to risky job offers to earn income. As also exemplified by the case file review, several victims who moved to Ulaanbaatar city due to a dearth of jobs in their communities, also struggled to find employment upon arrival in the city. Subsequently, they fell prey to human traffickers through false job advertisements and were forced/deceived into sex work. When analyzing the employment status of 14 victims of the seven convicted cases of trafficking examined by this research, all but three victims had no jobs and experienced financial hardships which significantly contributed to their victimization.[15]

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14 The estimated value of the variable connected with the challenging financial situation was statistically significant (value= 0.117).
15 From the results of the case file review of seven cases from the Central Criminal Archives with 14 victims of human trafficking, which were resolved by the Court between 2014-2018.

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Moreover, this research found at individual level that education did not appear to act as a protective factor, as people may be compelled to accept dangerous/exploitative jobs despite high levels of education due to labour market limitations. Official data[16] suggests that two-in-three people have completed upper secondary education in Mongolia and the average length of study per person amounting to 15 years[17] is relatively high. However, unemployment remains a key issue in Mongolia, especially in Ulaanbaatar city, with the influx of migrants to cities in search of employment. The population aged 30-44 accounted for the highest percentage of the unemployed at 49 per cent in 2020, with the majority male. Female unemployment under this age group remains high, despite the year-to-year decline in unemployment among those aged 15-24 years.[18]

Recommendation: Consider addressing economic root causes leading to human trafficking identified at the individual, household, community and structural levels.

Suggested activities to operationalize this recommendation:

- Lack of employment opportunities increases the likelihood of people accepting risky job offers and becoming victims of trafficking. Therefore, increased opportunities for local employment, improved quality of training to provide skills necessary to secure jobs and improve the effectiveness of employment promotion programmes are necessary.

Finding 4: Unregistered migrants are more vulnerable to human trafficking.

Complementing Finding 3, the lack of employment opportunities in rural areas leads to urban migration which in turn, increases the risk of human trafficking. This research further confirmed the existence of a nexus between official registration and individuals' exposure to human trafficking. The research surveyed 423 at-risk individuals to enquire about their official registration status in their current place of residence. Some 20.8 per cent (n=88) of respondents were not officially registered. In terms of location, Ulaanbaatar city 30 per cent (n=71) and Umnugovi aimag 17.5 per cent (n=11) had the highest number of unregistered residents. When comparing data between registered and unregistered respondents, the latter appeared more vulnerable to human trafficking.[19]

A general profile of unregistered migrants from this study shows that females aged 18-25 migrated from rural areas to Ulaanbaatar city for work purposes amount to the majority of the migrants. Unregistered migrants were found to be more likely to accept high wages, work abroad, and other employment offers than registered migrants.

The DoMV analysis further showed that well planned family migration appeared to be a protective factor from human trafficking. Out of 423 respondents, 21.5 per cent (n=91) migrated for more than 30 days in the last three years. These households appeared to be less vulnerable to human trafficking than those families in which one member had migrated.[20] In addition, families/households who do not have regular contact with their *khoroo*[21] were more vulnerable to human trafficking than those in regular contact.

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[16] Summary of Population and Housing Census, NSO, 2020.
[17] Current status of education statistics in Mongolia, NSO.
[18] Integrated report on Population and Housing Census, NSO, 2020.
[19] coef = 0.044; robust s.e = 0.023; p-value= 0.060.
   1. Coef=The Regression Coefficient is the constant 'b' in the regression equation that tells about the change in the value of dependent variable corresponding to the unit change in the independent variable.
   2. Robust s.e=The evaluated regression models showed heteroskedasticity (standard errors - The probability distribution of the error is irregular) and it was corrected and evaluated with robust. So, robust standard errors show that value probability error.
   3. P-value= Regression analysis is a form of inferential statistics. The p-values help determine whether the relationships that we observe in our sample also exist in the larger population.
[20] Households represented by the Family Migration variable with a negative value of the variable indicates that families who migrated together were less exposed to human trafficking compared to families where one of the members migrated by leaving his/her family members behind.
[21] An administrative subdivision of Ulaanbaatar, the capital of Mongolia. The term is often translated as "subdistrict" or "microdistrict".

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Internal migration in Mongolia has intensified since the early 1990s. In terms of migration flows, the proportion of households migrating to urban areas, particularly to the capital city Ulaanbaatar, is high. The 2017 ban on migration[22] to Ulaanbaatar led to difficulties in registering as citizens, obtaining a residence permit, finding housing and employment, and access to basic social services, resulting in isolation and exclusion from social and economic life. According to the *Research Study on the Effectiveness of Migration Restriction on the Vulnerability for Individuals*, the Multidimensional Vulnerability Index of households migrating to the city after 2017 appeared 1.3 per cent lower than the households migrating to the city in previous years.[23] This finding shows that the lack of formal registration, therefore, increases the vulnerability of individuals by limiting access to a wide range of social services.

A comparison of migration and poverty in Ulaanbaatar showed no decrease in the poverty rate in Ulaanbaatar as the influx of migrants increased each year. Given that three-in-five poor people live in Ulaanbaatar, the majority of whom are migrants, high unemployment means many make risky choices to secure income which can increase their vulnerability.

Recommendation: Intensify efforts to address the vulnerabilities of unregistered migrants and their families as a means to reduce human trafficking.

Suggested activities to operationalize this recommendation:

• Support awareness-raising initiatives to reduce human trafficking vulnerabilities for unregistered migrants, including households with left-behind children

• Provide counseling and support services for unregistered migrant children and their families

• Consider implementing longer-term solutions to effectively manage internal migration, in compliance with the findings of other target studies, including IOM's 'Research Study on Assessing the Effectiveness of Migration Restrictions in Ulaanbaatar City and Migrants' Vulnerability'.

Finding 5: Ulaanbaatar city, Umnugovi, Dornogovi and Dornod aimags register high levels of vulnerability to human trafficking, but counter-trafficking efforts appear more concentrated in Ulaanbaatar city.

Taking into account risk factors – such as poverty, high rates of unemployment, migration flows and markets dependent on mining – **Ulaanbaatar city, Umnugovi, Dornogovi, and Dornod aimags** were identified as the most vulnerable human trafficking locations. According to data[24] on Mongolian victims of trafficking exploited abroad, the majority of victims were trafficked to East and Southeast Asian countries.

The detection of sexual exploitation trafficking cases is concentrated in Ulaanbaatar city, as per a review of police data. Qualitative interviews conducted within this research revealed reports of sex workers taken from the city to aimag centres and, in several cases, to *soums*[25] near border areas such as Umnugovi, Dornogovi and Dornod, which emerged as high-risk locations. This finding suggests that there may be intermediaries and organized groups transporting victims from urban to rural areas and subjecting them to sexual exploitation.

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[22] Permanent resettlement in the Ulaanbaatar city was stopped per a decree by the city mayor in 2017. The restriction was further extended in 2018 until 2020 to ensure the rights of residents of Ulaanbaatar city to live in a healthy and safe environment and to be protected from environmental pollution.

[23] IOM and IRIM, Research Study on Assessing the Effectiveness of Migration Restrictions on Ulaanbaatar city and Migrants' Vulnerability, 2020. The research calculated a Multidimensional Vulnerability Index (MVI) based on data collected from households. The maximum value of the MVI Index is 1, indicating that the higher the index, the less vulnerable a household is. Households with an MVI lower than 0.67 were identified as 'vulnerable' based on the 'dual cut-off' method developed by Alkire and Foster. When comparing MVI scores of households that migrated when migration restrictions were in place, the MVI was 1.3 per cent lower than households that migrated prior to the ban, thus indicating that migration restrictions increased the vulnerability of migrant households.

[24] Based on the information of repatriated victims of human trafficking between 2018-2020, retrieved from the CPD under the NPA and Ministry of Foreign Affairs of Mongolia.

[25] Secondary subdivision in countryside of Mongolia. Each aimag is divided into soums. The average population of a soum is approximately 5,000 people.

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In addition, qualitative data confirmed human trafficking risks in border mining areas, in particular related to the exploitation of truck drivers transporting coal across the border and sex workers due to high demand for services in these areas.

Despite emerging trafficking trends in Umnugovi, Dornogovi and Dornod, identification efforts seem more focused in the city capital. Out of 131 cases registered at the Crime Police Department (CPD) between 2018-2020, 66 per cent (n=87) were detected and registered in Ulaanbaatar city, six in Umnugovi aimag and 38 were international trafficking cases with exploitation taking place abroad.

Between 2017-2019, some 720 law enforcement officials were trained by an international NGO through 19 capacity-building activities nationwide. Trainings involved 51 primary criminal court judges, 96 prosecutors, 232 police officers, 212 border guards and 118 immigration officers. This may have resulted in an increase in the number of successful human trafficking prosecutions, from zero in 2017 to eight in 2020. However, these successful prosecutions were all carried out in Ulaanbaatar. Officials interviewed emphasized the importance, effectiveness and the need for capacity-building trainings to be regularly held in different areas of the country.

The University of Internal Affairs of Mongolia's curriculum for police and detectives includes a two credit hours elective course on "Methods of Combating Trafficking in Persons and Cultural Heritage," as part of the Transnational Crime Investigation Package. However, this course is not a compulsory subject for every student.

The NPA is currently the only authority with a specialized counter-trafficking unit which, however, only operates in Ulaanbaatar. Aside from the police, parties of the National Sub-Council on Trafficking in Persons responsible for combating human trafficking do not have an independent structure nor a specialist tasked with counter-trafficking work. Qualitative data also indicates the high turnover of government employees and law enforcement officials as a major obstacle for successful identification and prosecution of trafficking cases.

There are two shelters owned by NGOs operating in Ulaanbaatar which provide services for human trafficking victims. Both facilities have a total capacity to accommodate 10 females and two male clients.[26] However, financial and human resources constraints have negatively affected the provision of services for male victims. Aimags with higher risks – namely Umnugovi, Dornogovi, and Dornod aimags – have operational shelters under the respective Departments of Family, Child and Youth Development. However, only the Dornogovi shelter in Zamiin-Uud provides services to human trafficking victims which shows that the local authorities do not have the capacity to detect this type of crime.

Recommendation: Prevention measures should be focused on vulnerable locations along the internal (within Mongolia) and external routes (within Mongolia and to locations in destination countries) of human trafficking. Increase efforts to improve the identification and prosecution of trafficking cases in locations emerging as prone to human trafficking and improve related services for victims.

Short-term recommendations:

• Constantly disseminate anti-trafficking information materials and conduct awareness-raising initiatives in targeted areas (vulnerable locations along internal and external routes).

• Develop standardized human trafficking training curricula mandatory for law enforcement officials and other institutions with counter-trafficking responsibilities.

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[26] A MGEC shelter in Ulaanbaatar has capacity to accommodate six people and the Talita Asia NGO›s shelter can accommodate four women and two men at a time.

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- Continue and increase the number of training opportunities for relevant stakeholders in areas prone to human trafficking.

Medium and long-term recommendations:

- Improve services for victims in areas prone to human trafficking risks, including border areas.

- Increase cross-border cooperation, formal and informal exchanges, as well as joint capacity building opportunities with neighbouring countries to facilitate information sharing, identification and referral of cross-border victims.

- Consider creating specialized counter-trafficking units in other locations vulnerable to human trafficking and in other central agencies/authorities responsible for combating human trafficking.

Finding 6: Assistance to victims is restricted by conflicting legal provisions, limited coordination and funding.

A review of national legal documents revealed that the definition of 'victim' in the Mongolian legislative system differs significantly within different laws. As a result, a victim may not be able to receive assistance, depending on whether she/he has been formally identified as a victim by a judicial authority. In addition, a number of regulations necessary for enhancing victim protection services have yet to be approved, including 'Regulations for providing legal assistance to indigent victims and 'Methodology for estimating the psychological damage caused to victims'.[27]

Access to free-of-charge legal assistance throughout the legal process is a fundamental right of trafficking victims enshrined in the Mongolian Law on Combating Trafficking in Persons (TIP). However, in the absence of ad hoc central budget allocation and with no pro-bono lawyers specializing in TIP cases, the provision of free-of-charge legal aid to victims has never materialized.

The Law on Combating TIP provides for rehabilitation services to victims, but in reality the immediate needs (primary support services) are not fully addressed by law provisions, thus leaving obligations and responsibilities to provide such services outside the normative framework. Currently, primary support services are provided by national NGOs with financial support from international projects. However, these organizations have limited capacity to provide services on a regular basis due to financial constraints and dependency on external funding. In addition, shelters are not equipped to respond to male victims' needs.

Although training, advocacy and information dissemination activities are conducted by NGOs, they are implemented within the framework of specific projects and programs, depending on the capacity of each organization and limited strategic coordination at central level. NGOs should be better supported to coordinate preventive activities linked within the policy framework to broadly disseminate good practices.

Recommendation: Implement comprehensive measures to provide primary and rehabilitation services to victims of trafficking and increase coordination between government and service providers.

Short-term recommendation:

- Increase the participation and responsibility of relevant government agencies in primary and rehabilitation services for victims of trafficking.

- Further build capacity of State-run institutions (One-Stop Service Centres - OSSCs) to provide specialized assistance to victims of trafficking, including male ones.

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[27] The findings from the desk review were used for this research.

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- Increase information exchanges and coordination between government and NGOs, including through establishment of informal mechanisms of communication.

Medium and long-term recommendations:

- Review the legal definitions of 'victim' scattered across the various legal provisions to rectify inconsistencies preventing access to assistance for victims of trafficking.

- Consider including legal provisions and regulations to provide compensation to victims of trafficking.

- Allocate budget to provide first aid to victim of trafficking.

- Facilitate the creation of a roster of pro-bono lawyers and build their capacity to assist victims free-of-charge, including for cases of labour trafficking.

Finding 7: There is evidence that COVID-19 is exacerbating vulnerability to and impacting human trafficking trends due to pandemic control and prevention measures, but no specialized research is available yet.

While the COVID-19 pandemic has far-reaching impacts, some individuals and communities are affected more severely than others. The study found that the pandemic had harmed at-risk individuals' livelihoods to intensify pre-COVID era vulnerabilities to human trafficking. Some 71 per cent (n=300) of respondents in the vulnerable target group said COVID-19 had increased their vulnerability, 37 per cent (n=156) that income and job opportunities had diminished, 19.3 per cent (n=82) that they were psychologically stressed and frustrated, and 12.4 per cent (n=52) noticed family members' increased use of social media, which provided more online recruitment opportunities for human traffickers engaged in new modi operandi to adapt to pandemic-related restrictions. Police reported a surge in domestic violence cases, which this study has proven to be a key cause of human trafficking in Mongolia. Evidence from police interviews also suggested that perpetrators were now committing crimes in more covert ways, including via the internet.

In addition, the increase in domestic violence during the pandemic may potentially influence the increase in human trafficking. According to the study, statistical analysis has shown that domestic violence and unstable family relationships increase the risk of family members being trafficked. According to the police, the number of calls and cases of domestic violence has increased during the pandemic.

The pandemic is also affecting human trafficking trends, with disrupted patterns of international and internal migration and mobility, which are yet to be fully understood and may pose new challenges in the identification of victims. Organized criminal groups are likely to take advantage of reduced capacities of State agencies to prevent and combat trafficking, and the increased vulnerability of a larger number of individuals coping with income losses and disruptions to support networks and service provision.

Recommendation: Conduct systematic research on COVID-19 human trafficking impacts to:

- Determine how the pandemic and related socio-economic crises have affected trafficking and exploitation trends in Mongolia.

- Evaluate COVID-19 crisis impacts on anti-trafficking activities at national and local levels.

- Identify gaps in available primary and secondary data sources, at country level, concerning COVID-19 impacts on trafficking and anti-trafficking issues and responses, and suggest ways to bridge existing gaps.

- Use the gained understanding to formulate recommendations on effective measures and responses to be adopted by anti-trafficking stakeholders.

Baseline assessment into the causes, dynamics, vulnerability, and resilience levels to human trafficking in Mongolia

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INTRODUCTION

Mongolia is a landlocked country bordering the Russian Federation and People's Republic of China, covering approximately 1,565,000 square kilometres. The total population is 3.2 million, of which 50.8 per cent are women. The population is relatively young with 30.4 per cent aged 0-14 years and 65.7 per cent aged 15-64 years.[28] In terms of ethnicity, the majority of the population is Khalkh[29] (85 per cent), followed by Kazakhs[30] (7 per cent) mostly living in westernmost aimag, Bayan-Ulgii. The remaining 8 per cent are socio-cultural minority groups, such as Tuva (Tsaatan), Darkhad and Buryats.[31]

The majority of the population (66.4 per cent) lives in urban and mining areas, with 33.6 per cent in rural areas.[32] The economy has grown steadily since 1999, due to abundant natural resources. Although Mongolia's economic performance has improved significantly with gross domestic product growth of 1.2 per cent in 2016 jumping to 5.3, 6.1 and 5.1 per cent in 2017, 2018 and 2019 respectively, development progress has been uneven between regions and across population groups. Disparities between population and poverty rates remain high. Regional disparities and poverty are a challenge.[33] In 2018, Mongolia's national poverty rate was 28.4 per cent, down 1.2 per cent from 2016.[34] As of 2019, Mongolia ranked 92nd out of 189 countries in the Human Development Index.[35]

In terms of crime rates, in 2018 there were 1,686 crimes per 100,000 people aged 16 and over. Compared to its population, Mongolia's crime rate is considered high.[36]

Mongolia has one police officer per 371 individuals, higher than the global average. The workload of law enforcement officers is up to 70 hours per week, 75 per cent higher than working hours permitted by the Law on Labour of Mongolia.[37] Thus, Mongolian law enforcement officers face high workloads compared to peers in other countries.

Mongolia is considered a country of origin, transit and destination for human trafficking for sexual and labour exploitation.

Definition of human trafficking

A common understanding of human trafficking is the basis for countries to work together to detect, investigate and prosecute human trafficking and study the factors influencing it. Therefore, this baseline assessment adopts the internationally accepted definition to determine the consistency of national law with international norms and ensure the comparability and reliability of research by identifying factors affecting human trafficking risks based on the international definition.

The most important international instrument to combat TIP is the Protocol to Prevent, Suppress and Punish TIP, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime, adopted by the UN General Assembly on December 12, 2000 (Palermo Protocol).[38] Article 3 of the Protocol defines TIP as follows:

(a) "*Trafficking in persons*" *shall mean* **the act** *of recruitment, transportation, transfer, harbouring or receipt*

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[28] Population and household registration information.
[29] The Khalkha (Mongolian: Халх, Halh, Mongolian pronunciation: [xaɮχ]) is the largest ethnic sub-group of Mongolia.
[30] The Kazakhs of Mongolia are a Turkic people originating from the northern parts of Central Asia.
[31] Evaluation of Inclusive Basic Education in the UNICEF Country Programmes 2012-2016 and 2017-2021.
[32] UN Development Aid Framework in Mongolia, 2017-2021.
[33] Evaluation of Inclusive Basic Education in the UNICEF Country Programmes 2012-2016 and 2017-2021.
[34] Mongolia Economic Update. Fiscal Space for Growth, the Role of Public Investment Spending Efficiency, July 2018.
[35] Human Development Report 2019, UNDP.
[36] Police Service Development Programme, Annex to Government Resolution No.141 (2020).
[37] Ibid.
[38] United Nations Convention against Transnational Organized Crime and the Protocols: Available from: https://www.unodc.org/unodc/en/organized-crime/intro/UNTOC.html

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*of persons, **by means** of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, **for the purpose** of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs;[39]*

(b) The consent of a victim of trafficking in persons to the intended exploitation set forth in subparagraph (a) of this article shall be irrelevant where any of the means set forth in subparagraph (a) have been used;

(c) The recruitment, transportation, transfer, harbouring or receipt of a child for the purpose of exploitation shall be considered "trafficking in persons" even if this does not involve any of the means set forth in subparagraph (a) of this article.

The definition of TIP is a process broken down into three constituent elements: the act, the means and the purpose, as follows:

Figure 1. Three elements of TIP

ACTION	MEANS	PURPOSE
• Recruitment • Transportation • Transfer • Harbouring or • Receipt of Persons	• Threat or use of force or other forms of coercion • Abduction • Fraud • Deception • Abuse of power or of a position of vulnerability • Giving or receiving payments or benefits	• Exploitation • Sex work • Sexual exploitation • Forced labour • Slavery or similar practices • Removal of organs • Other types of exploitation

• ***The Act (what is done)***
  The recruitment, transportation, transfer, harbouring or receipt of persons (which includes an element of movement whether within a country or cross-border): focuses on how the person entered the trafficking process, including recruitment and transportation.

• ***The Means (how it is done)***
  Threat or use of force or other forms of coercion, abduction, fraud, deception, abuse of power or a position of vulnerability, the giving or receiving of payments or benefits to achieve the consent of a person having control over another person: what was used to accomplish 'the act' and brings that person into a situation of exploitation (the purpose).

• ***The Purpose (what is it done for)***
  The purpose examines what happened to the person and why. Most trafficking victims are identified once they have been exploited, and so it is important to understand exploitation in its various forms and as defined in the Palermo Protocol. Indicators relating to the purpose of trafficking should focus on what happened to the person and why, such as subjugation to sex work, forced labour or marriage. It should also look at if there was illegal adoption, and if a person was forced to commit criminal acts.

In the Mongolian legislative system, Article 113 of the new Criminal Code (2002) – approved as part of legal policy reforms of the early 2000s – introduced a new crime of "Trafficking in Persons" as an independent

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[39] United Nations Convention against Transnational Organized Crime and the Protocols: Available from: https://www.unodc.org/unodc/en/organized-crime/intro/UNTOC.html

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provision. Based on the definition of the law, to classify a case as TIP, all the acts listed in the law (recruiting, transporting, transferring, harbouring, transiting or receiving) for the purpose of exploitation must be simultaneously present. This created difficulties in recording and investigating this type of crime.

Following accession to the Palermo Protocol in 2008, Mongolia made revisions to Criminal Code provisions criminalizing TIP offences to comply with the protocol, including by formulating a new definition for criminalizing TIP in Article 13.1, adopted in 2015. This is considered a major step towards effective criminalization to combat this crime.

Table 2. Definition of TIP, comparison of the Palermo Protocol and Criminal Code of Mongolia

Palermo Protocol to the United Nations Convention against Transnational Organized Crime	Criminal Code of Mongolia (revised as per the current Article 13.1)
"Trafficking in persons" shall mean the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation.	Engaging in human trafficking, transporting, harbouring, transferring or receiving a person with the view to exploitation of the person, using violence or threats, kidnapping, fraud, deceit, abuse of power, taking advantage of vulnerability, using other forms of violence, paying or bribing to gain permission from a person who holds others under subjugation for the purpose of being forcing into prostitution, sexual exploitation, abuse, slavery, or similar conditions, removing organs and forced labour.
The two definitions above can be broken down in detail according to the three elements of TIP:	
Act Recruiting, transporting, transferring, harbouring or receiving of persons.	**Act** Recruiting, transporting, transferring, harbouring, transiting or receiving.
Means • Threat or use of force or other forms of coercion, • of abduction, • of fraud, • of deception, • of the abuse of power or • of a position of vulnerability or • of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person.	**Means** • by use of physical force or threatening to use force, • manipulating, • deceiving, • abuse of power, • exploiting or controlling the vulnerability of a person, or taking under control by paying to a person or corrupting a person.
Purpose For the purpose of exploitation.	**Purpose** With purposes of engaging in prostitution, sexual exploitation of other forms, rape, slavery and similar conditions, removal of possessions and organs.

As shown in **Table 2**, the definition in Article 13.1 of the Criminal Code is fully consistent with the Palermo Protocol. However, the Criminal Code also retained other articles criminalizing exploitive actions related to forms of human trafficking as separate crimes with lesser penalties and conflicting language, thus creating duplication as well as loopholes for lighter convictions. For example, Article 13.1 of the Criminal Code provides that TIP is committed for the purpose of sexual exploitation, forced labour or organ harvesting, but the law also classifies these as independent crimes with conflicting language that does not only include exploitative conduct, but also how the victims arrived in such circumstances (acts and means). Below is the duplicated classification of crimes already stated in the 2015 Criminal Code:

- 12.3 Sexual exploitation
- 13.13 Forced labour
- 15.3 Illegal taking of human blood, cells, tissues and organs
- 16.4. Involving children in beggary

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- 16.6. Sale of children
- 16.8. Advertising and dissemination of pornography or prostitution, inducement to a child
- 16.9. Advertising and dissemination of pornography or prostitution involving a child
- 16.10. Child forced labour.

Table 3. Comparison of criminal liability imposed in cases specified in the Criminal Code and categorization of aggravating circumstances

Criminal Code English	Definition	Sentence
Article 12.3 Sexual exploitation	1. The act involving the use of physical force, or threat or taking advantage of the defenseless state of the victim; or forced to engage into sexual intercourse with other persons not limiting free travel right, but using victim's state of material, occupational or other form of dependence shall be punishable by imprisonment for a term from one to five years.	One-five years imprisonment
	2. If this crime was committed with intent to gain profit forcing the victim to engage in prostitution in the following ways: 2.1 forceful engagement of a person aged 14 to 18 years 2.2. made by a person with a previous conviction for having committed offences specified in this chapter 2.3. with forced use of narcotic drugs and psychotropic substances 2.4. made the victim pregnant 2.5. committed against two or more persons 2.6. acted regularly, permanently.	Two-eight years imprisonment
	3. If the following consequences appear due to this crime: 3.1. miscarriage 3.2. pregnancy of the victim under the age of 16 years.	Five-12 years imprisonment
	4. If this crime was committed with intent to gain profit forcing the victim to engage in prostitution in the following ways: 4.1 forceful engagement of the minors/juveniles 4.2 if committed by the organized criminal group.	12-20 years or life imprisonment
Article 13.1 Human trafficking	1. The acts with purposes of engaging in prostitution, sexual exploitation of other forms, raping, taking in slavery and similar condition, removal of possessions and organs, enrollment in forced labour by use of physical force or threatening to use force, manipulating, deceiving, abusing of power, exploiting or controlling the vulnerability of a person, or taking under control by paying to a person or corrupting a person; transporting, giving an asylum, transiting or receiving.	Two-eight years imprisonment
	2. If the same act has been committed in the following circumstances: 2.1 being aware of a juvenile, pregnant woman 2.2 trafficking of two or more persons 2.3 crossing of borders of Mongolia.	Five-12 years imprisonment
	3. The same acts, if committed in the following ways, shall be punishable by imprisonment from 12 to 20 years, or by life-term imprisonment: 3.1 continuously and constantly 3.2 by organized criminal group.	12 years or life imprisonment

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Article 13.13 Forced labour (labour exploitation)	1.	Forced labour with the use of violence or threat of such, coercion of obviously detrimental condition, or subduing others by taking advantage of their wealth, health, disability, notorious family condition or other difficulties.	5,400 to 27,000 units (equal to MNT 5,400,000 to MNT 27,000,000) or 240 hours to 720 hours community service work or one-five years imprisonment or one-five years travelling restrictions
Article 15.3 Illegal taking of human blood, organs or tissue	1.	Taking of human blood or tissue by use of violence or threat of such or deceit.	One-five years imprisonment
	2.	Taking of human organs by use of violence or threat of such or deceit.	Two-eight years imprisonment
	3.	The crimes specified in paragraphs one and two of this article committed by taking advantage of his/her wealth, health, disability, dysfunctional family or other difficulties in the life, a person who is unable to defend oneself, or abusing a vulnerable victim when in a position of power, or it has caused death of a victim due to the same crime.	Five-12 years imprisonment
Article 16.6 Trafficking of a child	1.	Sale of own born, adopted or raised child, in the absence of the signs of crime specified in Article 13.1 of this Code.	10,000 to 40,000 units (equal to MNT 10,000,000 to MNT 40,000,000) or two-eight years imprisonment.

From the table above, the following provisions of the Criminal Code appear to have conflicting language:

• Article 12.3 of the Criminal Code provides heightened sentencing for sexual exploitation of minors and persons under the age of 14-18 for profit. However, Article 13.1 of the law stipulates that in the case of TIP against a child, sentencing shall be regardless of the means used. In other words, a lack of clarity remains as to whether Article 12.3 or 13.1 should be used in case of sexual exploitation of a child for profit.

• Article 13.13 of the Criminal Code criminalizes forced labour. However, the article's provisions overlap with the criminal nature of forced labour and exploitation specified in Article 13.1, while penalties are less stringent.

• Although it is commendable that Chapter 16 of the Criminal Code criminalizes crimes against children to protect their legitimate rights and interests, this provision also overlaps with the nature of TIP crimes specified in Article 13.1. The interpretation of Article 13.1 contradicts the provision that if a crime against a child is committed, it shall be considered a crime of TIP, regardless of the means.

• Article 15.3 of the Criminal Code on the illegal taking of human blood, cells, tissue and organs considers it a criminal offence if committed "by fraud, use of force or threat of use of force, or by taking advantage of financial and health conditions, disability, unfavourable family environment and other hardships of the victim, and an inability to defend oneself". However, Article 13.1 of the Criminal Code, which deals with TIP, also mentions "taking of tissue and organs".

Interviews with prosecutors and court officials demonstrated that in cases where, during the prosecution, it was not possible to determine whether the offender had the intention to exploit the victims, the judges resolved the cases by applying lighter sentences.

If criminal penalties for these crimes (Article 12.3 on sexual exploitation, Article 13.13 on forced labour, Article 15.3 on illegal taking of human blood, organs or tissue and Article 16.6 on trafficking of a child) under the Criminal Code are compared, penalties for TIP offences are higher than for other crimes **(Table 3)** However, **in defining the nature of crimes similar to human trafficking, the Criminal Code does not clearly distinguish between cases of TIP and there may be two or more classifications per case**

creating uncertainty in the prosecution. **In addition, this duplication makes it difficult to obtain accurate statistics on human trafficking cases.**

Although the nature of TIP crime set forth in Article 13.1 of the revised Criminal Code adopted in 2015 is consistent with the definition of the Palermo Protocol to which Mongolia is a party, it is clear that duplication of similar criminal offenses in the Criminal Code needs to be addressed to enable law enforcement officials to apply the law correctly.

Research methodology

To achieve the research objectives indicated in the terms of reference, the team collected and analyzed data through a: 1) desk review, 2) quantitative survey and 3) qualitative research methods.

Desk review: The following four types of documents were analyzed within the scope of the desk review analysis. This list is available in the 'References' section of the report.

- **Legal documents:** Reviewed more than 30 legal documents, such as international and national anti-trafficking legislation, policy documents and related regulations.

- **Research papers:** Reviewed 33 domestic and 22 international research reports on human trafficking, combating human trafficking and its prevention.

- **Quantitative data:** During the data collection phase, data related to human trafficking received from five sources[40] and government and non-governmental stakeholders were included in research findings.

- **Case files:** The research team reviewed materials of seven court ruling cases with 14 victims between 2014-2018, under Article 113 'TIP', Article 124 on Inducing others to engage in prostitution and organizing prostitution, Criminal Code (2002) as well as Article 13.1 TIP, Criminal Code (2015). The causes and circumstances of these cases were analyzed.

Quantitative research: A quantitative survey with 467 individuals from selected areas was conducted to identify risk factors underpinning human trafficking. The survey was conducted in two phases to identify: 1) at-risk individuals and 2) study factors that affect the vulnerability of people identified as at risk.

In the first phase, at-risk individuals were identified using a questionnaire based on the "Standard form for identifying victims of human trafficking.[41] **In the second phase,** IOM's DoMV was used to study factors affecting the vulnerability of individuals. The model assessed risk and protective factors at individual, family/household, community and structural levels, and guided development and implementation of interventions to reduce vulnerability.

The DoMV assumes that for a person to fall victim to a crime it depends on multiple factors, such as individual, family and community dynamics that directly or indirectly influence a person's exposure to certain risks. The impact of each level of crime risk is different, but directly correlated. Therefore, according to the DoMV, the factors influencing the vulnerability of individuals to trafficking were studied at individual, family and community levels using a quantitative method.

Qualitative research: To identify the risk factors underpinning human trafficking in Mongolia at community and structural levels and to clarify the current situation, trends and victim protection services, data was collected through semi-structured and individual interviews as well as focus group discussions with individuals, service providers and key stakeholders.

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[40] Health Development Centre, MoFA, NPA, MIA, State Prosecutor's Office of Mongolia.
[41] (MNS 6418: 2013) standard on general requirements for social services for victims of trafficking in humans approved by the Standardization and Metrology Agency, Annex 1, Standard Form for Identifying Victims of Human Trafficking.

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Research sampling

In the data collection exercise, key stakeholders and service providers from national anti-trafficking mechanisms[42] as well as representatives of at-risk individuals and victims were included. Details of the respondents are shown in **Table 4.**

Table 4. Sample size, by respondents

#	Stakeholders	Representation included in the survey	Methods	Sampling
1	Civil servants	National Sub-council on TIP, Police, Court, Prosecutor's Office, Immigration agency, General Authority for Border Protection	Semi-structured Interview (SSI), Questionnaires	20
2	Service providers, NGOs	NGOs, temporary shelters, one-stop service centres	SSI	9
3	Court-ruled human trafficking cases	Case files from 2014-2018[43], kept in the Central Criminal Archive	Case file review	7
4	Representatives of the local community and officials	From each target location of the project	Focus Group Discussion (FGD)	6
5	People at risk of human trafficking	People identified by screening	Questionnaires	423
6	Sex workers	From each target location of the project	In-depth interviews	10
7	Foreign victims of trafficking	Foreign victims of human trafficking (Myanmar)	In-depth interviews	3

Research scope and limitations

Because human trafficking is a hidden crime often involving organized groups, the research inevitably has methodological and contextual limitations. Therefore, according to the research methodology presented in the inception report, the scope of research was limited to the following issues:

- **Terms and concepts:** The concept of human trafficking is broad. The most common and registered types internationally and in Mongolia are trafficking for sexual exploitation and forced labour. Other forms of human trafficking, such as organ trafficking and deceptive/forced marriages, have not been registered with Mongolian law enforcement agencies, according to the desk review. The types and conditions for each purpose of human trafficking provided in this report are based on the availability of information.

- **Framework of data collection:** The research covered information on Mongolian victims of human trafficking in Mongolia and abroad, as well as the issue of foreign nationals who have been victims of human trafficking in Mongolia.

- **Age limit of research respondents:** Numerous national and international studies have shown that children are vulnerable to human trafficking and belong to the at-risk group. Due to concerns and issues related to child protection, the research was unable to involve children in the data collection phase and relied on secondary sources for relevant information. Hence, primary survey data is adult-focussed.

- **Quantitative analysis framework:** The analysis of factors influencing vulnerability to human trafficking is based on elements (detention, use of force, fraud) set out in the definition of TIP under the Law on Combating TIP and based on the Standard Form for Identifying Victims of Human

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[42] General requirements for social work services for victims of TIP, MNS 6418: 2013 standard terms are used.
[43] the time of the data collection phase, the Central Criminal Archives had not received cases resolved in 2019.

Trafficking approved by Annex 1 of MNS 6418: 2013 standard approved by the Mongolian Authority for Standards and Metrology (MASM). Therefore, the factor analysis results are not differentiated into types of human trafficking and the analysis of factors influencing vulnerability to human trafficking is based on elements set out in the definition of TIP under the Law on Combating TIP.

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CHAPTER ONE: HUMAN TRAFFICKING RISK AND PROTECTIVE FACTORS

One of the main objectives of this baseline assessment is to identify the risks and protective factors of individuals vulnerable to human trafficking. To achieve this objective, the research team conducted a two phase quantitative survey from 467 individuals that were considered high at-risk areas for human trafficking.[44] In the first phase, a survey was conducted among the 467 target individuals to screen and identify at-risk individuals and in the second phase, data was collected to identify the factors that affected the vulnerability of the 423 individuals identified as at-risk.

Phase 1	Screening assessment to identify at-risk individuals, (n=467)
Phase 2	Assessment to determine vulnerability to human trafficking, (n=423)

In Phase 1, at-risk individuals were identified using a questionnaire comprised of 25 questions based on the standard form for identifying human trafficking victims adopted by the national standard on general requirements for social services for victims of human trafficking (MNS 6418: 2013) and nine questions developed by the MoJHA to identify human trafficking risks.[45]

In Phase 2, to analyze factors that affect the vulnerability of individuals to human trafficking, the research team elaborated **a Human Trafficking Index (HTI)** based on the indicators, variables and thresholds shown in **Table 5.** The indicators for calculating the index are based on those stated in the definition of Trafficking in Persons stated in the Law on Combatting TIP. The calculation of the index was used to identify factors that negatively affected the vulnerability of individuals to human trafficking or protective factors at individual, family, and community levels according to IOM's DoMV.

Table 5. Assessment indicators of vulnerability to human trafficking (HTI)

#	Elements[46]	Measuring variables	Threshold value of the variable
1	Violence, threats of violence, theft	Threat of violence or use of force	Exposed
2		Harassment and intimidation	Exposed
3	Fraud, deception, abuse of power, exploitation of vulnerabilities	Fraud and deception	Exposed
4	Pay a fee to obtain the consent of a person who is in control of someone, recruitment through bribery; transporting; hiding, transferring and receiving.	Detention and control	Exposed

To calculate the index, each element corresponding to the indicator was given an equal weight. If an individual has been exposed to the corresponding element of HTI at least once, the value of one was given and if the person was not exposed to any such element, the value of zero was given.

Phase 1: Screening assessment to identify at-risk individuals

The screening questionnaire consisted of 25 questions to identify people who had experienced and been at risk to human trafficking.[47] As stated, the screening questionnaire was developed based on the standard

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[44] Areas where respondents were surveyed: Ulaanbaatar (n=234), Darkhan (n=63), Umnugovi (n=63) and Dornod (n=63).

[45] Screening survey tools are available in Annex 2. Screening tool.

[46] The principal elements are indicators of means of trafficking.

[47] In determining criteria for identifying at-risk individuals, if the person answered "yes" to: 1) one of seven questions to identify affected individuals and 2) to more than three of 18 questions to identify at-risk individuals, the person was considered at-risk (refer to Annex 2. Screening tool for more details).

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form to identifying victims of trafficking approved under the MNS 6418: 2013 standard and the MoJHA's nine questions to identify human trafficking risks (see Annex 2. Screening tool and selection criteria).

Of the 467 people surveyed, 90.6 per cent (n=423) were identified as at risk to human trafficking. The high detection rate of vulnerability is due to the survey using a purposive sampling method aimed at risk groups – including sex workers, migrants, unemployed, undocumented individuals, single parents, households with incomes under the poverty line, victims of violence – who might be more vulnerable to human trafficking. This significant number of vulnerable individuals detected through screening confirmed the high trafficking risks faced by groups identified in the desk review. Of the 423 people, 58 per cent (n=245) were women and 42 per cent (n=178) men, with those aged 19-30 years accounting for 35 per cent, 31-40 years (30 per cent) and 50 years or older (30 per cent).

According to the screening results, 86.5 per cent of respondents (n=365) had cases where documents were confiscated by an employer, 60 per cent (n=252) previously worked without a contract, 43 per cent (n=184) had worked overtime without additional pay, and 36 per cent (n=151) had not received the agreed salary or received an unreasonably reduced salary from their employer (Figure 2).

Figure 2. Results of screening questionnaire to identify at-risk individuals for human trafficking, % (n=423)
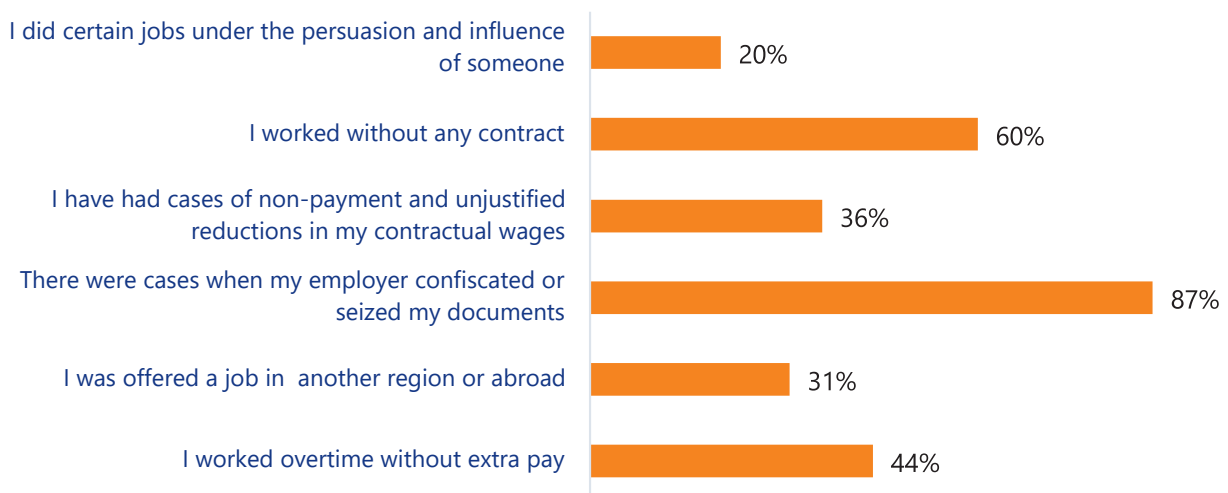
The survey results revealed that **one-in-two respondents had been exposed to various red flags of human trafficking, including for labour exploitation,** as they appeared to have been forced, pressured or otherwise deceived by their employer to do work other than originally agreed. Approximately 5-8 per cent (n=35) of these individuals experienced forms of coercion and/or violence, such as harassment, use of force, threats of use of violence, and detention and surveillance by employers, while 6 per cent were indebted to their employers **(Figure 3).**

Figure 3. Results of direct screening questions to identify human trafficking risks, % (n=423)

Question	%
The employer insisted on me doing something different from originally agreed upon	25%
There were cases when my employer deceived me	22%
I found myself in a situation where I could not move freely out of my place of work or residence	19%
There were cases when my employer threatened me	8%
I am indebted to my employer and the person who hired me	6%
There were cases when I was detained and monitored by my employer or someone related to the employer	6%
My employer threatened to use force against me	5%

Furthermore, to identify any behaviours that could expose individuals to human trafficking risks, 72 per cent (n=305) of participants responded they would accept the services of an unknown middleman for a high-paying job offer in Mongolia and 43 per cent (n=182) would accept assistance to travel abroad. In particular, men appeared to make riskier choices. For instance, the gender gap is the highest in the following two indicators (accept the services of an unknown middleman for a high-paying job and accept assistance to travel abroad), which suggested high-paying job offers. Men were 17 per cent more likely than women to accept the high-paying job offers and 30 per cent more likely to accept employment offers abroad.

Figure 4. Results of conditioned questions to identify vulnerability to human trafficking, %

Male   Female

Category	Male	Female
Find you a high-paying job	82%	65%
Resolve visa issues to go abroad	47%	31%
Travel expenses will be covered by the agent and then you need to pay with your work	61%	30%
Become an organ donor with payment	8%	5%
Marry with a foreigner	5%	2%
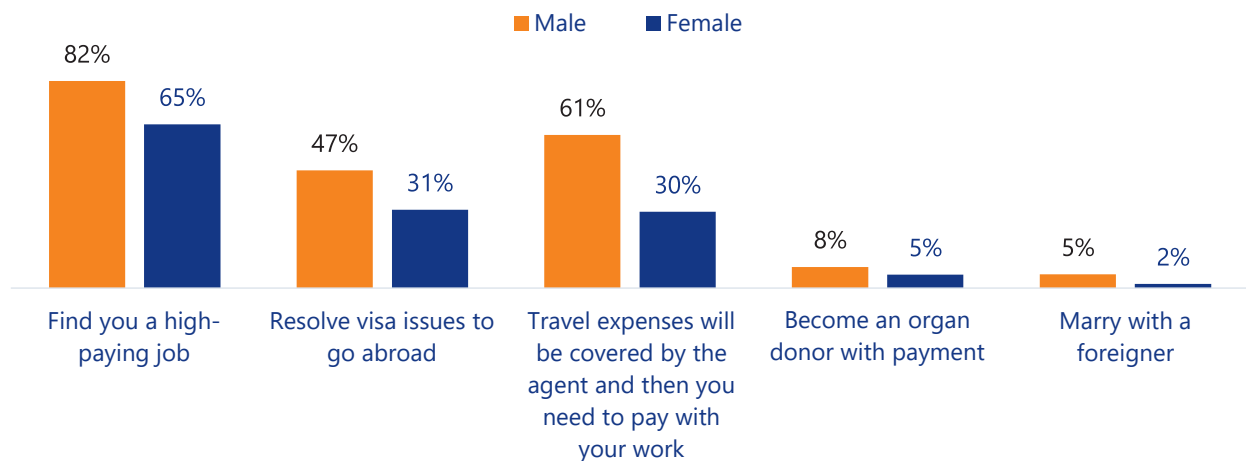
This finding is further reinforced by the analysis conducted through the HTI. **In addition to women, men also appear acutely exposed to human trafficking.** Examining the data of 120 individual vulnerable to human trafficking[48] based on their gender, women were more likely to be subjected to abusive situations **such as harassment, violence or threats of detention by the employer, while men were more likely to be deceived by employers.** This suggests that men are more likely to be exposed to labour exploitation, a finding also confirmed by information given by service providers. For instance, the MGEC reported

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[48] Please refer to Phase 2: Assessment to determine vulnerability to human trafficking for more details.

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assisting 13 per cent of male beneficiaries during 2003-2018. It appears, therefore, clear that the gender gap between victims of trafficking has narrowed.

Phase 2: Assessment to determine vulnerability to human trafficking

Data was collected to calculate the HTI of 423 individuals identified as being at risk. **The HTI was 0.10 with a standard deviation of 0.19, as shown in the histogram in Figure 5.** More specifically, **at least 28.4 per cent or 120 individuals surveyed were exposed to at least one element from the HTI indicators. This indicates a degree of vulnerability to human trafficking.** In terms of the four HTI indicators:

- Three individuals were exposed to all indicators.
- 9.2 per cent (n=11) were exposed to three out of four indicators
- 20 per cent (n=24) to two indicators
- 68.3 per cent (n=82) to one indicator **(Figure 6).**

Figure 5. Histogram of the HTI, % (n=423)
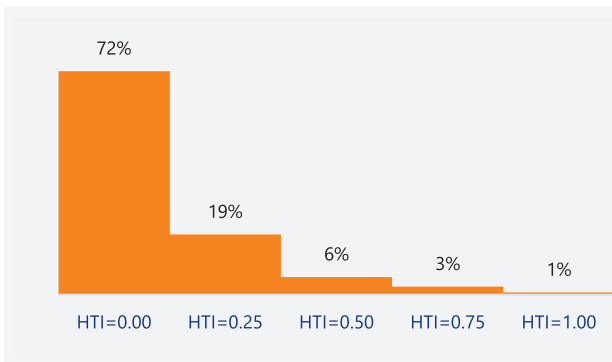
Figure 6. Histogram of vulnerability to human trafficking, % (n=120)
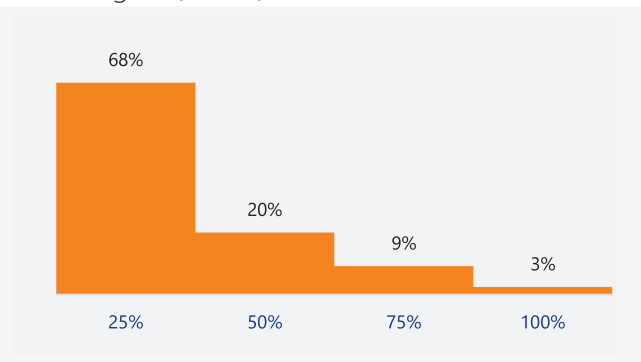
Figure 7 shows the proportion of individuals vulnerable to human trafficking by gender, which shows that men were most vulnerable to fraud and deception. Whereas, women were more likely to be harassed, intimidated, detained, or controlled.

Figure 7. Vulnerability to human trafficking, by duplicate numbers, (n=120)
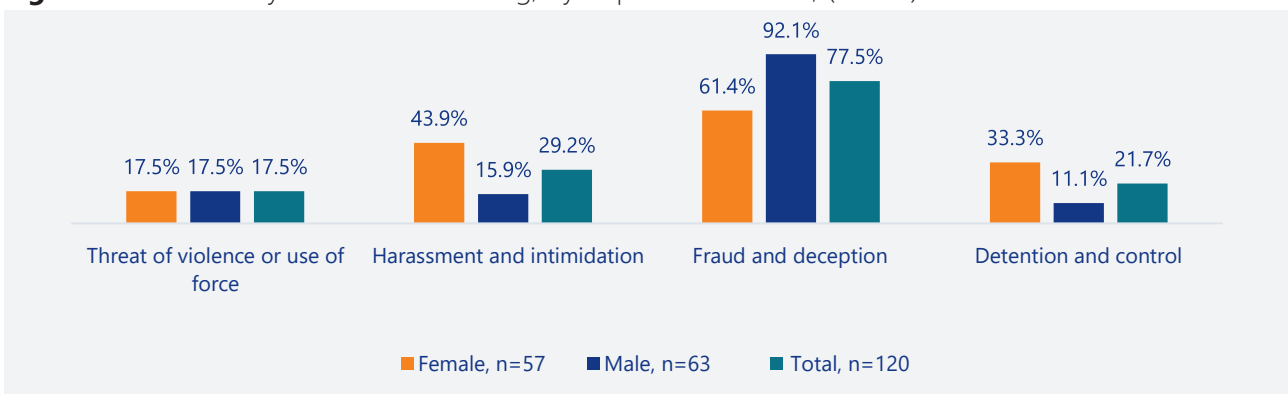
Source: Sampling to identify vulnerability to human trafficking

Young people are more vulnerable to human trafficking than older people **(Figure 8). People aged 20-24 years are particularly vulnerable,** followed by those aged 30-34 and 35-39.

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Figure 8. Vulnerability to human trafficking, by age group (n=120)

The results of the analysis of impacts of individual, family and community factors on the HTI in accordance with IOM's DoMV are now discussed.

Section 1: Risk and protective factors at the individual level

This section examines the characteristics of individuals that makes them vulnerable to or protects them from human trafficking. Based on the individual level factors of IOM's DoMV, the following hypotheses were made about the factors influencing vulnerability to human trafficking. A multivariate regression model was used to test them.

- **Hypothesis 1.** Depending on demographic factors such as age, biological sex, ethnicity, religion, gender, sexual orientation and level of education, the vulnerability of each individual to human trafficking varies.

- **Hypothesis 2.** Vulnerability to human trafficking is influenced by a person's social status, communication skills, physical and psychological condition, health and financial literacy and awareness of human trafficking.

- **Hypothesis 3.** Factors such as employment, financial status, reasons for migration, type of accommodation and official registration at the place of residence increases the likelihood of labour exploitation and influences vulnerability to human trafficking.

- **Hypothesis 4.** Factors influencing or protecting a person's vulnerability to human trafficking can be identified based on information such as the person's migration history or migration status, travel logistics (with whom she/he travelled), and whether she/he had a clear migration plan.

To determine vulnerability to human trafficking, the multivariate regression analysis used data from 423 individuals who participated in the sampling survey. HTI was used as a dependent variable of the regression, and independent variables were selected based on the DoMV.

Based on the results of these regression models, the factors that influence the vulnerability to human trafficking are now explained (see the regression models from Annex 4. HTI factor analysis).

1.1 Risk factors at the individual level:

Younger people are more vulnerable to human trafficking. In model (3) shown **in Annex 4. HTI factor analysis,** the estimated coefficient of the *Age* variable is -0.002, indicating that their HTI index is likely to increase by 0.002 when the age of survey respondents is one year younger, with a 95 per cent confidence interval. While the DoMV's handbook states that people aged 18-30 years, or 50 and over, may be more vulnerable to human trafficking, this research shows that young people (aged 18-24 years)

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are more vulnerable than older people in Mongolia. Qualitative research supports these findings, with no reports of older people (50 years and over) being trafficked.

Being a student, seasonal worker or part-time worker increases vulnerability to human trafficking. The results of models (2), (3), and (5) show that vulnerability decreases if the individual has a permanent job, while vulnerability increases if the person has a seasonal or part-time job. A simple statistical analysis was made between the HTI and the employment situation. The survey found that students[49] and seasonal[50], or temporary workers[51] were significantly vulnerable to human trafficking.

Being in a difficult physical or psychological situation increases vulnerability to human trafficking. The *Physical_Psychosocial_Bad_Condition or event* variable shown in **Annex 4. HTI factor analysis** is a dummy variable that represents any adverse or severe physical or psychological condition. The variable was examined retrospectively over three years. If the respondent was divorced, someone close was seriously ill, lost a loved one, was seriously ill or injured, was in debt, unemployed, without income or migrated but not registered, the value of one was given. If the individual did not experience any of these situations the value of zero was given. The positive estimated value of the variable shows that vulnerability to human trafficking of individuals who have been in a difficult physical or psychological situation, increases at a statistically significant level. For example, 87 per cent (n=368) of individuals identified as at-risk responded they had stress, frustration, fear, and/or anxiety as a result of having experienced a negative event/condition.

According to the case files of trafficking victims, psychological instability and discomfort influence people to be easily deceived, persuaded or to make risky decisions[52] **(Box 1)**. These results show that in addition to the socio-economic situation, psychological instability of individuals – especially unfavourable family relationships can heighten exposure to human trafficking.

Box 1. Psychological instability caused by family misfortune influences a victim's decision to put herself at risk

> *"A victim of sexual exploitation, Ch.M., was the youngest child in a family of nine children and came to Ulaanbaatar alone due to the death of her parents and bad relations with her siblings. She mentioned in her testimony that she did not have a permanent address nor a specific job, so she thought about how to make money quickly. In addition, because she did not have anyone to contact and ask for help, it increased her risk of becoming a crime victim for a long time".*
>
> *From the case file review*

Single or divorced people are more vulnerable to human trafficking. The Marriage_Single variable, which shows the marital status in **Annex 4. HTI factor analysis,** is a dummy variable that represents an unmarried single person. The *Marriage_Cohabitant* dummy variable represents an individual who lives with a partner/cohabitant, and the *Marriage_Divorced* dummy variable represents a married, but divorced person. The estimated values of the *Marriage_Single* and *Marriage_Divorced* variables are positive and statistically significant, indicating that single and divorced individuals are more vulnerable to human trafficking than those married.

People with disrupted sources of income, no regular income and poor financial situations are more vulnerable to human trafficking. *The Financial_Stuation_Bad* dummy variable represents a person with disrupted sources or no regular income. The estimated value of this variable is 0.117, which is relatively high compared to other estimated variables and is statistically significant.

This result fully confirmed findings from the review of case files. Traffickers recruited the vast majority of victims by offering a way out of difficult financial situations. Thus, there is a sex work market for vulnerable women that, in turn, increases their risk of falling victim to human trafficking **(Box 2).** According to the

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[49] $coef = 0.071; robust\ s.e = 0.040; p-value = 0.078$
[50] $coef = 0.064; robust\ s.e = 0.034; p-value = 0.063$
[51] $coef = 0.081; robust\ s.e = 0.032; p-value = 0.013$
[52] Хууль зүйн үндэсний хүрээлэн (2007) Хүн худалдаалах гэмт хэргийн шийдвэрлэлт: Хавтас хэргийн судалгаа

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review of case files, eight out of 14 human trafficking victims had a history of sex work.

Box 2. Sex workers as victims of human trafficking

"Unemployed girls often turn to social media pages and groups that promise them easy money when they find themselves in a desperate situation. However, these girls are then captured by criminals who pretend to be clients and are robbed of their mobile phones, money and belongings. After videotaping them naked, criminals then threaten them to post the video on social media, exposing them as sex workers. They take advantage of the vulnerability of girls' lives, health, reputation, and privacy, and then force them into prostitution and make them victims of human trafficking".

From an interview with a police officer

Compared to those registered, unregistered individuals in their place of residence are more vulnerable to human trafficking. To determine a person's access to basic social services, the survey respondents were asked if they were officially registered in their current place of residence. Some 20.8 per cent (n=88) of respondents said they were not officially registered. Of these unregistered individuals, 57 per cent were women, the majority or 42 per cent aged 18-25. Nearly half (49 per cent) did not register in Ulaanbaatar city when moving from rural areas. In terms of location, Ulaanbaatar city (30 per cent) (n=71)) and Umnugovi aimag (17.5 per cent) (n=11) have the highest number of unregistered residents. Lack of formal registration limits their access to a wide range of social services. The results of the statistical analysis showed that people not officially registered in their place of residence are more vulnerable to human trafficking than those registered (coef = 0.044; robust s.e = 0.023; p-value= 0.060). When asked about the potential risk of trafficking in persons, unregistered individuals appeared more likely to travel abroad and accept job offers than registered residents.

Figure 9. Respondents who would agree to proposals with risks of human trafficking, by registration in local administration
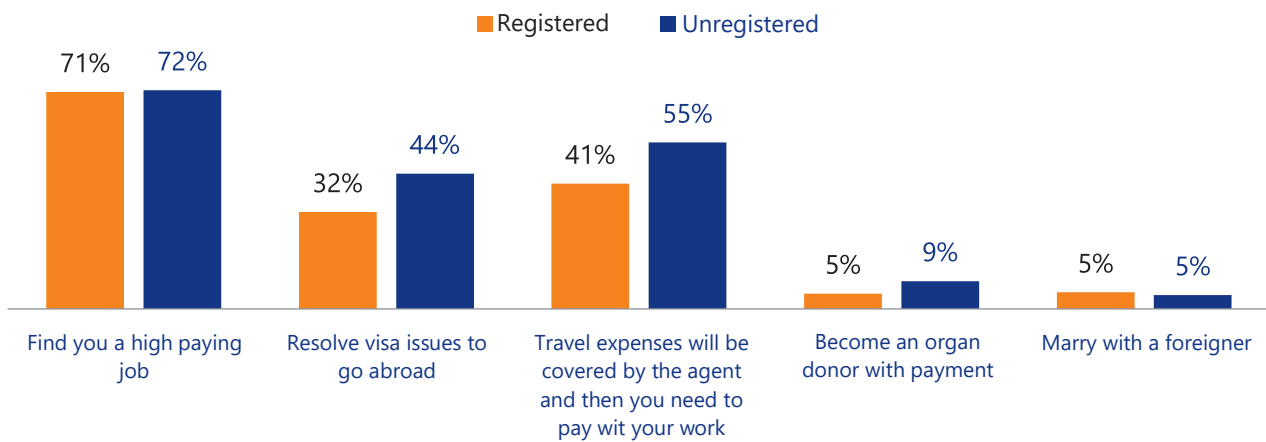
One-in-three unregistered migrants were found to have migrated for employment, while 60.2 per cent of unregistered migrants had jobs without an employment contract. In 43 per cent of cases, former employers did not pay the agreed-upon salary, which is 6 per cent higher than for registered individuals.

Long-term migrants seeking employment and education opportunities are more vulnerable to human trafficking. If the respondent had changed place of residence for more than 30 days in the last three years, the following questions related to migration experience were asked: 1) the reason for migration, 2) whom they migrated with and 3) whether the post-migration plan was clear. The reason for migration was more important when analyzing whether these three factors contributed to an individual's vulnerability. In particular, people who migrated for work or study were more vulnerable to human trafficking (coef=0.052; robust s.e=0.031; p-value=0.099).

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The majority (50 per cent) of total migrants (92 respondents) migrated from rural areas to the city **(Figure 10),** 38 per cent for employment purposes and 18.5 per cent for study, accounting for one-in-two migrants **(Figure 11).**

Figure 10. Migration flows (n=92), %

From province to city	50
From city to province	4
Between provinces	11
Between districts	34
Internationally	1
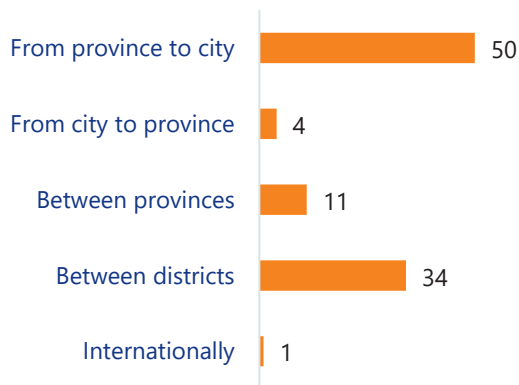
Figure 11. Purpose of the migration (n=92)

To work	38
To study	19
To get medical care	3
Unable to live in my previous location	8
To accompany family members	20
Other	13

1.2 Protective factors at the individual level:

The variables opposite of the risk factors indicated earlier often have a protective effect. For example, the vulnerability to human trafficking decreases with age, regular income, regular employment and a stable family life. In addition, the specific results of protective factors at individual level include:

Certain groups (Muslims and Kazakhs, Buryats[53]) appear to be less vulnerable to human trafficking. Ethnically, 88 per cent of respondents were Khalkh, with the remainder ethnic minorities (Kazakhs, Buryats, Durvuds). It is statistically significant that Kazakhs and Buryats are less vulnerable to human trafficking than other ethnicities (respective p-value=0.000; p-value=0.001). In addition, when analyzing whether a particular religion has an impact on an individual's vulnerability index, it is statistically proven that Muslims are less vulnerable to human trafficking than non-Muslims (coef=-0.103; robust se= 0.009; p-value = 0.000). Qualitative data suggest these results may be related to ethnic religious beliefs and cultural characteristics of these groups. For example, in Kazakh culture, there are certain traditional customs in family/couple relations. Islam has a tradition of encouraging inter-marriage with members of the same religion or ethnic group. This practice may protect more Kazakh women from becoming victims of human trafficking than other nationalities. The factor related to the cultural characteristic should be further studied.

2.   Хувь хүний түвшинд ХХГХ-ийн эмзэг байдалд нөлөөгүй хүчин зүйлс:

Non-critical factors of vulnerability to human trafficking at the individual level: There is no gender difference in vulnerability to human trafficking. According to the sex ratio of 120 individuals who are vulnerable to human trafficking, women (47 per cent) were less vulnerable than men (53 per cent). However, the regression models (2) and (3) in Annex 4 showed that estimated values are not statistically significant. This indicates there is no gender difference in vulnerability to human trafficking. Qualitative research data also showed that the number of male human trafficking victims had increased in recent years, especially to labour exploitation and, in rare cases, boys as victims of sexual exploitation, disproving the notion that only women are vulnerable.

As discussed earlier in this research, the survey results revealed that men were more likely to make risky trafficking-related decisions. Both genders were found to be vulnerable to human trafficking, however, depending on the types and forms of trafficking.

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[53] Ethnically, 88 per cent of respondents were Khalkh, and the remainder ethnic minorities (Kazakhs, Buryats, Durvuds). In terms of religion, 36 per cent of the respondents were Buddhists, 14 per cent had no religion, which was significantly higher than the national average (38.6 per cent of the population is non-religious).

The level of education does not affect vulnerability to human trafficking. The *Education_Low* is a dummy variable that represents people with less than **lower-secondary education.** The fact this variable is negative and statistically significant suggests these individuals are less vulnerable to human trafficking. The DoMV's handbook and other studies show that the higher the level of education, (especially, people with higher education), the lower the vulnerability to human trafficking. However, the results of this research show otherwise.

In general, the level of education is considered to have a direct impact on vulnerabilities, but the quality of education in Mongolia may have influenced this outcome. For example, the 2019 NSO Poverty Update Survey report concluded that although 70 per cent of women (25-29 years old) have completed **tertiary education,** it does not affect their active participation in the labour market.[54] Boys, especially those in rural areas, tend to drop out of school early to help their families, while girls study longer and pursue higher education. Low levels of education contribute to economic poverty. However, higher education does not affect better economic well-being.

At least in Mongolia, the level of education of individuals – especially young women, appears to not have a direct impact on vulnerability to human trafficking due to labour market restrictions. This is further reinforced by community level findings which show how limited employment opportunities increases people's migration for employment and vulnerability to human trafficking.

Figure 12 summarizes the results of a sample survey of 423 individuals, which identifies risk and protective factors that affect human trafficking vulnerability at individual level.

Figure 12. Factors explaining vulnerability to human trafficking depending on individual characteristics

Factors increasing vulnerability to human trafficking
- Young adults (19-25 years old)
- Single or divorced people
- People in a poor financial situation
- Students, seasonal and part-time workers
- People who are in a difficult physical and psychological situation and are in a state of psychological instability
- Unregistered individuals
- People who migrated more than 30 days for employment and education opportunities.

Factors protecting against human trafficking
- Full-time employees
- Members of certain ethnic groups and religions (Kazakhs)
- If the person is officially registered at his/her place of residence.

Section 2: Risk and protective factors at the household/family level

According to the DoMV, the second level of factors influencing human trafficking vulnerability is household/family level. Families are especially important in determining vulnerability and resilience, as they are typically the first option for individuals who require support, particularly children and young people. All household and family members are rights holders, and the extent to which their rights are respected will affect how family and household factors impact vulnerability or resilience.[55] Examples of household and family factors include family size, household structure, socio-economic status, migration histories, employment, livelihoods, education levels as well as participation levels in kinship and other social networks (social capital).

Based on results of the regression models shown in **Annex 4.** HTI factor analysis, the following factors were identified as influencing the vulnerability to human trafficking at family/household level.

[54] Risk and protective factors at the household/family level
[55] IOM Handbook on Migrants' Vulnerability, p. 118.

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2.1 Risk factors at the family/household level:

Family members are more vulnerable to human trafficking if the family atmosphere is discordant. The *Physical_Psychosocial_Bad_Condition* is a variable that represents a family with a troubled atmosphere. Respondents were given a value of one if they experienced a troubled family atmosphere within the last three months and if they did not, they were given a value of zero. The positive value of the variable shows that family members who had a more stressful, frustrated, anxious or psychologically uncomfortable family environment were more vulnerable to human trafficking than family members with a stable psychological atmosphere and environment. This result is statistically significant.

Qualitative data suggest that family relationships play an important role, particularly for adolescents, in contributing to actions that put them at higher risk (Box 3). For example, in the review of case files, there were four girls (16-17 years old) who were victims of human trafficking, all of whom had a history of poor family relationships.

Box 3. Unfavourable family situation results in risky choices

> *"My younger brother and I did not get along with our stepfather, I was constantly arguing. I didn't want to go to school, so I stopped going in the 10th grade and wanted to work and live on my own. In 2014, I met A, who was in the same grade as me at our high school, near her home and had a brief conversation. I told her, I wanted to find a job that I don't need to go to school for. Then she told me, There's a woman named D.H. She'll probably find you a job. I was not told what job it was".*
>
> *"My mother didn't object to me working because I didn't go to school and didn't stop arguing with my stepfather at home. My mother met A.Ts (defendant) herself, agreed to her taking me abroad, managed to get me a passport and sent me away".*
>
> *(The defendant took advantage of the victim's poor family relations, search for a job, and economic vulnerability and trafficked her from Mongolia to Erenhot, Inner Mongolia, People's Republic of China for sex work and exploitation).*
>
> *From the review of case files*

Family members who experience domestic violence and other forms of abuse, including conflict, are more vulnerable to human trafficking. The 423 respondents were asked a number of questions to determine if there was domestic violence and other forms of abuse in the household. If there was none, the variables of *Family_Violence* and *Family_Risky_Behaviour* were given values of zero and one if the opposite was true.

The estimated values of the two variables were positive and statistically significant. The estimated value of the *Family_Violence* variable is 0.12, the highest of all other variables. This indicates that the *Family_Violence* variable has a strong influence on HTI. Therefore, a member of a household experiencing (directly or indirectly) domestic violence is more vulnerable to human trafficking than a person who does not experience such abuse.

This finding aligns with international studies highlighting the intersection of domestic violence and human trafficking. Domestic violence is a demonstrated push factor for human trafficking. The 2009 U.S. State Department Trafficking in Persons Report cited a London-based study, which found that almost 70 per cent of adult female trafficking victims experienced domestic violence prior to being trafficked.[56] According to UNICEF, children exposed to domestic violence in the home may run away to avoid abuse. Research indicates that runaway and homeless youth are at particular risk of being trafficked, with the United States' National Centre for Missing Exploited Children showing that one-in-six of reported runaways indicated signs of experiencing sex trafficking.[57] At the same time, domestic violence is also a form of control often utilized by traffickers to maintain influence over a victim in sex trafficking cases.

According to NPA statistics, the number cases of domestic violence (DV) registered with the police has decreased annually during the last four years. However, the number of violations registered by service

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[56] U.S State Department, 2009 Trafficking in Persons Report, https://2009-2017.state.gov/documents/organization/123357.pdf.
[57] Hanna Cody, Domestic Violence and Human Trafficking, UNICEF US, 15 November 2017.

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providers has increased annually.[58] Relevant organizations reported that the increase was driven by the lengthy lockdown periods caused by the COVID-19 pandemic. The number of DV fatalities has also increased annually.[59] According to 2020 statistics, the number of DV deaths jumped by 75 per cent against the previous year indicating an accelerated risk of this crime due to pandemic-related lockdowns. For example, while the number of reported crimes overall during the quarantine period decreased, the number of calls to report DV and number of victims seeking help from protection shelters and one-stop service centers increased.[60] Quantitative and qualitive research has shown that unfavourable living conditions caused by DV was a significant driving factor to take risky steps towards high-paying employment and better living conditions.

Figure 13. Number of domestic violence violations and crimes registered by the NPA, 2017-2020
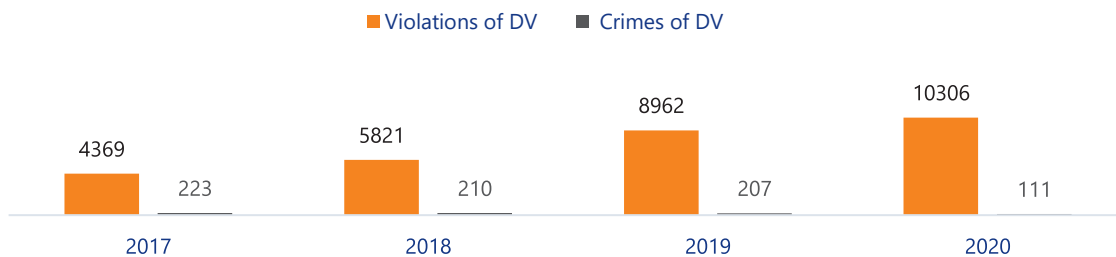
Specifically, 86.6 per cent of registered DV victims in 2020 were women, with 11 per cent children aged 11-18 years, 28 per cent aged 18-29 years and 49 per cent had completed secondary education. Moreover, 58.6 per cent of DV crimes nationwide were committed in Ulaanbaatar. Evidence from primary and secondary sources suggested that exposure to DV contributed to human trafficking vulnerability.

The good financial situation of a household does not reduce family members' vulnerability to human trafficking. Individual level data shows that weak household financial capacity increases human trafficking risks among householders. However, findings in family level show that good financial capacity does not guarantee protection. Of 423 respondents surveyed, 47.8 per cent reported their household income was above average and spent on necessities and other services (social services). When analyzing the responses from 120 respondents who might have been affected by some elements of TIP, 51.7 per cent answered that their household income was above average or sufficient for household consumption.

The *Family_Financial_Situation* variable was used to analyze whether household income affected TIP risks by grouping respondents who answered their household income was insufficient. Although the estimated value of the variable is positive, it appeared statistically insignificant, which suggests that household income and financial situation do not affect exposure to human trafficking. From these findings, it can be concluded that family financial stability is not a primary protective factor *per se*, as vulnerability may be influenced by other social and familiar factors, such as social cohesion and the presence of domestic violence.

2.2 Protective factors at the family level:

The variables against the vulnerability factors, highlighted in the previous paragraph, often had a protective effect on reducing human trafficking risks. For example, a peaceful and comfortable family environment and healthy, non-violent relationships were key factors in preventing family members from being trafficked. In addition, specific outcomes providing protection at family level include:

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[58] Minor offenses that are not subject to criminal liability are dealt under the Law on Infringement Procedures (Violations). The extent of the damage is used to determine whether the fact constitutes a crime or a violation. In financial terms, less than 300,000 MNT constitutes a violation, while above that threshold is considered as a crime.

[59] NSO, NPA, Domestic violence, statistical overview, 2020.

[60] Rapid Assessment Report on Impact of Measurements related to the COVID-19 to the GBV, in particular DV and child protection, UNFPA, SDC, MLSP, 2020

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The relationship of the household with khoroo/soum administration and being socially active are factors protecting family members from human trafficking. The 423 surveyed respondents were asked whether they had regular contact with their primary administrative unit or organization, and attended family health, school, police, neighbourhood associations, NGOs, clubs and social network groups, such as Facebook. Relationships with organizations, other than the khoroo, did not appear to affect vulnerability to human trafficking. The *Family_No_Network* variable is statistically significant and positive, indicating that people not in regular contact with their khoroo – the primary administrative unit of the household – are more vulnerable to human trafficking than people in regular contact with their khoroo.

Planned family migration seems to be a protective factor from human trafficking. Of 423 respondents, 21.5 per cent (n=91) had migrated for more than 30 days in the last three years. These households were represented by the *Family_Migration* variable, and the negative value of the variable indicates they were less vulnerable to human trafficking than families from which one member had migrated. It can be concluded that the vulnerability of a household/family increases if one member migrates for long periods of time for work or study, leaving the family behind.

Figure 14. Factors explaining the vulnerability of human trafficking depending on household characteristics

Factors increasing vulnerability to human trafficking

- Troubled family environments
- Family members who have experienced domestic violence, exploitation and other forms of abuse, including conflict and harassment
- The financial situation of a household does not affect the vulnerability of a family member to human trafficking, meaning that good financial capacity does not guarantee protection
- The vulnerability of family members increases if one member of the household migrates for long periods of time for work or study leaving the family behind.

Factors protecting against human trafficking

- A calm family atmosphere
- No domestic violence, other forms of abuse in the family
- Pre-planned family migration
- Household members have regular contact with the primary administrative unit of the place of residence.

Section 3: Risk and protective factors at the community level

According to DoMV, community factors include local people's beliefs, standard of living, employment opportunities, climatic factors, access to social services (health, social welfare, finance, education), social networking and civic engagement, social norms and civic behaviour.

This section identifies risk and protective factors at community-level affecting vulnerability to human trafficking, based on the results of 423 questionnaires, document analysis and in-depth interviews. In addition, community-level based five focus group discussions, involving 30 local people, were held in Ulaanbaatar city and other aimags to validate community-level factors.

3.1 Risk factors at the community level:

Individuals and their households/families are situated within a broader physical and social community context. They are affected by their community's economic, cultural and social structures, and their positions within these structures. Communities with strong social networks and access to resources can provide support and protection to individuals and families, whereas communities without such networks and resources can create risk factors for individuals and families. Some community factors may affect groups within the

community differently, making some groups more vulnerable and others less so. Within this research, community-level factors influencing vulnerability were analyzed based on a different methodology from the previous two levels of analysis. The change in methodology was necessary as criteria used to measure factors influencing vulnerabilities to human trafficking at the community level where perceptions, attitudes and standpoints (subjective assessment) related to the livelihoods and quality of life of local people.

Depending on the specifics of the question, community-level factors were identified based on qualitative and quantitative data. Focus group discussions with multi-stakeholder groups (local people, government and civil society, private sector officials) helped identify community-level risks and protective factors affecting vulnerabilities which in turn, were further confirmed by quantitative data provided by 423 respondents in the sample survey through a variation analysis.

Variation analysis (ANOVA)[61] using data from 423 surveyed respondents was applied to analyze the quantitative data from the sample survey. ANOVA is a method of statistical analysis to determine whether a selected variable (factor) has an effect on a major independent variable (HTI) to trafficking. The research team asked 423 individuals vulnerable to human trafficking about their attitudes, access to social services and prevalence of violence and crime which contribute to creating an enabling environment for human trafficking within their community, based on the DoMV.

Indicators associated with negative attitudes and perceptions influencing community cohesion and increasing vulnerability to human trafficking in the community are related to local beliefs.[62] The research team measured whether there were beliefs/perceptions that heighten human trafficking risks depending on community social and cultural characteristics (person's gender, age, ethnicity, religion, language, culture, sexual orientation, marital status, social class, occupation, education level, family, relatives, public position and medical condition) and if present, whether they increase the vulnerability of local individuals.

It should be noted that there was an limited understanding among local people concerning their living areas and community perceptions. Approximately one-in-three respondents said they did not know or were unable to provide any form of assessment, indicating a low level of community cohesion, interconnection and community maturity.

According to the simple statistical and variational analysis (ANOVA) conducted on the responses from the remaining respondents, factors such as social class, ethnicity, education and health have the most significant impact on the vulnerability of citizens **(Table 6).** In other words, a low level of education, poor health/disability, low social status, and ethnic minorities increase the vulnerability of people to discrimination and violence.

Table 6. Factors that increase the vulnerability of individuals at the community level, the results of variation analysis, by the significance level

	Influencing factors	Frequency	F critical value	P value	Sig
1.	Being lower status in social classes	30.7%	3.659	0.006	***
2.	People with different ethnic identities (nationality) more likely than others	12.3%	2.544	0.039	***
3.	People with low level of education	32.2%	3.671	0.006	***

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[61] Олон нийтийн түвшинд хэмжиж буй хүчин зүйлийн талаарх иргэдийн ойлголт, хандлагыг тодруулахын тулд 1-5 хүртэлх Лайкертын шкалыг ашигласан. Тодруулбал, судалгаанд оролцогчийн үнэлгээнд вариацийн шинжилгээ (ANOVA)-г сонгосон хувьсагч (хүчин зүйл) нь ХХГХ-ийн эмзэг байдлыг тодорхойлох үл хамааран хувьсагч (HTI)-д хэрхэн нөлөөлдөг болохыг тодруулах зорилгоор хийсэн.

[62] Хүснэгт 6-д харуулсан 13 хүчин зүйлээс шалтгаалан тухайн хүн амьдарч буй орон нутагтаа ялгаварлан гадуурхалт, дарамт, хүчирхийлэлд өртдөг эсэхийг тодруулсан.

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4.	Medical condition (sick or being disabled)	32.4%	3.689	0.006	***
5.	Younger people	25.1%	2.556	0.038	***
6.	People with different sexual orientation	16.8%	3.276	0.012	**
7.	People with different gender identities (male, female and intersex)	14.7%	3.214	0.013	**
8.	People with different jobs than others	22.7%	2.120	0.038	**
9.	People with different religious identities	9%	2.341	0.054	*
10.	Marital status (divorced, married or widow)	21%	1.072	0.370	*
11.	People with different linguistic identitites	12.1%	0.931	0.446	*
12.	People with different familial or kinship linkages	14.9%	0.594	0.667	*
13.	Older/elderly people	16.3%	0.559	0.692	*

Qualitative data from the survey suggests that all factors outlined in **Table 6** contributing towards increased vulnerability are essential aspects of employment, social acceptance by the community and personal status. As a result, low or poor status in terms of such factors increases a person's vulnerability.

Box 4. Public perceptions of factors affecting individual vulnerabilities

> *"There is a big difference between educated and uneducated people. Education impacts interpersonal skills, likelihood to be tempted by others, and decision-making. The more the number of educated people increases, the more the vulnerability of uneducated people to crime increases".*
>
> *"Social class status inevitably matters. I see this as one of the issues of developing countries. Because there is a perception that implies herder's child must be a herder. There is a circumstance that people ask whose child you are when working for civil service. In my observation, people pay more attention to people's background, including family and social status, than the individual. Let's say you are a hard-working person. Nevertheless, when the boss's child comes into a room, the treatment differs significantly. For example, if two children are in a class, a child with higher-ranked parents is likely to receive better treatment and support from teachers. So, there is much discrimination".*
>
> *"In reality, people with disabilities are the most socially isolated, economically vulnerable, dependent on others, and desperate. They cannot go to school because of their disability, get discriminated against, and do not know where to raise such issues. Possibly, disabled women may be exploited or sexually abused because they may be seen as weak or incompetent. In general, the risk is very high".*
>
> *From focus group discussions with local residents*

In addition, during group interviews, participants reported that a young age increased vulnerability due to limited employment knowledge and experience.

The lack of employment opportunities in the community increases people's migration for employment and vulnerability to human trafficking. In this section, respondents assessed the availability of employment for low-income, vulnerable and long-term unemployed people in their living area. Quantitative and qualitative research showed that lack of employment opportunities in rural areas increased vulnerability to human trafficking.

Figure 15. Employment opportunities for target groups in rural areas, %, (n=423)

Low-income and poor people are less likely to find employment	61%
People unemployed for a long time less likely to find jobs	61%
Limited employment opportunities in the community	43%

According to quantitative data, 61.2 per cent (n=259) of respondents said low-income and vulnerable people and 60.5 per cent (n=256) said long-term unemployed were less likely to get a job. As a result of the focus group discussion, participants noted that PwDs, single mothers and fathers, people with low levels of education, and people over the age of 40 faced the most difficulties in finding employment in rural areas **(Box 5)**.

Box 5. Limited employment opportunities cause people to take risky steps

"There are few manufacturing companies in rural areas to offer employment. There are mostly government, banking and retail employers. In some aimags, seasonal jobs (construction, agriculture, mining, transportation) are available due to geographical features, but nepotism is common.

It is difficult for people who are poor, vulnerable and unemployed for some time to find stable jobs. Hence, people move to urban areas to find work and earn a living. It is common to take advantage of active job-seekers and turn them into sex workers or human trafficking victims.

*For instance, Citizen B migrated to Ulaanbaatar to support her family, unable to find work where she lived. She had several unsuccessful job interviews due to her lack of experience and certification. She then contacted a recruiter, after seeing a **"seeking finance"** newspaper advertisement.*

*Recruiters convince victims that jobs do not require experience nor certification, while assuring reasonable salaries. In the case of Citizen B, this resulted in her becoming a sex worker. She was repeatedly raped, verbally abused, beaten, and threatened. There have been cases of recruiters calling girls who put ads **"actively looking for a job"** and setting up a job interview, before plying them with alcoholic drinks and forcing them into sex work.*

From the review of case files

Quantitative data has shown that the lack of employment opportunities in rural areas leads to urban migration and, as also demonstrated by these research findings, this in turn increases the risk of human trafficking. For example, at the individual level, most of the 92 people migrated in the last three years, with around half migrating from rural to urban areas and 38 per cent for employment.

Secondary sources also confirmed the results of limited employment opportunities,, reflecting the high nationwide unemployment rate, especially in Ulaanbaatar. The 30-44 year age bracket accounted for the highest percentage of unemployed nationwide at 49 per cent, with the majority male. Female unemployment for those aged below 30 years remains high, despite year-to-year declines in joblessness among those aged 15-24 years.[63]

Inadequate access to health, education and financial services in the communities where they live increases the vulnerability of individuals to human trafficking. This section examines whether inadequate access to education, health, finance, social welfare and protection services in the community heightens human trafficking vulnerabilities of residents.

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[63] Integrated report on Population and Housing Census, NSO, 2020.

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Figure 16. Social services affecting individual vulnerabilities,% (n=423)

Around one-third (34.7 per cent) (n=147) of respondents said these basic social services were not accessible where they currently lived. When the research team analyzed whether lack of access affected the vulnerability of local people, at community level health care (F critical value= 4.762, p value= 0.001, statistically significant) and banking and financial services[64] (F critical value= 3.624 p value = 0.006, statistically significant) were found to be significant. For example, people face many problems such as going to aimag/capital city health centres for better examinations and treatment, while assets and salaries are insufficient collateral for bank loans **(Box 6).**

Box 6. Accessibility of health services in local areas

Health care services are very poor. It can be very complicated and time consuming. In the case of family health centres, doctors do not perform basic examinations with quality, so the patients have no choice but to fill out a Form 13A and go to a secondary or tertiary care facility. For a secondary or tertiary health care provider, the earliest appointment may be at least a month away. Citizens who have not paid for health insurance and do not have proper documents are required to pay.

From focus group discussions with community representatives

People living in areas with high crime rates are more vulnerable to human trafficking than those living in areas with no crime or violence. The respondents had little information on the prevalence of crime and violence related to human trafficking in communities where they lived and worked. In particular, one-in-two respondents had no information on sexual exploitation or other human trafficking cases. This suggests limited public awareness of human trafficking, access to information and local action to prevent human trafficking.

Figure 17. Local violence and crime prevalence, % (n= 423), by communities' perceptions

Despite the relatively low level of awareness of human trafficking-related crimes in their communities, 30 per cent (n=127) of respondents identified domestic violence as the most common crime in data collection areas. As shown at family/household level, the DoMV analysis confirmed that domestic violence in Mongolia increased human trafficking risks for household members.

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[64] Services such as savings, loans, cards, e-banking services, foreign payments, insurance, guarantees, safekeeping, stocks, bonds, investments, currency trading and collateral.

Baseline assessment into the causes, dynamics, vulnerability, and resilience levels to human trafficking in Mongolia

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Box 7. Domestic violence increases human trafficking risks

"Although there are no reports of people fleeing or moving to other areas due to violence or crime, emotional (verbal abuse, harassment), physical (beatings, hitting) violence and, in some cases, sexual abuse (of underage girls) are common".

From focus group discussions

3.2 Protective factors at the community level:

The analysis of factors that counter human trafficking vulnerabilities at community level is presented in the following sections based on quantitative and qualitative research results.

Regarding labour market access at community level, 52 per cent (n=220) of those surveyed indicated that working locally was a protective factor. However, people are also compelled to migrate to find employment opportunities. In terms of the survey areas (by location), Umnugovi aimag is 4.7 points higher Ulaanbaatar city. There are three major strategic deposits in the aimag, which are Tavan Tolgoi, Oyu Tolgoi and Nariin Sukhait, and currently 14 companies are operating mining activities[65]. This results in growing demand for jobs in the labor market and the active provision of job placement services to local people. According to the NSO, in 2021, the average salary of workers in the mining sector is 2.3 times higher than the national average or MNT 2,934,000, which is a driving force for individuals to work in this sector. However, it is important to focus as much on job creation in other regions as possible, as mining areas are high in migration and sexual and labor exploitation (child prostitution, child sexual exploitation, and labor exploitation by truck driver).

In recent years, the Ministry of Labour and Social Protection (MLSP) has approved programmes to support employment, particularly of vulnerable groups. In 2021, to mitigate unemployment sparked by COVID-19, the ministry initiated employment programmes to restore business activities, particularly targeting the elderly and youth. While it is challenging to directly prove that employment promotion programmes protect people from human trafficking, given the findings of this research, these types of programmes are essential to reduce at-risk groups' vulnerably to human trafficking. In 2018, for example, 24,233 people participated in a job support programme and 18,972 people were provided with jobs.[66]

3.3 COVID-19 impacts at community level and inter-linkages with individual family/household and structural levels

Another aspect taken into account to complete the DoMV analyisis on vulnerabilty and resilience to human trafficking at community level were natural and other force majeure factors. **Such factors can heighten vulnerabilities as they disrupt normal social interactions, destroy livelihoods, cause injury and illness.** In this sense, the COVID-19 pandemic was regarded in this research as a community level factor along with other natural and *force majeure* events, such as such as dzuds, fires and floods. In response, this research analyzed: 1) various natural disasters and risks such as dzuds, fires and floods and 2) COVID-19's influence on vulnerable populations at individual, family/household and community factors that increase human trafficking risks.

As of August 2021, some 195,245 cases of COVID-19 were confirmed in Mongolia, accounting for 5.8 per cent of the total population.[67] According to the Ministry of Health (MoH) in Mongolia, the infectious Delta variant of COVID-19 had circulated in the country since July 2021 with more than 1,000 confirmed cases per day in August. Location-wise, Darkhan-Uul and Tuv have the highest number of infected people compared to other aimags. In terms of vaccination rates, 68.3 per cent (n=2,222,451) of the total population had

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[65] In Umnugovi province, 14 companies such as Oyu Tolgoi, Tavan Tolgoi, Erdenes Tavan Tolgoi, Energy Resources, Munkh Noyon Suvarga, Dong Yuan, Olon Ovoot Gold, Zuv Zug, MAK, Tsinghua-Mak-Nariin Sukhait, South Gobi Sands, Usukh Zoos, Terra Energy and Javkhlant are engaged in mining operations.

[66] Introduction to labour market, Department of Employment Promotion, General Department for Labour and Welfare, 2018.

[67] COVID-19 pandemic information available from https://covid19.mohs.mn/p/cat/post/57/

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received its first dose, 62.7 per cent (n=2,038,558) received a second dose[68], which ranks the country 19th globally.[69]

The Government of Mongolia has imposed four strict lockdowns, closed national borders, set the time limits for the service companies to combat COVID-19 since its emergence. In parallel with the vaccination process, the government has gradually softened certain restrictions to support the economy. However, at the time of writing, pandemic response measures have been extended until the end of December in 2021 to fight the spread of infection in Mongolia.

Figure 18. Natural disasters and COVID-19 deteriorating people's livelihoods, %, (n=423)

Emergencies caused by COVID-19 affect the livelihoods of the people in your community? **72%**

Environmental factors (including dzud, wildfires, floods) impact negatively upon livelihoods of the community? **40%**

The study discovered that the pandemic is more likely blight people's livelihoods than environmental and climatic factors. Two-thirds (71 per cent) (n=300) of respondents said COVID-19 contributed to people's increased vulnerabilities, 37 per cent (n=156) reported their income and job opportunities had decreased, 19.3 per cent (n=82) were psychologically stressed and frustrated, and 12.4 per cent (n=52) reported family members' social media use had increased.

Figure 19. Difficulties in family life associated with the COVID-19 pandemic, % (n=423)

Category	Value
Decreased family income and job	37.1
Increased stress	19.3
Increased use of social media	12.4
Lack of social relation	9
Overweight	6.7
Increased use of alcohol	5.9
Conflict between family members	5.3
Domestic violence	2.5
Decreased trust	1
Gender equality issues	0.8
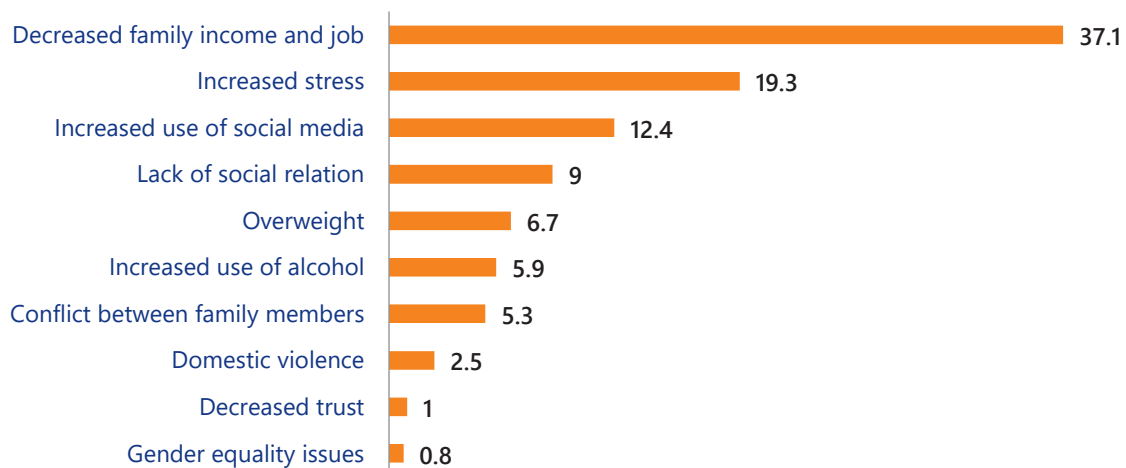
These data showed that the pandemic was worsening at-risk individuals' livelihoods and vulnerabilities to human trafficking due to a deterioration of vulnerability factors at individual, household and community levels already present in the pre-COVID era.

Qualitative data further suggests broader impacts brought about by the pandemic. Police registered a surge in domestic violence cases **(Figure 13)** which, as discussed in this research, is a proven root cause influencing people's vulnerability to trafficking at household level. The increase in domestic violence rates is a phenomenon aligned with international trends. As quoted by the United Nations ESCAP: "The United Nations Population Fund estimates that the COVID-19 pandemic has the potential to cause 15 million additional gender-based violence cases worldwide for every additional three months of lockdown. This figure is based on a 20 per cent increase in violence during lockdowns."[70].

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[68] Available from Covid World Vaccination Tracker - The New York Times (nytimes.com)Vaccination Data
[69] Available from Covid World Vaccination Tracker - The New York Times (nytimes.com)
[70] United Nations ESCAP, 2020b: 8

Box 8. Border closure increased domestic sexual exploitation

"The number of victims of domestic sexual exploitation has increased since the outbreak of COVID-19. In the past, we probably paid a lot of attention to the victims going out of the country, such as to [People's Republic of] China or Malaysia, but did not pay much attention to the cases of forced prostitution of girls domestically. The number of victims of domestic sexual exploitation has increased since the border closure".

From an interview with a police officer

Table 7. COVID-19 impacts on human trafficking

Positive effect	Negative effect
• The closure of borders reduced the potential for international trafficking • Vulnerable Mongolian women abroad have returned to their country of origin • Domestically, the decision to limit the hours of service and close bars and massage parlours has impacted on business that traditionally exploit trafficking victims.	• Due to travel restrictions and border closures, domestic sexual exploitation and trafficking are becoming more organized • Quarantine regimes and restrictions have led to non-payment of wages and disruptions to businesses. • Instances of sex work have become more prevalent in urban areas • Human trafficking detection efforts have weakened due to the lockdown • Mongolian migrant workers and victims have been stranded abroad and are in challenging situations due to border closures.

There is a need to further study how the pandemic and counter measures have influenced the risks of crime, especially human trafficking.

Figure 20 summarizes the risk and protective factors at community level based on the desk review, questionnaires, case files and results of individual interviews and focus group discussions.

Figure 20. Factors explaining the vulnerability to human trafficking depending on community level characteristics

Factors increasing vulnerability to human trafficking
- Discrimination based on level of education, health conditions, social classes, and young age
- Low employment opportunities in the community
- High crime rates in the community, especially domestic violence and GBV
- Inadequate access to health, education and financial services
- Loss of income due to COVID-19 pandemic

Factors protecting against human trafficking
- Quality of available health care and social services
- Sufficient employment opportunities in rural areas reduce the likelihood of human trafficking
- Employment schemes targeting vulnerable groups (youth and the elderly)

Section 4: Risk and protective factors at the structural level

According to the DoMV, the fourth level to measure factors influencing vulnerability to human trafficking is structural level, which takes into account country-wide, systemic and macro-factors that influence the root causes of human trafficking. They encompass social, economic and political factors such as a country's political system, governance, legal environment, migration policies, press freedom and the capacity of the anti-trafficking system and its influencing factors. Therefore, according to the DoMV, structural level factors are explained in the following context:

- Risk and protective factors affecting the capacity and performance of the anti-trafficking system
- Risk and protective factors within social, economic, political and other contexts at structural level.

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These factors were analyzed based on the desk review and qualitative data from in-depth interviews with government officials and NGO representatives.

4.1 Risk and protective factors affecting the capacity and performance of the anti-trafficking system

Mongolia adopted an independent Law to Combat Human Trafficking in 2012[71] ("Law on Combating TIP") and is implementing a National Programme on Combating TIP ("National Programme") to enforce the law. The implementation of this law and programme should increase the detection of human trafficking, improve prosecution of cases, increase the quality and accessibility of victim services and improve stakeholder partnerships.

The results of evaluations[72] on implementation of the Law on Combating TIP and a number of other similar studies commended the adoption of an independent law, but also expressed concern it had not been adequately enforced. For example, an assessment report[73] conducted in 2016 with support of the Office of the President of Mongolia and the Swiss Agency for Development and Cooperation (SDC) concluded the law had been poorly implemented and government efforts to combat human trafficking were limited to "meetings and gatherings". In addition, the 2017 report by the Human Rights Centre to Assist Citizens found that 'the implementation of the law was poor and that human trafficking was particularly common in the forms of labour exploitation and prostitution of girls and women and this type of crime is committed secretly, in an organized and a transnational form, thus making detection and identification of victims difficult'.

The results of interviews with multiple stakeholders from government and NGOs indicated that Mongolia has a legal framework to combat human trafficking and its accompanying mechanism works to a certain extent, but its effectiveness is poor. Interviewees agreed this was due to the weak anti-trafficking mechanism, structure, organization, human resource capacity and cooperation among stakeholders.

The following is an overview of the current national mechanism to combat TIP in Mongolia:

Figure 21. Structure of national mechanism to combat TIP in Mongolia
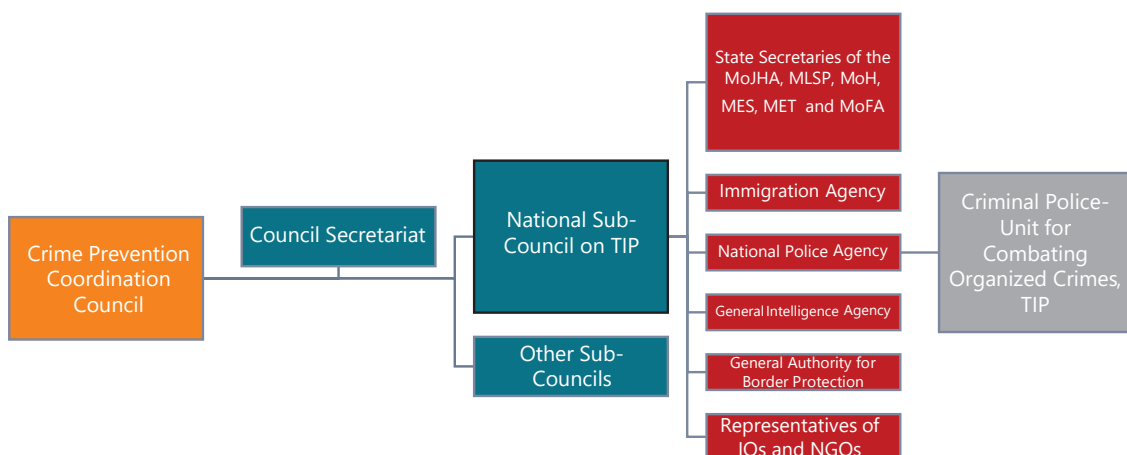
Article 15.3 of the Law on Crime and Violence Prevention, amended in 2019, states that a National

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[71] Government Information No.7 (2012).
[72] Evaluation Report on the Law on Combating TIP, with the support of the Office of the President of Mongolia and the Swiss Agency for Development and Cooperation, Ulaanbaatar, 2016.
[73] Assessment report on the current status of implementation of any regulations to ensure citizen's participation in decision-making by State organizations and local self-governing bodies reflected in the current laws of Mongolia and relevant administrative norms, 2016.

Sub-Council on TIP[74] will be established under the Coordination Council of Crimes Prevention (CCCP) – responsible for coordinating the prevention of certain types of crimes nationwide. Under this provision, the sub-council was set-up to coordinate activities to prevent and combat TIP, provide professional guidance and monitor implementation of this law, currently the main umbrella of the anti-trafficking mechanism in Mongolia.

From organizations represented in the National Sub-Council on TIP, the largest anti-trafficking structure is within the NPA.[75] More precisely, by Order A/33 of the head of the NPA in 2017, the Division of Combating Organized Crime and TIP was reorganized within the CPD, based exclusively in Ulaanbaatar city. However, other agencies responsible for combating human trafficking do not have an independent structure nor issue-focussed specialists.

In accordance with the research objectives in the Terms of Reference, the victim protection issue was studied in more detail and the results are presented in Chapter 3. Therefore, this section of the report discusses factors influencing the capacity of the anti-trafficking mechanism and implementation of the law under three sub-topics: prevention, prosecution and partnership:

4.1.1 Structural level factors increasing vulnerability due to limitations in the national system to combat trafficking in Mongolia:

The participation and cooperation of parties in the prevention of TIP is weak and in most cases, measures lack a unified policy and oversight within the framework of short-term projects and programmes, which weakens coherence of preventive measures and effectiveness. There are more than 20 laws[76] in place to prevent crimes and violations in Mongolia, including the Law on Combating TIP as the main legal document to tackle human trafficking. In the law and National Programme to ensure its implementation, the prevention-related roles of relevant agencies are clearly defined.

In 2019, the SICA Research Institute conducted a mid-term evaluation[77] to assess the implementation of the following four goals of the National Program:

1) Take step-by-step measures to prevent TIP
2) Take comprehensive measures to protect, rehabilitate and socialize victims of TIP
3) Take measures to detect and resolve TIP cases
4) Expand cooperation with anti-trafficking agencies, foreign and international organizations

To evaluate the activities implemented to achieve these goals between 2017-2019, the following methods were used: (1) a document review of the 2018 and 2019 national program reports, (2) face-to-face interviews with member organizations of the National Sub-Council on TIP (n=7), and (3) observations on information intended to prevent and warn the public about TIP posted on the websites of responsible agencies. According to the evaluation result, implementation of Goal 1 on "Step-by-step measures to prevent TIP" was 84.5 per cent or considered achieved, but monitoring was not conducted based on a clear plan describing objective result and identified indicators. The quality of monitoring, including monitoring tools, should be improved to inform prevention strategy and policy.

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[74] Government Information No.42 (2019).

[75] Mid-term evaluation report on implementation of the National Anti-Trafficking Programme, SICA (2019).

[76] Laws on Prevention on Crime and Violations, Anti-Corruption, Combating Pornography, Control of the Circulation of Narcotic Drugs and Psychotropic Substances, against Trafficking, against Domestic Violence, Money Laundering and Terrorism, against Financing, Prevention of Livestock Theft, against Alcohol, Criminal Law, Criminal Review, Violations, Investigation and Resolution of Violations, Proliferation of Weapons of Mass Destruction and Against Terrorism, Protection of Witnesses and Victims, Disaster Protection, Protection of Cultural Heritage, Management of Public and Personal Interests in the Public Service and Prevention of Conflicts of Interest, Government Special Funds, State Inspection, Police and Child Protection.

[77] Mid-term evaluation report on implementation of the National Anti-Trafficking Programme, SICA, (2019), page 21

The evaluation report also showed that government organizations have different levels of participation in implementation of their responsibilities to combat and prevent TIP, and that some organizations are less engaged.[78]

In addition to government agencies, a significant portion of CSOs' activities are focused on prevention of TIP. During interviews, NGOs were reported to organize numerous initiatives to combat and prevent TIP with support from international organizations. A total of six non-governmental service providers were surveyed. Preventing trafficking is a significant focus of many such organizations. Although training, advocacy and information dissemination activities are carried out within the framework of these objectives and directions, these activities are implemented within the framework of specific projects and programmes, depending on the capacity of each organization. For example:

- **UNBOUND Mongolia NGO** actively organizes training, awareness-raising and public advocacy activities to prevent human trafficking. From 2018, the organization implemented a "Transit Surveillance" project at the border checkpoint in Zamiin-Uud soum, Dornogovi aimag to identify and prevent girls and women who may be victims of trafficking or at risk of being trafficked before crossing the border. The project surveyed 3,601 girls and women aged 16-40 years, provided preventive information on human trafficking, identified 205 women at risk of trafficking and delivered counselling at the border to ensure 38 young women and 24 girls returned to their families.[79]

- **The ECPAT National Network,** an NGO, provided psychological services to 25 adolescent girls living on the outskirts of Sukhbaatar and Chingeltei districts as well as in vocational training centre dormitories, who are vulnerable and in need of protection from sexual exploitation, TIP and domestic violence.

- Also, the nationwide annual anti-trafficking campaign (Blue Heart Campaign), designated by the United Nations every 30 July, is organized through collaboration with MoJHA and other NGOs to raise public awareness of human trafficking and its impact on society to encourage government and public participation, and call for action against trafficking.

Although preventive measures are implemented through projects and programmes with support from international organizations, within the framework of the national anti-trafficking system, **it is necessary to support NGOs and synergize their preventive activities within the policy framework and disseminate successful and good practices.**

In general, preventive measures outlined in key documents of government institutions responsible for preventing TIP are implemented to a certain extent, but to increase their effectiveness the active involvement of government agencies in prevention activities must be increased. To this end, it is necessary to focus on implementation of laws on the coordination of preventive measures to improve the effective organization of preventive efforts within a unified policy and direction, and to establish effective and regular cooperation for all stakeholders involved in prevention.

Factors such as duplication of classifications in legal provisions in the Criminal Code, lack of knowledge and understanding of TIP and the high turnover of law enforcement staff have negative impacts on TIP prosecutions. Between 2014-2020, 86 cases of TIP were investigated by the police in Mongolia, but only nine cases were resolved by the court. According to court statistics, not a single case of human trafficking was resolved in court in 2017. The inability to secure prosecutions is due to:

- **Duplication of classifications in legal provisions:** The Criminal Code (revised) passed in 2015 criminalized human trafficking based on the definition from the Palermo Protocol. However, the

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[78] Ibid.
[79] "Transit Surveillance" project report, Unbound Mongolia, 2019.

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Criminal Code also includes provisions criminalizing other forms of human trafficking as separate crimes, resulting in duplication. These provisions are confusing and contain conflicting language that does not only include exploitative conducts, but also elements of the acts and means. In certain cases, these provisions entail lesser penalties, thus creating a loophole for not using the amended Article 13.1. This is one of the principal reasons for trafficking cases not being prosecuted.

- **Human resource knowledge and skills:** Judiciary officials' general unfamiliarity with trafficking-specific provisions of the Criminal Code continued to lead to lesser charges in some cases.[80] For example, the police investigated 12 cases of TIP and initiated criminal prosecutions in seven cases in 2017. However, due to the lack of familiarity with the revised Criminal Code, prosecutors were unable to prosecute and 26 criminal cases were dismissed.[81] Judiciary officials, police inspectors and prosecutors tend to treat victims of human trafficking, especially victims of sexual exploitation, as sex workers due to the lack of understanding and knowledge of TIP.[82]

- Between 2017-2019, the Asia Foundation implemented a project "Improving the Prosecution of Victim-Centred Investigations and Prosecutions of TIP Cases" in Mongolia funded by the U.S. State Department. Within this project, 720 law enforcement officials were trained through 19 capacity-building trainings nationwide. Fifty-one primary criminal court judges, 96 prosecutors, 232 police officers, 212 border guards and 118 immigration officers were trained. As a result, the number of successful TIP prosecutions (Article 13.1 of Criminal Code) increased from zero in 2017, three in 2018, two in 2019 to eight cases in 2020. Interviewed officials emphasized the importance, effectiveness and need for regular capacity building trainings.

Box 9. Need for anti-human trafficking trainings for government officials

"We can adequately identify and detect sexual exploitation as a form of human trafficking. But we need to learn how to detect and identify other forms of human trafficking, such as labour exploitation and child trafficking. This is a new form of human trafficking for our country and we don't even have a common understanding".

Note from an interview with a police officer

- **High turnover of human resources:** According to interviews with NGOs that support victims, a high turnover in government employees – particularly law enforcement officials, complicated the investigation and prosecution of criminal cases. Replacement officers commonly struggled to complete cases, which frustrated victims and resulted in a reluctance to cooperate with law enforcement agencies.

- **Victim protection during criminal procedures:** Due to the weak victim protection services at all levels of the legal system, victims must meet transportation and investigation costs (such as medical examinations) during criminal procedures. This adds a significant financial burden on victims and prevents many from seeking legal redress.

The research team compared the length of time necessary to resolve a TIP case in Mongolia, based on provisions of the law and seven case files reviewed. According to the Criminal Procedure Code, it is possible to review and resolve a TIP case within one year, but this period can be extended **(Figure 22).**

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[80] 2018 Trafficking in Persons Report, U.S State Department, Mongolia.
[81] Ibidem.
[82] Ibidem.

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Figure 22. Timeframe for reviewing and resolving seven cases reviewed for research purposes
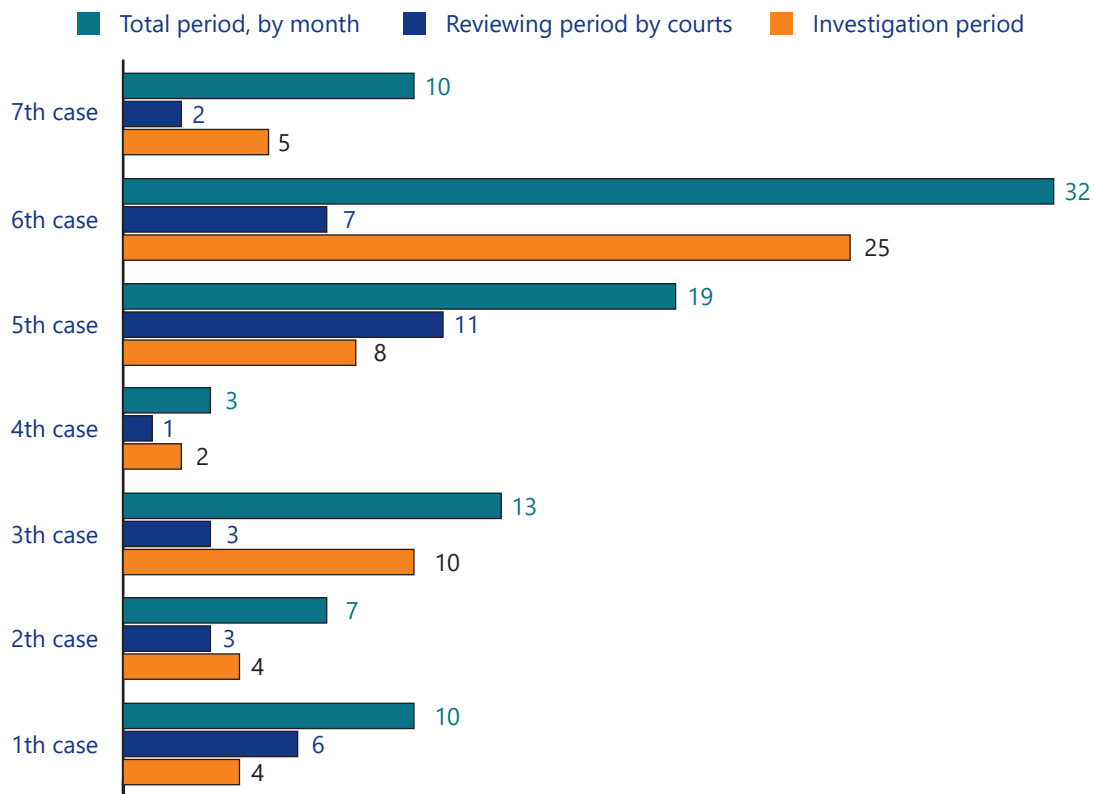
To compare the timeframes for TIP case prosecutions reviewed by this assessment, it takes an average of 13.4 months to resolve a case, of which 8.2 months are spent on investigation and prosecution reviews and 4.7 months on court proceedings. However, it should be noted this may vary depending on circumstances, such as case complexity and whether the perpetrator was found.

As such, there is a significant disparity in the ratio of reported crimes to the number of cases resolved by the court. Depending on the nature of the crime, its classification may change during the investigation, trial and scope of proceedings.

This research's investigation and judicial review of TIP found a lack of international cooperation and use of relevant international treaties, agreements and conventions in evidence-gathering from other countries to protect the legitimate interests of victims and restore violated rights. According to Article 42.1 of the Criminal Procedure Code, if it is necessary to get testimony of witnesses, search, test, confiscate property and conduct criminal proceedings in the territory of a foreign country, an official request must be sent according to bilateral treaties on mutual legal assistance, other treaties and agreements. As such, Mongolia can gather and strengthen evidence in a TIP case in 18 countries[83] with which it has signed treaties on mutual legal assistance in criminal matters.

According to information provided by the General Prosecutor's Office, 13 requests were sent to foreign countries for gathering evidence in 2017, 17 in 2018, 25 in 2019 and 29 in 2020. However, it was not possible to determine the crimes under the Criminal Code and countries.[84]

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[83] Belarus, Bulgaria, Czechoslovakia (now Czechia and Slovakia), Democratic People's Republic of Korea, France, Hong Kong SAR China, Hungary, Kazakhstan, Kyrgyzstan, India, Republic of Korea, People's Republic of China, Poland, Romania, Russian Federation, Turkey, Ukraine, and Viet Nam.
[84] The State General Prosecutor's Office of Mongolia, Official letter No.9/5472 (2020).

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The study looked at seven cases involving 14 victims finally resolved by the court in 2014-2018, five of which involved victims being trafficked to People's Republic of China, sexually exploited, and forced to prostitution. However, in only one case was a witness interviewed in accordance with the agreement on mutual legal assistance in criminal matters between People's Republic of China and Mongolia.

This suggests that investigators and prosecutors need to pay special attention to the prompt and complete detection of TIP, especially cases reported in foreign countries, the identification and fair sentencing of perpetrators, protection of victims' interests as well as share and implement evidence from abroad within the legal framework.

The research team sought to identify TIP routes.[85] In terms of external flows of TIP, the most common route is trafficking of girls and women to South and Southeast Asian countries, as confirmed by official and other sources. From current known routes and destinations of Mongolians trafficked abroad, Mongolia should consider concluding treaties on mutual legal assistance and strengthen law enforcement, prosecutorial and judicial exchanges and cooperation with countries and territories where human trafficking trends remain high and that have not concluded treaties, such as Belgium, Cambodia, Germany, Japan, Malaysia, Norway, the Philippines, Sweden and the United States.

In addition, the research also examined the application of international treaties and conventions related to TIP, to which Mongolia is a party. The Criminal Code (July 1, 2017) allows the application of international treaties that Mongolia acceded into. However, there is only one case in which an international treaty was cited in prosecuting a TIP case. Specifically, it was the first case in court practice that relevant provisions of the UN Supplementary Convention on the Abolition of Slavery, Slave Trade and Institutions and Practices to Similar to Slavery, UN Convention against Transnational Organized Crime and its Supplementary Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, and the UN Convention on the Rights of Child were specifically mentioned in the preambular/definition part of sentence No.234 of the Criminal Court of First Instance, Bayanzurkh district (7 February 2020).

While an international convention has only been applied in judicial practice in one case, it is commendable as a first step to comply with provisions of international treaties and conventions to which Mongolia is a party. For transnational organized crime to be resolved by the court, it requires judicial institutions to work actively in this regard.

During investigations, it was found that victims do not have adequate access to legal assistance. Article 8.2, Criminal Procedure Code states that victims have the right to defend themselves, be represented and receive legal assistance during criminal proceedings. But, this legal provision has rarely been implemented in practice. In the review of seven cases, except in one case related to minors, all victims participated in court sessions without a lawyer due to the inability to afford one.

In 2013, the Parliament of Mongolia passed the Law on the Legal Aid for Indigent Defendants to ensure the right of indigent defendants to legal aid and establish the system, organization and legal status of State legal aid. However, the procedure for providing legal assistance to indigent victims has yet to be approved. Therefore, there are a growing number of cases where victims seeking legal assistance have not received it.

It was observed that service providers employ specialized lawyers for projects and programmes to fill the void left by the absence of government services, in terms of providing counseling and legal assistance to victims. For instance, MGEC is an NGO that provides information on human rights and trafficking-related legislation to victims of human trafficking as well as primary assistance. The legal expenses of lawyers are funded by ongoing projects and programmes.

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[85] The routes will be discussed in more detail in Chapter Two of this report.

At the operational level, there is good cooperation between parties in the fight against human trafficking, but at a policy level there is a lack of coordination between vision and action. The involvement of stakeholders in combating human trafficking is defined in the Law on Combating TIP, while the National Sub-council on TIP under the MoJHA, is responsible for coordinating multi-stakeholders' activities and providing a unified policy and coordination.[86] The National Programme includes an independent objective to enhance and strengthen cooperation between stakeholders.

Under Goal 4 of the National Programme: "Expand cooperation with foreign countries, international and NGOs in preventing and fighting against human trafficking crimes", seven sub-targets and 27 activities planned to be implemented. The programme's mid-term evaluation report indicated that implementation of Goal 4 had reached 83.3 per cent and "reached a certain result". However, it was concluded that implementation must be enhanced to reach the full target and increase effectiveness, as each target had not been reached yet.[87.]

As mentioned in the evaluation report, relevant organizations were working to ensure cooperation. In terms of public sector partnerships with other sectors, the report stated that the MoJHA, MLSP, MoFA, General Authority of State Registration, NPA, Bar Association and Authority for Family, Children and Youth Development (AFCYD) have implemented specific activities in cooperation with MGEC, Unbound Mongolia and ECPAT Mongolia, as service providers for human trafficking victims. IOM and the Asia Foundation were mentioned as international organizations that actively cooperated with various stakeholders in this area.

However, according to interviews with stakeholders, about 60 per cent of participants – including government institutions and NGOs – agreed that current cooperation between stakeholders to combat TIP must be improved. In particular, this assessment highlighted the lack of pertinent and transparent information shared between stakeholders, including updates on government policies (**Box 10**).

Box 10. Lack of information transparency between intersectoral organizations

> *"Recently, the involvement of other sectors has begun to decline significantly. Information sharing has declined. The main thing is that there is no transparency and integrated information on who is fighting where and how."*
>
> *Note taken from an interview with a civil servant*

To highlight the effectiveness of partnerships, the service providers stated they were open to cooperation proposals if other organizations formally contacted them within the scope of their work. However, based on interviews, the research team concluded that organizations working to counter human trafficking and support vulnerable individuals and victims are not sufficiently coordinated at policy level.

In this regard, regarding National Sub-Council on TIP activities, service providers stated they did not have sufficient information on decisions at policy level. Although the National Sub-Council on TIP includes NGO representatives, at policy level, there was a lack of a unified network and structure to share information with other organizations on policies, decisions and actions to combat human trafficking (**Box 11**).

Box 11. Limited information transparency and dissemination

> *"The National Sub-Council on TIP work and decisions seem not open to other organizations. In fact, the sub-council consists of organizations representing NGOs, but we do not receive enough information. The sub-council should disseminate information, as all efforts implemented nation-wide are integrated there."*
>
> *Note taken from an interview with a service provider*

Therefore, particular attention needs to be paid to how to disseminate and improve the flow of information to all stakeholders combating human trafficking.

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[86] "Handbook on Victim Centred Investigation and Prosecution of Trafficking Victims", MoJHA, U.S State Department, LEU, TAF, UB, (2018).
[87] Mid-term evaluation report of National Program combatting TIP, MoJHA, SICA, 2019.

Currently, regional partnerships fighting TIP are limited to capacity-building training and awareness-raising activities. As TIP is also a transnational organized crime, international cooperation, learning from other countries, sharing practices and information, and providing support in investigations is essential. As such, countries often establish bilateral treaties on mutual legal assistance in criminal matters. As mentioned in the previous chapter, Mongolia has established such treaties with 18 countries, but to date has little experience in applying them in TIP cases. Firstly, a small number of criminal cases have been detected, investigated and resolved and secondly, there is a lack of capacity and knowledge displayed by officials involved in criminal proceedings.

The partnership with government agencies in other countries in fighting against TIP is aimed at training, capacity building, and exchanges of experiences. For example:

- In 2018, eight prosecutors were introduced to the German judiciary and prosecutor's training system and exchanged views on training methods with trainers, as well as visited the European Council and European Court of Human Rights to improve the capacity of the Prosecutor's Training Centre.

- 30 consular officers working at diplomatic missions abroad were provided with online training on assistance to human trafficking victims organized by IOM.

- In 2019, the MoJHA trained 12 representatives of National Sub-council on TIP member organizations in cooperation with the Asia Foundation.

- In 2019, 10 law enforcement officials in charge of counter trafficking investigations from the Department to Combat Organized Crime and Human Trafficking and the Law Enforcement School of the Mongolian Police met their peers in Beijing, People's Republic of China at a workshop organized by IOM to share the technicalities of police-to-police cooperation. Its aim was to strengthen operational cooperation on counter-trafficking investigations.

As stated in the MoJHA-commissioned mid-term evaluation of National Programme implementation, within the framework of Goal 4 to expand cooperation with anti-trafficking and international organizations, the key focus was learning from other countries' organizations in combating TIP. For example, the MoFA asked its diplomatic missions abroad to conduct research on international experiences in preventing and combating new forms of human trafficking, such as organ trafficking. The research highlighted that a national policy and mechanism to combat TIP had been established and opportunities were being sought to cooperate with other countries in training and education.

During the baseline assessment, civil servants highlighted the importance of training, especially of law enforcement officials on new international approaches. **While officers generally know how to respond to cases of sexual exploitation, further training is necessary on detection, investigation and evidence gathering on other forms of TIP, such as labour exploitation and organ trafficking.**

As of 2021, there are only 87 labour inspectors working at national level, six in General Agency for Specialized Inspection, 35 in the capital city, and the remainder in the respective aimags. This number is insufficient to conduct comprehensive inspections. There is also a lack of trainings for inspectors to screen for labour trafficking. For example, labour inspectors received only one training[88] on anti-trafficking measures during 2018-2021. A number of capacity building trainings were organized for state border inspectors. However, these trainings do not place regularly and are organized within the scope of projects and programs implemented by international organizations.[89]

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[88] In 2021, 112 labour inspectors and labour hygiene inspectors at aimag and Ulaanbaatar city were trained on "Combating and preventing human trafficking, forced labour and the worst forms of child labour" .

[89] A total of 12 state border inspectors participated in a two-day training on "Identification, protection and assistance to victims in human trafficking" at Shiveekhuren border of Umnugovi province in September and Altanbulag border of Selenge province in October, 2020.

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Currently, labour inspectors are not allowed to conduct unannounced inspections according to the Law on State Inspection. The mandatory written announcement, five days prior to inspections, can allow organizations to conceal any breach.[90] At the time of this study, the Law on State Inspection amendment process was ongoing. The authorization of law inspectors' unannounced inspections is included in the draft. Article 162.2.1 of the Labor Law amendment[91] states that the right to access to business entities, organizations and workplaces to be inspected without prior notice is included in the responsibilities of the labor inspector. Therefore, in relation with the amendments to the law, there is need to include provisions in the Law on State Inspection to give the right of state labor inspectors to conduct unannounced inspections.

4.1.2 Structural level protective factors reducing vulnerability at the anti-trafficking system:

Accession to international treaties and conventions to combat TIP and the creation of a national legal environment are structural factors in the protection of Mongolians from TIP. Mongolia has acceded to 14 of 16 international instruments on combating TIP and is committed to implement them at national level. The most important of these instruments is the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, adopted by the UN General Assembly in 2000 (Palermo Protocol).

As a result of Mongolia's ratification of the protocol in 2008 and its efforts to improve the legal framework for TIP prevention and protection of victims, the capacity of Mongolia's anti-trafficking legislation has been significantly improved and brought into line with international standards.[92]

Regarding national legislation, an independent Law on Combating TIP was adopted in 2012, and the National Programme on Combating TIP 2017-2021 is being implemented to ensure the law's implementation. Compared with other developing countries, Mongolia is implementing an independent national programme to create a domestic legal environment to combat human trafficking, bring it into line with international standards and ensure implementation of the law, an important structural level protective factor.

The Ministry of Labor and Social Protection is working to translate into Mongolian.[93]

(1) The Hague Convention of 25 October 1980 on the Civil Aspects of International Child Abduction

(2) Convention of 19 October 1996 on Jurisdiction, Applicable Law, recognition, Enforcement and Co-operation in Respect of Parental Responsibility and Measures for the Protection of Children

(3) Protocol of 23 November 2007 on the Law Applicable to Maintenance Obligations.

With the ratification of this international document, the cooperation and efforts of the system's stakeholders will be important in harmonizing and enforcing national legislation.

The growing number of domestic NGOs and international organizations focusing on the prevention and suppression of human trafficking is contributing to prevention and protection of Mongolians from human trafficking at the structural level. In recent years, there has been an increase in the frequency, scope and funding of trainings and advocacy activities to identify and study human trafficking and its forms, and to increase awareness of individuals and officials. This suggests the number of organizations tackling this issue is growing. To this extent, the capacity of civil society to combat human trafficking is being strengthened, and it creates possibilities to prevent and combat human trafficking in a sustainable manner.

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[90] Based on the 2020 Trafficking in Persons Report, US Embassy in Mongolia.
[91] The amendment of the Labor Law will be enforced in January 1, 2022.
[92] Comparative Review of Mongolian Laws and Policies Related to Trafficking in Persons and the Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children, TAF, 2017.
[93] According to the Official letter No.11/3154 dated November 25, 2021 and clarification received on 20th December, 2021 from the Family Policy Coordination Department from MLSP

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For example, as reflected in their respective operational strategies, international organizations such as IOM, the Asia Foundation, World Vision International Mongolia and the U.S State Department have worked to identify and detect human trafficking situations, conduct situational research and capacity-building activities in recent years, which serves as an important protective factor at the structural level to reduce the vulnerability of Mongolians and protect them from human trafficking.

4.2 Risk and protective factors in social, economic, political and other sectors

4.2.1 Risk factors increasing vulnerability:

A high poverty rate increases the vulnerability of individuals to human trafficking. One of the root causes that inevitably impacts vulnerability to human trafficking is financial vulnerability or poverty, according to findings from individual interviews, a vulnerability assessment of at-risk individuals, interviews with victims and similar research.

When the employment status of 14 victims in seven convicted cases was analyzed, all victims except for three had no jobs and experienced financial hardships which significantly contributed to being victimized.[94] According to a quantitative survey, the proportion of people taking risky steps for high-paying jobs was also high (72 per cent). In other words, financial vulnerability and poverty increase the vulnerability of individuals to fall into the hands of criminals.

According to the Household Socio-Economic survey conducted by the NSO and World Bank in 2018, the national poverty rate was 28.4 per cent in 2018. This means nearly one-third of Mongolia's population lives on less than USD 1.9 a day. In addition, 15 per cent of the population is vulnerable to poverty in the event of an economic shock.

By location, the poverty rate decreased by 4.1 points between 2016-2018 in aimags, whereas it did not change in Ulaanbaatar city. In other words, rural poverty has decreased, in contrast to urban poverty. This is due to the high concentration of the population in Ulaanbaatar, especially as 63.5 per cent of the poor live in urban areas and 41.8 per cent (378,200 people) live in Ulaanbaatar.[95].

According to the NSO-World Bank report, poverty is prevalent among young children. Two-in-five poor people in Mongolia are under 15 years old. Poverty is closely linked to the number of children and breadwinners in a household, reflecting the lack of a sufficient number of working age people to support their children. Poor children have less access to education[96] and, consequently, to well-paid employment which increases the likelihood they will put themselves at risk for any economic opportunity. This creates structural reasons for children not being able to escape poverty when they reach an active working age and being exposed to crimes.

In other words, in the midst of an emerging culture of poverty and social inequality that supports it, the opportunities for the poor to improve their lives are limited, leading to the conclusion they are at risk to crime.

The ban on internal migration to the capital increases the vulnerability of informal migrants to human trafficking. Internal migration in Mongolia has intensified since the early 1990s. In terms of migration flows, the proportion of households migrating to urban areas, particularly to the capital city Ulaanbaatar, is high. This increases the level of urbanization and leads to population declines in some rural areas. Rural-urban migration peaked in 2010 and has remained high with an average of 30,000 people moving to Ulaanbaatar annually until 2017, when the mayor of Ulaanbaatar issued an ordinance restricting

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[94] Taken from criminal file archive.
[95] Available from: https://www.worldbank.org/mn/news/press-release/2019/06/21/mongolias-2018-poverty-rate-estimated-at-284-percent
[96] *"Many studies point to inequality in Mongolia's education system, and children are learning in very different educational environments, depending on where and in what family they grow up."* Educational inequality is an issue related to the fate of democracy itself, Tumennast, PhD, Professor of Sociology at the National University of Mongolia, 2020.

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internal migration to the city **(Figure 23).**

Figure 23. Migration flows, by region
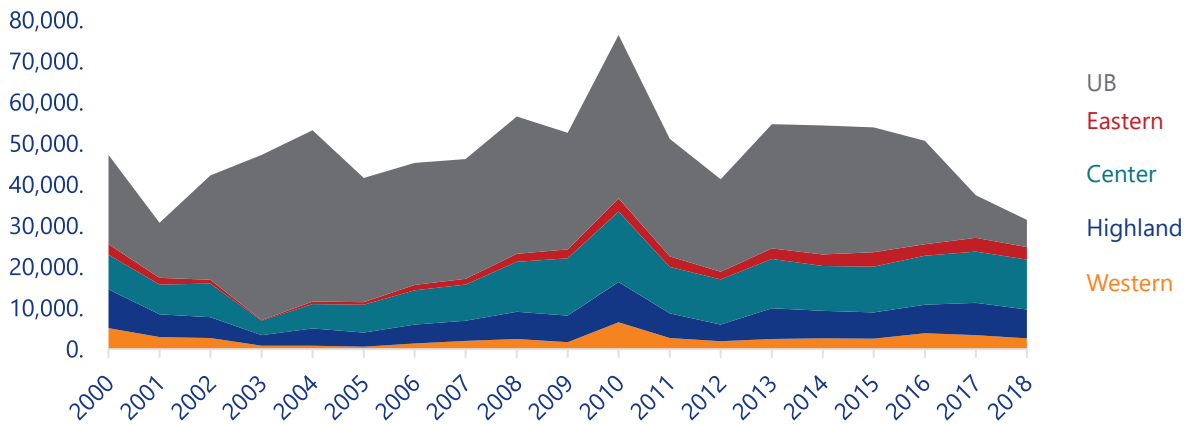
When examining administrative registration information, the decision appears to have reduced the flow of migrants to Ulaanbaatar city, but has created a wide range of problems for migrants, as underlined in an IOM research report.[97] It found that the 2017 ban on migration to Ulaanbaatar led to citizens encountering difficulties in registration, obtaining a residence permit, finding housing and employment, and access to basic social services, resulting in isolation and exclusion from social and economic life. These migration-related factors affected the vulnerability of individuals in the following ways:

- The majority of migrants are young adults aged 25-39 who leave in search of job opportunities. However, due to the relative scarcity of jobs in the formal labour market, most are involved in the informal sector with uncertain conditions.

- Limited access to information about the place of migration before moving. The majority of migrant households migrate directly without getting information where they intend to migrate.

- Migrants are more likely to face problems with livelihood/living conditions after arriving as well as issues with housing and land permits.

- The registration rate among migrant households is relatively low, particularly in Ulaanbaatar. The number of unregistered migrant households is highest in Ulaanbaatar.

Despite migrating in search of better living conditions, the inability to formally register with the local government and obtain public services, the inability to work in the formal employment sector and difficulties associated with housing, land tenures and living conditions are all factors that can increase individuals' migration vulnerabilities. For example, a study examining whether migration bans affect the vulnerability index of households that moved to the city after 2017 or during the years of the migration ban was 1.3 per cent lower than in other years.[98]

A comparison of migration and poverty in Ulaanbaatar showed no decrease in the poverty rate as the influx of migrants increased annually. As highlighted in the previous section on poverty-related causes, given that three-in-five poor people live in Ulaanbaatar and the majority are migrants, active internal migration is a key reason for increasing vulnerability.

This research also concluded through the DoMV analysis that unregistered migrants were particularly

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[97] Urban Migrant Vulnerability Assessment, IOM, 2018.
[98] Research study on Assessing the Effectiveness of Migration Restrictions in Ulaanbaatar City and Migrants' Vulnerability, IOM, 2020

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vulnerable to human trafficking *(see Section 1: Risk and protective factors at the individual level).*

Inadequate quality and access to education increases vulnerability to human trafficking. As of 2020, Mongolia's adult literacy rate was 98.7 per cent.[99] Two-in-three people have completed upper secondary education **(Figure 24)** and the average length of study per person is 15 years.[100] This compares favourably to similarly developed countries.

Figure 24. Education level of the population, by gender, 2020
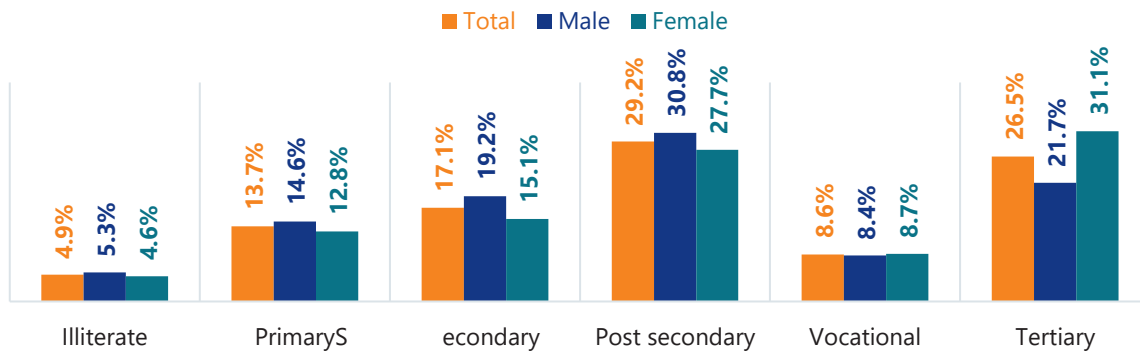
In general, the level of education correlates with poverty. Boys, especially in rural areas, tend to drop out of school early to help their families, while girls study longer and pursue higher education. However, different results were observed in some age and sex groups. For example, 70 per cent of young women (25-29 years old) have completed higher education, but this does not affect their active participation in the labour market.[101] In other words, having a primary education creates conditions for economic poverty, but having a higher education does not ensure economic well-being. This research found that at the individual level, the level of education was not a protective factor as people may be compelled to accept dangerous and exploitative jobs despite high levels of education due to labour market limitations.

Nevertheless, the correlation between education, poverty and vulnerability to trafficking is well recognized and should not be disregarded. The analysis of criminal files showed that all trafficking victims had primary and secondary education and 72 per cent of 423 people identified as vulnerable to human trafficking obtained less than upper secondary education. This suggests that the majority of trafficked people lacked education. Although 21 per cent of those vulnerable to trafficking have a tertiary education, their monthly income of less than MNT 500,000 indicated those with higher education, but low incomes may take risks to obtain higher wages. While many inter-related issues may play a role, the large number of vulnerable people with primary education is related to the availability of general education services and the fact that higher education does not affect active participation in the labour market. This finding raises important questions about the availability of higher skilled jobs and the quality of higher education.

4.2.2 Protective factors reducing vulnerability at the structural level:

Enrollment in social welfare and protection services prevents vulnerability to human trafficking. Currently, five social welfare laws have been implemented in Mongolia and the Government of Mongolia provides pensions, benefits and services to the elderly, PwDs, children, mothers and other people in need of social welfare assistance.

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99   Available from: http://1212.mn/tables.aspx?TBL_ID=DT_NSO_0400_068V1
100 Current Situation of Education Statistics in Mongolia, NSO.
101 Mongolia Poverty Update report, NSO and World Bank, 2019.

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During the first quarter of 2021, the Social Welfare Fund provided MNT 512.6 billion in pensions, benefits, assistance and discounts to 2.2 million people (in duplicate numbers). Compared to the same period the previous year, the number of social welfare service recipients had increased by 134,400 (6.5 per cent) and the amount of pensions, benefits, services and benefits had risen 2.5-fold by MNT 310.7 billion **(Table 8).** This was due to a GoM decision to increase the amount of cash benefits to support livelihoods of people affected by the COVID-19 pandemic.[102]

Table 8. Social welfare indicators of Mongolia, by year

Indicators	Unit of measurement	2019/03	2020/03	2021/03
Social welfare fund financing	Billion MNT	170.9	230.3	538.5
Social welfare spending	Billion MNT	171.4	202.9	513.2
Amounts of pensions, benefits, services and benefits provided for social welfare services	Billion MNT	170.8	202.0	512.6
Recipients of social welfare services	Thousand persons	1, 868.0	2, 079.4	2, 213.8

Source: Socio-Economic Situation of Mongolia, NSO, 2021/03

By type of welfare, 54 per cent of total expenditure was on child benefits. As of the first quarter of 2021, 1.2 million children under the age of 18 received MNT 360.7 billion in benefits.[103] Child benefits are one of the most effective poverty reduction programmes in Mongolia, especially in rural areas[104] and international research has shown increased child benefits can be effective in helping children and families in times of shock.[105] Excessive spending on welfare services has been criticized for being counterproductive, but its contribution to the basic livelihoods of the target population has been shown to reduce vulnerability to crimes, an important aspect of social welfare policies and practices.

Халамжийн үйлчилгээнд хэт их төсөв зарцуулж буй нь иргэдэд бэлэнчлэх сэтгэлгээ суулгах сөрөг талтай гэх шүүмжлэл дагуулдаг хэдий ч зорилтот бүлгийн хүн амын амьжиргааны суурь баталгааг хангахад үзүүлж буй хувь нэмэр нь эдгээр зорилтот бүлгийн иргэдийг гэмт хэрэгт өртөх эмзэг байдлыг бууруулах нөлөө үзүүлдэг нь одоогийн хэрэгжиж буй нийгмийн халамжийн бодлого, үйл ажиллагааны нэг чухал үр нөлөөтэй тал юм.

In addition, the need to register with relevant bagh/khoroos and communicate with the government to receive social welfare services not only provides income support, but also affects the individuals' ability to communicate with the local authority and community in which they live, which may have a double effect on reducing their vulnerabilities.

CHAPTER TWO: CURRENT SITUATION, ROUTES AND TRENDS OF HUMAN TRAFFICKING

The purpose of this chapter is to identify what types of human trafficking are taking place within and from Mongolia, how they are committed, locations and routes based on available sources of information.

Section 1. Current situation of human trafficking in Mongolia

The Criminal Code of Mongolia criminalizes trafficking in persons, sexual exploitation, forced labour and the illegal acquisition of human blood, cells and organs. As highlighted in the previous chapters[106], conflicting definitions in relevant legal provisions carry the risk of imposing a lesser sentences on defendants. This

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[102]   Social and Economic Situation of Mongolia, as of first quarter, 2021, NSO.
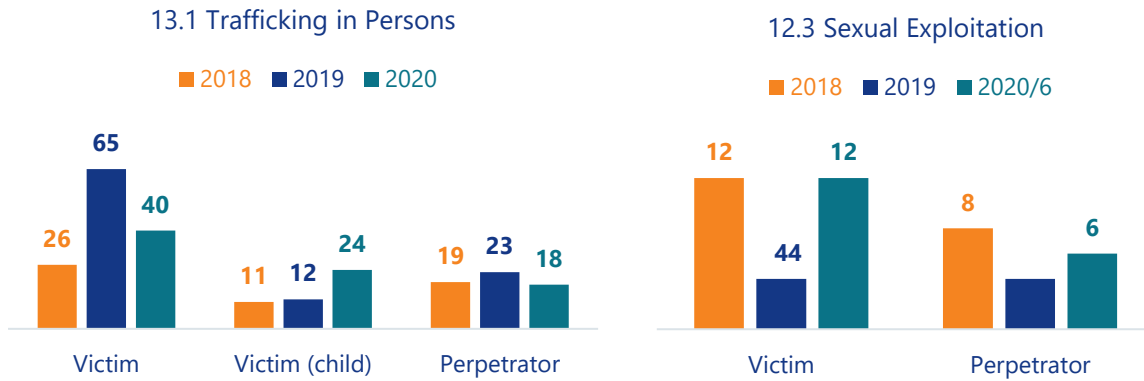[103]   Ibid.
[104]   Child Money Programme, Policy Brief, ILO, 2016.
[105]   The most effective way to support children and families in times of shock is to increase child money (mnb.mn).
[106]   'Definition of human trafficking' page 26.

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situation also makes it challenging to consolidate TIP statistics and data. For example, all Article 13.1 cases of TIP resolved by the court relate to trafficking for the purposes of sexual exploitation, but Article 12.3 also applies to victims of sexual exploitation. The difference between these two clauses appears in the limitation of the victim's ability to travel during the period of sexual exploitation. Therefore, the chapter summarizes each relevant article of the Criminal Code.

Figure 25. Number of crimes registered by the police (by year)

13.1 Trafficking in Persons

■ 2018 ■ 2019 ■ 2020

	Victim	Victim (child)	Perpetrator
2018	26	11	19
2019	65	12	23
2020	40	24	18

12.3 Sexual Exploitation

■ 2018 ■ 2019 ■ 2020/6

	Victim	Perpetrator
2018	12	8
2019	44	
2020/6	12	6

Source: Crime Police Department, NPA, 2014-2020[107]

Looking at the number of cases of TIP, sexual exploitation and forced labour registered with the police between 2014-2020, the number of such crimes is expected to increase steadily each year **(Figure 25)**.

In addition, the number of cases reported to the police is growing annually, a positive sign that crime detection is improving. However, no crime related to the illegal acquisition of human blood, tissue and organs under Article 15.3 of the Criminal Code has been reported so far.

Police-registered figures differ significantly from those of service providers, indicating that many human trafficking cases are not reported to law enforcement agencies. MGEC, an NGO that provides assistance to victims of human trafficking, for example reported it only provided assistance to three victims of trafficking in 2003, but recently reached an average of 30-40 clients per year **(Figure 26).**

Figure 26. Number of people who approached the MGEC and received assistance

2013	2014	2015	2016	2017	2018	2019	2020
45	49	36	44	29	39	34	46
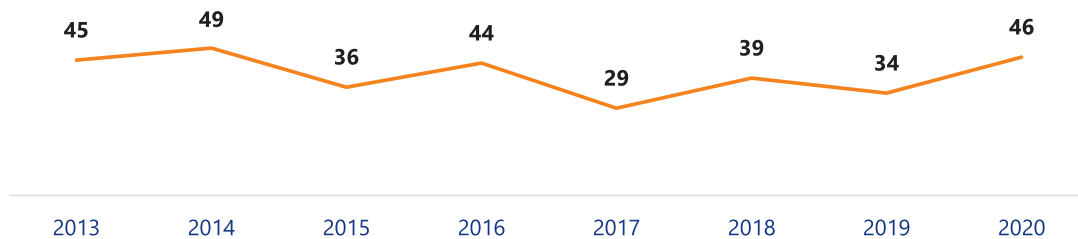
Source: MGEC, 7 June 2021

An overview of each type and form of human trafficking in Mongolia:

1. Sexual exploitation/trafficking for sexual exploitation: Article 12.3 of the Criminal Code of Mongolia (revised version) states that *"Compelling a person to have sexual intercourse by use of violence or threat of violence, or taking advantage because of official position, dependence or other condition without restriction of the right to travel"* is a crime of sexual exploitation. The main provision that distinguishes the content of Article 13.1 of the Law from Article 12.3 of the Law on Combating TIP is the indicator of "restriction of the right to travel". However, Article 12.3 also covers some elements of trafficking in persons for the purpose

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[107] Number of crimes registered by the police is available from: http://police.gov.mn/as/static?page=1

of sexual exploitation.[108]

According to the police, 131 victims of human trafficking under Article 13.1 and 30 victims of sexual exploitation under Article 12.3 were identified during 2018-2020 **(Figure 27).** Considering all victims of human trafficking are victims of sexual exploitation, an average of 40-50 girls and women are trafficked for sexual exploitation each year.[109]

Figure 27. Number of victims and perpetrators regarding sexual exploitation and TIP, between 2018-2020/06

13.1 Trafficking in Persons

■ 2018 ■ 2019 ■ 2020

12.3 Sexual Exploitation

■ 2018 ■ 2019 ■ 2020/6
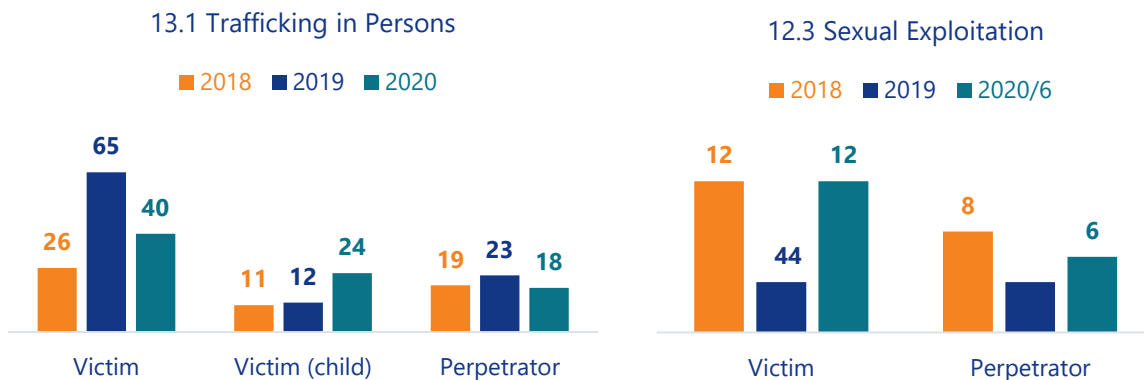
Source: Information received from Crime Police Department, 10 December, 2020

Domestic trafficking cases often involve sexual exploitation as victims are commonly sex workers operating out of karaokes, saunas and massage parlours. Common means identified include debt bondage, deception, abuse of a position of vulnerability, and control of victims through use of alcohol and drugs. Especially in recent years, the situation has shifted to more hidden forms of sex work on streets and in public places, as well as through the internet or service providers to find clients, broker victims and prostitute them on call.[110]

International trends identified through analysis of trafficking case files and interviews with stakeholders showed the most common method of recruitment is through friends and acquaintances, followed by deception through promises of high salaries **(Box 12).**

Box 12. Deception through promises of high salaries is commonplace

"I departed for Malaysia on January 30, 2020 from Chinggis Khan Airport under the impression that I was travelling to Singapore to work at a hotel with a monthly salary of MNT 4 million. Once we got there, they dropped us at different hotels in pairs. The man who picked us up at the airport was called Ronald and he confiscated our passports saying he's going to have them stamped. We each borrowed 2,000 ringgit from him when he told us that we can borrow money from him and send it to our families. Later, we found out that we were in debt because they lied about the free accommodation and food when we stayed at the hotel."

From information received from Crime Police Department, NPA

"I was told that in Erlian, People's Republic of China, there is a job to sell goods, and it is possible to earn more than 1,000 yuan after working for three months. They also said with that money we could study there. When I arrived in Erlian, my documents were confiscated and I was sexually exploited for three months in a massage parlour."

Notes taken from interview with a victim

The following is a general overview of sexual exploitation victims, based on data from 131 victims trafficked for sexual exploitation.[111]

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[108] 2020 Trafficking in Persons report, US, Embassy in Mongolia.
[109] According to the information received from the Criminal Policy Department, 2 March 2021.
[110] According to information received from the Crime Policy Department, NPA, 2 March 2021.
[111] Based on the information provided by the Crime Police Department, Talita Asia NGO and IOM.

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Figure 28. Profile of sexual exploitation victims (n=131)

	INTERNAL (93)	INTERNATIONAL (38)
Victim profiles	• Sex: women (100%) • Average age: 15-22 • Education: primary and secondary • Average duration of exploitation: 3 months	• Sex: women • Average age: 19-24 • Education: primary and secondary • Average duration of exploitation: 3 months
Initial location of the crime	• Mongolia, Ulaanbaatar: Bayazurkh, Sonignokhairkhan, Bayangol. Khan-Uul, Sukhbaatar, Chingeltei districts	• Mongolia, Ulaanbaatar
Location of exploitation	• Districts of Ulaanbaatar: Bayanzurkh, Songinokhairkhan, Bayangol, Khan-Uul, Sukhbaatar, Chingeltei districts	• People's Republic of China, • Hong Kong SAR China, • Macao SAR China, • Singapore, Malaysia, Cambodia, Republic of Korea, Philippines
Common means of recruitment	• Take advantage of vulnerabilities • Debt bondage • Fraud • Forced us of alcohol and drugs • Deception • Threat • Use of force	• Fraud • Debt bondage • Take advantage of vulnerabilities • Threat • Deception • Forced use of drugs and alcohol
Recent trends in sexual exploitation	• Announcement of informal arrangements for easy money online is increasingly used to recruit victims. • Facebook chats and video calls are used to recruit victims. • Hotels, karaokes, saunas, and public streets are closed due to the COVID-19 pandemic. Ways to sell girls and women for sexual exploitation become more hidden. •	• One of the most important modus operandi of traffickers is to encourage their victims to identify and recruit acquaintances who will in turn be trafficked. The victim is promised a reduction in debt or possibly freedom in return. • Contacting friends and acquaintances who are in debt and offering high-paid jobs through video calls. Trust is gained, offers to pay all travel costs, some can be paid after arrival, tickets are purchased online. No payment is required before reaching the destination.

According to victims' profiles recieved from the CPD, the majority of international trafficking cases involve **young women aged 19-24 years and victims of internal trafficking cases are women aged 14-22.** Younger girls and minors are becoming victims of internal trafficking, specifically for sexual exploitation. In-depth interviews and case studies show that girls and women victims of trafficking are more likely to be taken advantage of due to their vulnerability, such as loneliness, lack of supervision, poor family relationships, violence and financial inability (tuition fees, medical expenses).

In terms of gender, all victims were women, but according to one NGO there was one case of **sexual exploitation of a boy** registered in 2020[112] **(Box 13).**

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[112] According a interview with a service provider, one boy was reported registered as a victim of human trafficking and housed in a protection shelter.

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Box 13. Gender differences did not affect vulnerability and risks of trafficking

> *"A 17-year-old, orphan boy was a victim of sexual and labour exploitation. He has a sister, but she doesn't take care of him. When the boy was in the first grade, his mother gave him to the Child Protection Center. While at the centre, the boy became a victim of sexual abuse. As a result, he was sexually exploited but did not know he was a victim.*
>
> *Our organization provided psychological rehabilitation treatment for this case. It is common for children who have been sexually abused at an early age to become victims of sexual exploitation and many other crimes".*
>
> *This is one example of many boys who have been victims of sexual violence and exploitation. We learn this from the conversations we had with children who have experienced such cases, which are being committed in secret and in large numbers.*
>
> *From an interview with service provider NGO*

This disproves the common notion that women are the only victims of this crime, and the DoMV analysis of factors influencing vulnerability showed that gender differences did not affect trafficking risks. Therefore, although women are overwhelmingly the most common victims of sexual exploitation, more focus should be given to the identification of men, especially boys, as potential victims of trafficking. There is also a need to focus and organize human trafficking prevention activities for this group.

In terms of the duration of sexual exploitation of victims, it ranged from one-13 months, with an average of nine months. According to the CPD, sex workers trafficked for sexual exploitation "served" an average of 40 people per day. The average number of clients is an indication of the severe exploitation that many victims face.

According to information on perpetrators and accomplices in cases registered and investigated by the CPD in 2019-2020, most perpetrators had **previously served one-five sentences, were released under an amnesty law** and were found to have trafficked women and subjected them to severe physical abuse **(Box 14).**

Box 14. Group of individuals committing human trafficking crimes

> *Between 2019-2020, the police arrested and prosecuted 18 individuals of eight separate groups for using digital media to capture and control girls and women, restrict their right to travel, and force them into sex work. Four individuals of one group were convicted of trafficking girls and women across the border promising them high-paying jobs abroad. One group was making MNT 500,000-2,000,000 a night from forced prostitution of girls.*
>
> *Current situation of TIP, from a presentation by the Crime Police Department, 2020*

2. Forced labour/trafficking for labour exploitation: Among 131 victims of human trafficking identified by the police in 2018-2020 under Article 13.1 (human trafficking) of the Criminal Code, no cases involved labour trafficking. The Criminal Code criminalized forced labour as a standalone crime under Article 13.13. (revised), which states that forced labour shall mean *"Unpaid work compelled by violence or threat to use violence, imposition of detrimental conditions or exploiting wealth, health, disability, unfavourable family environment and other living difficulties shall be considered as forced labour".*

Regarding the above-mentioned sanction, one case of forced labour was registered with police in 2018, two in 2019, and one in 2020. But, to date no case has been resolved by the courts. However, according to MGEC, 22 per cent of victims who received assistance from the organization between 2003-2018 were victims of labour exploitation. This indicates the identification of victims of forced labour/labour trafficking is currently insufficient in Mongolia. Further research is needed to investigate this finding.

Although forced labour/labour exploitation was criminalized by the Criminal Code in 2015, organizations concluded the regulation was unclear and needed improvement. For example, Mongolian Bar Association[113]

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[113] Assessment of the relevant laws, policies, programmes and implementation in Mongolia to determine the possibility of acceding to the 2014 Protocol to the ILO Convention No.29 of 1930 on Forced Labour, Mongolian Bar Association, Subcommittee on Labour Law, 2019, Ulaanbaatar.

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research recommended amending the legal regulation which states that forced labour shall be considered a crime only if it is **unpaid** and not considered a forced labour crime if paid. **In addition law enforcement, professional inspection agencies and the public's lack of understanding of forced labour and labour exploitation contributes to poor identification of victims.**[114]

As discussed in the analysis at structural level, the lack of capacity from labour inspectors, law enforcement and immigration officials to investigate these crimes, in addition to opaque legal provisions, may create conditions for these types of crimes to go unreported and unpunished. In response, comprehensive interventions should be considered.

Based on the limited information currently available, the desk review and analysis of labour exploitation cases collected from CPD and service providers,[115] the following is a profile of labour exploitation victims:

Figure 29. Profile of labour exploitation victims

	INTERNAL	INTERNATIONAL
Victim profiles	• Sex: Male and female • Average age: 14-40 • Education: Primary to secondary • Duration of exploitation: From 6 months	• Sex: Male and female • Average age: 18-40 • Education: Primary to secondary • Duration of exploitation: from 6 months to 2 years
Location of exposure of labour	• Mongolia, Ulaanbaatar	• People's Republic of China, Manzhouli • Turkey, Ankara city • Republic of Korea • India • Singapore, Taikashimaya • Egypt, Alexandra city • Kazakhstan, Norway, Sweden
Common means of recruitment	• Take advantage of vulnerabilities • Threat • Use of force	• Deception, fraud • Taking advantage of vulnerability • Debt bondage • Threat • Use of force
Work carried out	• Masseuse	• Herding • Begging • House cleaner • Work in sewing factory

According to the profile information of victims, men as well as women were included. Mongolians are at high risk of being exploited in common job sectors such as agriculture, industry and the arts overseas. In addition, foreign nationals working in the construction, manufacturing, agriculture, forestry, fishing, hunting wholesale and retail trade, car repair and mining sectors in Mongolia are vulnerable to human trafficking.[116] For example, in 2020, three Myanmar women who came to Mongolia to work through employment agencies were identified as victims of labour trafficking **(Box 15).**

It is worth noting that trafficking cases registered in Mongolia increasingly involve men, countering the assumption that women are the only victims of this crime. Based on MGEC data, 13 per cent of clients the organization assisted in 2003-2018 were male victims of trafficking. This finding is further evidenced in the analysis of this research that showed that gender differences did not affect vulnerability and risks of

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[114] Ibid.
[115] Based on the Trafficking in Persons Report 2020, US Embassy in Mongolia and Information received from the Crime Police Department.
[116] Available from: Trafficking in Persons Report, 2020.

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trafficking. Therefore, although women remain the most common victims of trafficking, more focus should be given to the identification of men as potential victims. In the meantime, there is a need to organize human trafficking prevention activities for this group.

Box 15. Foreigners affected by labour exploitation in Mongolia

> *"Three Myanmar nationals arrived in Mongolia in January 2020 to work. They started working as masseurs at a beauty salon, through a recruitment company. They were contracted for a monthly salary of USD 800 before coming to Mongolia, but did not receive the due compensation in full. Also, they worked from 11 am to 12 am without a day off. Even though service organizations were closed since the pandemic, they were forced to work secretly sometimes. They were also forced perform non-contractual duties, such as cleaning the homes of recruitment company directors. Eventually, their freedom was restricted and were physically abused."*
>
> *From the information received from the Crime Police Department, NPA*

3. Vulnerability to trafficking in the context of marriage migration: There is currently no legal provision in Mongolia that regulates agency-brokered marriages nor does the Law on Business Licensing permit it.

Between 2003-2012, there were reports of individuals and companies arranging for Mongolian girls and women to marry for a fee in other countries, especially in the Republic of Korea.[117] For example, between 2005-2012 **MGEC (45 persons) and the Centre for Human Rights and Development (two)** provided assistance to women who had married and subsequently fallen victim to human trafficking.[118] Most were victims in a foreign country subject to violence and psychological abuse, working under conditions of slavery, unlimited work hours, unpaid work and sex work. However, there were no reports of any cases prosecuted as TIP. In addition, there were **no trafficking cases registered by the police in 2018-2020 in connection with marriage migration.[119]**

There is no specific provision in the Criminal Code that criminalizes brokered or fraudulent marriages through an agency. If this type of crime is registered with a law enforcement agency, Article 13.1 of the Criminal Code defines human trafficking as having a full scope of circumstances of the crime. For example, Article 13.1, provides for the use of force, threats, deception, breach of trust and the recruitment, transportation, transfer and acceptance of others for the purpose of enslavement or similar conditions. Therefore, there is a legal basis for liability under Article 13.1 for marrying girls and women for the purpose of exploitation and trafficking in persons.

4. Trafficking in children: Article 13.1 of the Criminal Code provides for two-eight years' imprisonment for trafficking in adults and five-12 years' imprisonment for trafficking in children. In other words, the law provides for more severe punishment for crimes against children.

However, in the last three years, 131 victims of TIP under Article 13.1 of the Criminal Code have been registered with the police, of which **35 per cent were minors or victims aged 14-18.[120]** This shows the issue of child trafficking is generally dealt with under Article 13.1.

5. Illegal acquisition of human blood, cells, tissue and organs: In 2008, Mongolia joined the Declaration of Istanbul on Organ Trafficking and Transplant Tourism and in 2018 amended its Law on Donors. According to the revised version of this law, the Office of Cell and Organ Transplantation was established at the Health Development Centre in January 2018, creating a structure to oversee previously unregulated blood, cell, tissue and organ transplant treatment. This regulatory board plays a key role in preventing and combating trafficking in cells, tissues and organs in Mongolia.

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[117] General Authority for State Registration declined to provide statistics on marriages with foreign nationals.
[118] Mongolia Gender Situational Analysis: Advances, Challenges and Lessons Learnt since 2005 Report, 2019, National Committee on Gender Equity, MLSP, ADB, page 63.
[119] According to information received from the Crime Police Department, 2 March 2021.
[120] Current situation in prosecution of trafficking in persons, Nyamdavaa.

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According to the Health Development Centre, since 2018 a total of 150 cell and organ transplants have been performed from 104 donors in hospitals, with 82 per cent from living donors. There were no cases of illegal acquisitions of human blood, cells, tissues and organs registered by law enforcement agencies.[121]

Currently, Mongolians who want to travel to Republic of Korea and India for transplant surgery are required to obtain a document from the regulatory board confirming the donor's kinship to the recipient. This serves as the main control and oversight mechanism for prevention of organ trafficking **(Box 16)**.

Box 16. Provisions of Law on Donors

"The Law on Donors stipulates that a living donor must be a family member of the recipient. In accordance with this provision, we met with the Ambassadors of the Republic of Korea and India and requested they require a letter from our office confirming the kinship of the donor to the recipient, from the people who want to travel to these countries for organ transplants. From now on, people going abroad will bring such a document, and we will check it based on the information from the Civil Registration and Information Centre. We also require donor kinship proof from the Civil Registration and Information Centre for liver and kidney transplant recipients in Mongolia."

Interview with a representative of the Office of Cell and Organ Transplantation

Prior to establishment of this regulatory board, organ sales advertisements were open to the public. Control over transplant surgeries was weak. However, significant progress has been made since 2017, as evidenced by the information provided by the relevant body **(Box 17)**.

Box 17. Establishment of Sub-committee on Crime Prevention and Office of Cell and Organ Transplantation to synergize work on donor issues

"When I was working at a State hospital in 2017, a child found by social media was brought as a donor for a liver transplant. But it was caught and the parents and older siblings of the child who was going to become a donor came and stopped the surgery. So, before the establishment of the office, there was no unified control. After establishment of the regulatory office, I think there is some control."

Interview with a representative of the Office of Cell and Organ Transplantation

The results of the baseline assessment show that since 2017, a structure has been established to prevent trafficking of cells, tissues and organs to create a legal environment for preventing this type of crime. There is significant scope for foreign embassies, the National sub-council on TIP and Office of Cell and Organ Transplantation to synergize work on this issue.

Section 2. Key locations and routes

Mongolia has external and internal trafficking routes. It has become a source and destination country for human trafficking, as stated in the 2018 TIP Report. A summary of victims' data from the CPD, MoFA and NGOs, as well as other similar research materials reveals countries of destination for Mongolians and origin for victims in Mongolia.

Table 9. Sending and recipient countries of human trafficking

Country of origin for victims in Mongolia	Destination countries for Mongolian victims of trafficking
• Democratic People's Republic of Korea (garment and construction industry) • People's Republic of China (construction and road construction) • Philippines (domestic work) • Viet Nam (car repairs) • Myanmar (masseur)	• Asia (Malaysia, Cambodia, People's Republic of China, Myanmar, Hong Kong SAR China, Kyrgyzstan, Kazakhstan, Macau SAR China, Japan, Republic of Korea, the Philippines and Singapore) • Europe (Belgium, Czech Republic, Germany, Hungary, Sweden, Switzerland, Turkey) • United States

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[121] From 2018 to 18 August, 2020.

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2.1 Internal human trafficking routes

According to the Global report on TIP 2020, UNODC victims were most commonly trafficked within their home country or region of origin. And the share of detected domestically-trafficked victims has increased in the last few years.[122] For instance, the proportion of domestically-trafficked victims in Asia-Pacific countries increased from 22 per cent in 2014, to 39 per cent in 2016 and 47 per cent in 2018.

As for Mongolia, 71 per cent of all detected trafficking victims were trafficked domestically between 2018-2020. Most were concentrated in Ulaanbaatar city. The reminder were victims of trafficking exploited abroad. Police data of human trafficking for sexual exploitation between 2018-2020 revealed that the majority of victims were exploited in Ulaanbaatar (66 per cent)[123] and moved between districts for purposes such as prostitution or were locked-in one location and subjected to sexual exploitation **(Box 18).**

Box 18. Example of a woman recruited to work in a PC game centre and subsequently forced into prostitution

"I was employed by a PC game centre. In the beginning, everything seemed to be fine, but later I was not allowed to go home and eventually detained in a dark room where there was no cell phone connection. I was threatened to not go out. One day someone called the police saying that someone was crying in the building. I was transported to another place after that call. They create fake accounts on Facebook to lure girls. The girls were forced into prostitution and received MNT 100,000 per hour. I was not given any money except for enough food. I had to provide service anytime as there were no fixed working hours. They used drugs and forced made me drink alcohol. Whenever I said, "I want to stop doing all those things", I was threatened."

Note taken from the interview with a victim

Such cases typically follow migration flows.[124] The main push and pull factors for migration in Mongolia are a desire to improve people's economic standing and livelihoods[125], which have a significant impact on human trafficking flows. In the last 20 years, Mongolia has seen a steady influx of migrants from rural to urban areas and a high level of migration in border areas following mining developments.

Mining sector development in southern Mongolia has intensified internal and international migration, especially around the Mongolian-Chinese border, increasing the risk of human trafficking particularly in Umnugovi, Dornogovi and Dornod aimags. As revealed in qualitative interviews, there were reports of prostitution from the city to aimag centres and, in some cases, to soums near the border. The rising number of mobile sex workers accompanying truck drivers and mine workers increases their risk of falling victim to human trafficking around the border. These facts suggest there is a risk that intermediaries and organized groups may transport victims from urban to rural areas and subject them to sexual exploitation.

According to the CPD data, 5 per cent of total trafficking victims (six cases) between 2018-2020 were detected in Umnugovi aimag. The Asia Foundation, in cooperation with the Study and Research Centre of Demography, conducted a study titled "Prostitution and Human Trafficking in Mongolian Mining Site" in Umnugovi aimag by interviewing sex workers. It found several women at risk or already trafficked.[126] For example, four out of 16 interviewed sex workers had their movements restricted and salaries withheld. Two did not have ID cards and one was beaten.[127] These suggests high trafficking risks in mining areas and further specific research is necessary to re-assess current trends.

In addition, truck drivers who transport coal across the Chinese border appear to be at high risk of labor

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[122] Available from: GLOTiP_2020_15jan_web.pdf (unodc.org)
[123] Out of 131 cases registered with the Crime Police Agency between 2018-2020, 66 per cent (n=87)_were detected and registered in Ulaanbaatar city. Six cases were identified in Umnugobi aimag and 38 were international trafficking cases.
[124] Available from: *GLOTiP_2020_15jan_web.pdf (unodc.org)
[125] Available from: mongolia_internal_migration_study_mon.pdf (iom.int)
[126] "Prostitution and Human Trafficking in Mongolian Mining Site, study report, conducted by the Asia Foundation and Demographic Training and Research Centre, 2008
[127] Prostitution and Human Trafficking in Mongolian Mining Site, study report, Demographic Training and Research Centre, the Asia Foundation, 2008, pp. 4-5.

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exploitation. There have been accounts of truck drivers using psychoactive substances[128] to restore their ability to work or make multiple border crossings in a month. These drivers often wait in truck lines with minimal sleep for weeks or months at a time until they receive permission to cross and make deliveries in China. When customers impose wage deductions for the delays, this loss of income reportedly makes them further vulnerable to labour exploitation.[129] Therefore, it is critical to regularly monitor working conditions of Mongolian truck drivers crossing border areas.

Another typical pattern observed in human trafficking flows is most of the victims are not officially registered in Ulaanbaatar, migrated from aimags where economic development is limited, poverty and unemployment rates are high. For example, when looking at seven human trafficking cases with 14 victims, they migrated to the city from rural areas such as Uvurkhangai, Dornod, Khuvsgul, and Arkhangai. Based on the locations of domestically recruited victims of human trafficking[130] it can be seen that the majority are recruited from Ulaanbaatar city, aimags with high population movements, such as near the border, where mining takes place and tourism is developed **(Figure 30).** The majority were trafficked to Ulaanbaatar city. This suggests that victims were exploited at a location in close proximity to where they were recruited.

Figure 30. Locations of domestically-recruited victims of human trafficking
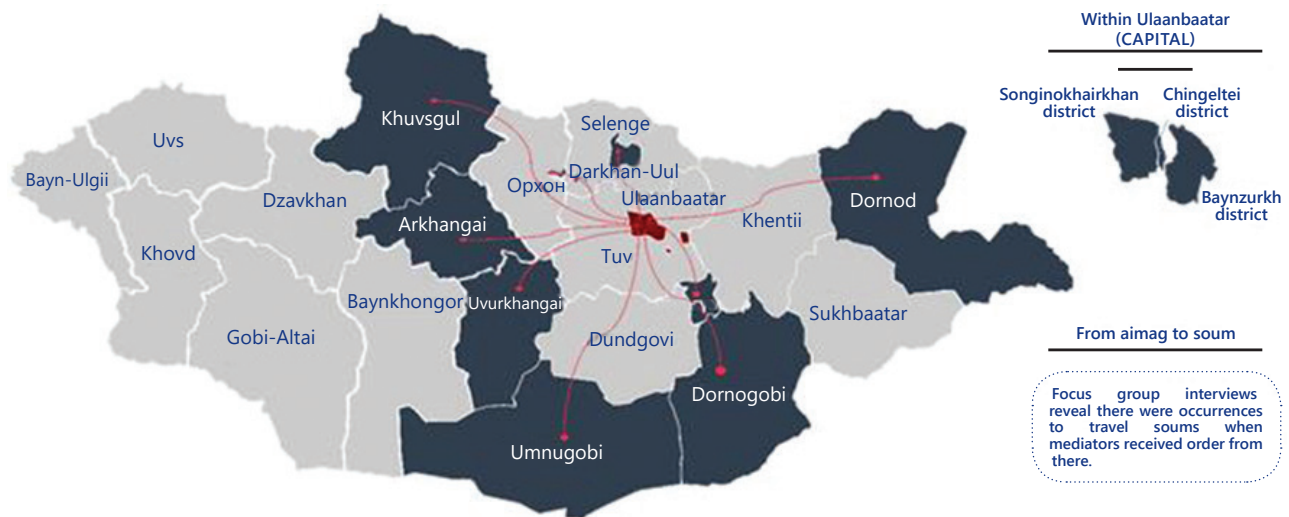
The number of human trafficking cases is expected to increase year-by-year due to intensifying structural level vulnerability factors, including economic crises, unemployment and restrictions related to COVID-19.

Therefore, it is crucial to focus on improving socio-economic conditions of rural areas and intensify preventative activities, beside improve crime detection capacity in high-risk areas where certain cases reported– especially in Ulaanbaatar, Umnugovi, Dornogovi and Dornod – which have been identified as high-risk places. In particular, it is also essential to strengthen the capacity and capability of human trafficking detection in economically active regions close to mining development and border areas, in line with Mongolia's decentralization development policy.

2.2. External routes

Human trafficking from Mongolia has not only been reported in geographically close countries, but others around the world. According to data of victims who approached law enforcement agencies and service providers, the majority are trafficked to People's Republic of China, Cambodia, Hong Kong SAR China,

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[128] A white powder called Mimi (compressed into a solid cube) is an addictive substance that contains caffeine, a stimulant, originated in south-eastern People's Republic of China. It appeared in Bayannuur aimag of Inner Mongolia in 1950-1960 and became widely used in the local area. It affects the central nervous system and causes insomnia.
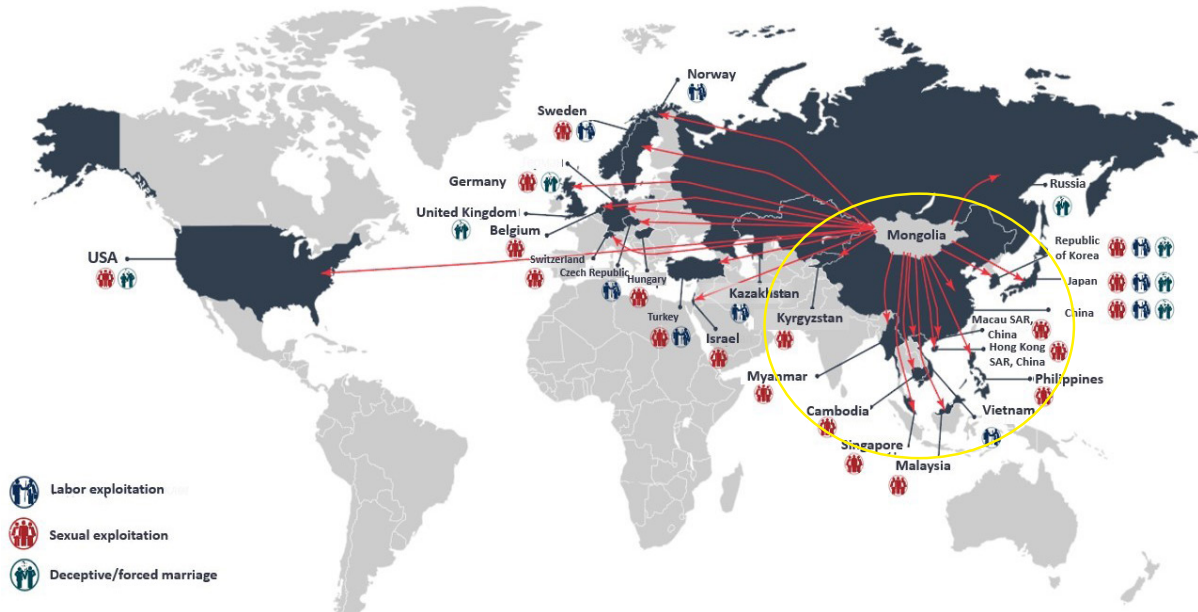[129] Trafficking in Persons report 2020, US Department.
[130] According to the case files review and information received from the CPD, NSO.

Japan, Kyrgyzstan, Malaysia, Macau SAR China, Myanmar, Republic of Korea, the Philippines and Singapore for sexual exploitation, to People's Republic of China, Japan, Kazakhstan, Republic of Korea and Turkey for labour exploitation and to People's Republic of China and Republic of Korea for forced marriages.

In terms of the number of victims trafficked, human trafficking routes from Mongolia are predominantly to **East and South East Asia (Figure 31).** In the last three years, most victims were registered in Cambodia, People's Republic of China, Malaysia, Macau SAR China, Myanmar and Turkey **(Table 10).**

Figure 31. Countries where Mongolians are trafficked, by type of human trafficking

Source: Crime Police Department, Ministry of Foreign Affairs and Trafficking in Persons reports, US Embassy in Mongolia

One of the principal factors for this trend may be the high demand for sex services in these countries. [131]

Table 10. Countries where Mongolians are trafficked, by type of human trafficking[132]

Type of human trafficking	Asia	Europe	America
Trafficking for sexual exploitation	Cambodia, People's Republic of China, Myanmar, Hong Kong SAR China, Japan, Macau SAR China, Malaysia, Republic of Korea, Kyrgyzstan, Philippines, Singapore	Belgium, Germany, Turkey, Sweden, Switzerland, Israel, Hungary	United States
Trafficking for labour exploitation	China, Kazakhstan, Republic of Korea, Japan	Sweden, Norway, Turkey, Czech Republic	
Trafficking in the context of marriage migration	Republic of Korea, Japan, People's Republic of China	Russian Federation, Germany, Great Britain	United States

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[131] According to information received from the Crime Police Department.
[132] Table 10 integrated analysis based on case files, reports on trafficking and victims from relative organizations (MoFA, CPD, NPA and two NGOs, namely MGEC and Talita Asia).

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Table 11. Number of victims of TIP repatriated between 2018-2020/09

Year	Statistics provided by the CPD (26 August 2020)[133]	Statistics provided by MoFA (1 September 2020)[134]
2018	People's Republic of China (14), Malaysia (2), Myanmar (3), Cambodia (4)	NA
2019	Turkey (1)	Cambodia (4) Kyrgyzstan (1) Philippine (1)
2020	Malaysia (14)[135]	-

Figure 32. Victims repatriated by country between 2018-2020

Source: Ministry of Foreign Affairs and Crime Police Department

As stated in Article 3.2.4 of the National Programme "to cooperate with international and NGOs in providing assistance and repatriation of Mongolian individuals who might have fallen victim to human trafficking abroad, and assisting in repatriation of foreign individuals who have become victims of human trafficking in Mongolia", National Sub-council on Trafficking in Persons of the MoJHA, Consular Department of the MoFA, CPD of NPA, IOM, MIA and MGEC are cooperating in the repatriation of victims. Most recently, in 2020, the GoM co-organized the repatriation of 14 victims of human trafficking in Malaysia by chartered flight.

2.3. Trafficking of foreign individuals into Mongolia

Mongolia is also a receiving country for migrant workers. As of the first half of 2020, there were 3,380 registered foreign workers residing in Mongolia. Due to COVID-19 border closures, this was a 15 per cent decrease compared to 2019.

By country, the highest number of foreign workers are from People's Republic of China, Russian Federation, Republic of Korea, and Australia, with employment sectors including mining and exploration, education, and car and motorcycle maintenance **(Table 12).**

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[133] Letter from the Crime Police Agency, 26 August 2020.
[134] Letter No.3893 of 2020, Head of Consular Department, MoFA.
[135] In 2020, a total of 14 citizens were repatriated from Malaysia in cooperation with the MoFA Consular Department, Crime Police Agency, 15 June 2021.

Table 12. Common employment for foreigners working in Mongolia

#	Country	Employment type in Mongolia
1	Viet Nam	Auto repair
2	Philippines	Babysitter and housekeeper
3	Myanmar	Masseuse and housekeeper
4	Thailand	Masseuse and housekeeper
5	Nepal	Masseuse and housekeeper
6	Republic of Korea	Food, beauty, and service industry
7	Democratic People's Republic of Korea	Construction and sewing industry
8	Canada	Mining and heavy industry
9	Australia	Mining and heavy industry
10	US	Mining and heavy industry
11	Germany	Mining and heavy industry
12	People's Republic of China	Buildings, roads and bridges
13	Russian Federation	Kindergarten, school
14	South Africa	Sport

There is evidence that foreign individuals, especially those not registered or with irregular status, may be vulnerable to trafficking for labour exploitation. Anecdotal evidence suggests that individuals from the Philippines, Viet Nam, and Myanmar are engaged in domestic work, auto services, saunas and massage parlours and sometimes subjected to physical abuse, harassment, withholding of salaries or threatened with being reported to the MIA.

With evidence of foreign nationals at risk of trafficking in Mongolia, there is a need for a national counter-trafficking mechanism to identify, assist and protect them.

Box 19. Foreign nationals at risk of becoming human trafficking victims due to document violations

> *"Mongolian employers victimize foreign workers by deliberately withholding their salary, by confiscating their documents or employing them illegally. It is a common violation that employers inform MIA about their workers, whose visas have expired for deportation, thus ending their labour contract."*
>
> *From an interview with Immigration Agency*

These results show main routes of human trafficking within and outside of Mongolia. While there is a need to focus on local areas based on population concentration, markets, and mining economies, in terms of human trafficking, external routes of this type of crime are predominantly directed to East and Southeast Asian countries. Therefore, it is necessary to give priority to increase cooperation with these countries in the field of detection and prosecution of human trafficking.

Section 3. Emerging trends and evolving changes

Based on stakeholder inputs and reports from international organizations, the following changes in human trafficking trends were observed.

The number of child human trafficking victims is increasing. For instance, out of 131 trafficking victims registered at the CPD in the last three years, 47 were minors. As shown in **Figure 33** the number of child trafficking victims has increased, especially in 2020 when the number doubled.

Figure 33. Number of child victims of trafficking between 2018-2020

Total number of victims ■ Number of minors

2018   2019   2020
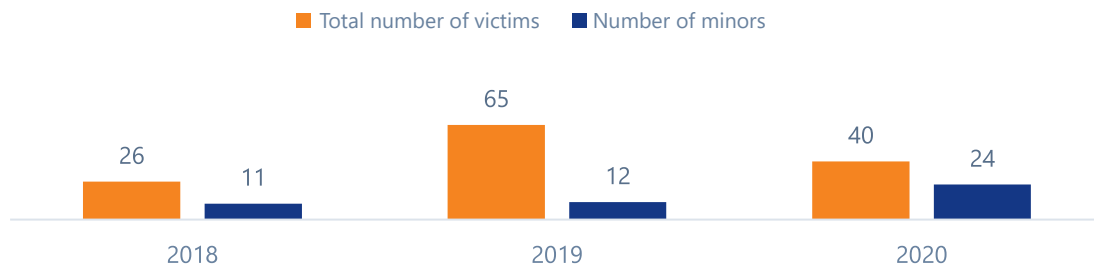
Source: information from the Crime Police Agency, 10 December 2020

When examining child trafficking reported to police, there were cases of trafficking to foreign countries for sexual exploitation that involved fraudulent advertisements for language training, school scholarships and high-paying jobs abroad. Also, children were subjected to forced labour such as begging, theft, horseback riding, herding, scavenging at landfills and construction jobs.

Notably, men and boys are also victims. The results of this study using the DoMV analysis, which examined factors influencing the vulnerability of the population, confirmed that risks to men were not significantly different from women's, highlighting that both sexes are vulnerable to human trafficking in Mongolia. Despite no male victims of trafficking registered by police among the 131 individuals identified during 2018-2020, MGEC reported having assisted 13 per cent of male beneficiaries during 2003-2018. While girls and women are predominately trafficked, the number of male victims has increased recently. Mongolian men are also at risk of being exploited abroad. For instance, the 2020 TIP Report that stated that "Chinese companies employ Mongolian boys and men in agriculture for compensation far below the minimum wage, placing them at high risk of human trafficking". While internally in Mongolia, the report stated that male Democratic People's Republic of Korea workers in Mongolia live and work in difficult conditions, are not allowed to travel freely and choose their jobs, and do not get paid in full.

Internet-driven human trafficking is on the rise, with perpetrators taking advantage of the growing use of digital technology. In particular, the availability of an individual's photos and personal information on personal social media pages and expressions of one's needs and psychological state, give criminals an advantage in luring victims, which takes two main forms: 1) **hunting** (gaining trust of a person) and 2) **fishing** (waiting for responses to job offers and other content).[136]

In Mongolia, Facebook usage is high with 2.2 million active users as of January 2020, making it one of the top 10 countries with the highest Facebook audience reach in the world.[137] Due to the COVID-19 pandemic lockdown, the use of social media by adults and children has increased dramatically. Children under the age of 14 also register on Facebook.

In addition, a number of websites have been set up to facilitate organized sex work online **(Box 20).** Criminals lure girls and women who post "want financial assistance" on these websites. Criminals pose as clients, rob victims of their mobile phones, money and belongings, make explicit videos of victims, and threatened to post such videos on social media. The criminals threaten to expose victims as sex workers to their loved ones and family, thus taking advantage of sensitive issues related to life, health, reputation, and privacy. They can force victims into sex work and human trafficking.[138]

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[136] Global Report on Trafficking in Persons, Chapter 5, Traffickers use of the Internet, UNODC, 2020
[137] Digital 2020: Mongolia
[138] According to information received from the Crime Police Department, 2 March 2021.

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Box 20. Cyber risks can lead to human trafficking for sex work

"Ad sites such as Sodonzar.com, MGLchat.com, Msjli.com, and Msgzar.com, as well as more than 30 closed Facebook groups such as "Санхүүгийн туслалцаа, өгөө аваа +18" (Financial Assistance, Give and Take +18), "Sanhuu vip group", "Hi guys", have been created. They require advance payments to show sex videos, have sex by video calling, or give women's numbers, and so on. Pros-titution has moved to an organized digital form."
From an interview with a police officer

The study reviewed case files of 14 victims of human trafficking. Seven were first approached by traffickers online. Six perpetrators used hunting and one used fishing strategies lo lure their victims.

Sex tourism: The 2020 TIP report noted that tourists from Japan and Republic of Korea came to Mongolia to have sex with minors.[139] Information obtained from a Crime Police representative confirmed that nationals from countries such as People's Republic of China, Republic of Korea and Japan entered Mongolia for sex tourism from Mongolian girls at resorts, karaoke bars and nightclubs located far from the city and operating covertly.[140]

Human trafficking during COVID-19: Due to pandemic border closures and restrictions on internal mobility, foreign and domestic human trafficking trends have been impacted. Evidence suggested that perpetrators were now committing crimes in more covert ways and adapting to the situation, including use of the internet.[141] Pandemic-driven socio-economic restrictions and extended lockdowns as well as closures of schools and kindergartens are expected to negatively impact on the economic and educational context of post-pandemic society.

International research reports show that after a social crisis, the vulnerability of school dropouts, low-income earners and the unemployed to commit or be subjected to crime increases. This vulnerability allows perpetrators to recruit more victims and living with COVID-19 and beyond is likely to increase human trafficking in all countries.[142]

With all forms of human trafficking becoming more sophisticated and hidden, alongside evolving recruiting methods, efforts to combat such crimes must also develop to meet these new and intensifying challenges.

CHAPTER THREE: VICTIM PROTECTION AND NECESSARY ASSISTANCE

In order to study how Mongolia protects victims of human trafficking and what services it provides, this study first looked at the concept of a victim as defined in relevant legal documents, legal regulations governing victim protection services and their implementation.

Table 13. Definitions of victims of trafficking

Relevant laws	Definitions
Law on Combating Trafficking in Persons (2012)	3.1.2. "Victim" is a person whose rights, freedoms, and interests are violated due to human trafficking irrespective of whether a criminal lawsuit is initiated or a victim is identified in accordance with the Criminal Procedure Code.
Law on Witness and Victim Protection (2013)	4.1.1. "Witness and victim" mean a witness or victim specified in the Criminal Procedure Code.
Criminal Procedure Code (2015)	8.1. A person or a legal entity whose life or health or other rights and freedoms are harmed or to whom property or non-property harm is caused by a crime shall be deemed as a victim.

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[139] Available from: https://mn.usembassy.gov/mn/2020-trafficking-persons-report-mn/
[140] Hotel Project information, Lantuun Dohio NGO, 2013
[141] Ibid.
[142] Addressing emerging Human Trafficking Trends and Consequences of the COVID-19 Pandemic, UN Women. 2020.

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Law on Combating Domestic Violence (2017)	5.1.2. "Victim" of domestic violence is a person who suffered physically, psychologically, economically, or sexually as a result of domestic violence.
Law on Infringement Procedures (2017)	3.2. "Victim" means a person or legal entity whose rights and legitimate interests have been violated as a result of the violation.

The definition of "victim" in the Law on Combating TIP is broad. It is a victim-friendly arrangement where s/he can be registered directly with the service provider, regardless of whether identified as a victim by law enforcement/prosecutor. However, only a person identified as a victim in compliance with the Criminal Procedure code (after a decision taken by a court, prosecutor or investigator) is entitled to protection provided by the Law on Witness and Victim Protection. This indicates that the victim cannot be covered by protection measures provided by the criminal procedure and witness protection laws if s/he has not approached a law enforcement agency.

In addition, the Criminal Procedure code states that a person or legal entity whose life or health or other rights and freedoms are harmed or to whom property or non-property harm is caused by a crime shall be deemed a "victim". According to this definition, mental damage or emotional distress is not taken into account by the definition **(Table 13).**

This suggests there are **gaps in provision of the law that defines victims.** As a result, service provider representatives in interviews stated that many human trafficking victims could not receive necessary legal protection. For instance, a person identified as a victim by the Criminal Procedure code is only entitled to protection provided by the Law on Witness and Victim Protection, causing some victims to not turn to law enforcement agencies for assistance.

Also, as noted earlier, none of the definitions specifically addresses emotional damage caused to victims. Article 15, Law on Combating TIP, stated that victims have the right to demand compensation for emotional suffering from perpetrators and the court shall determine monetary compensation taking into account the extent of damage caused to victims within the scope of claims. However, **the methodology for calculating monetary compensation for emotional damage has not been approved,** restricting the court's ability to rule in favour of victims. For example, only one out of 14 victims identified in seven criminal case files reviewed under the baseline assessment claimed emotional damage. But the court did not award compensation, having suggested there was no methodology in Mongolia for reasonably estimating a victim's emotional damage.

To date, legal documents issued to ensure implementation of assistance and service for victims under provisions of the Law on Combating TIP include:

- Regulation on Providing Medical Assistance to Witnesses And Victims[143],
- Regulation on Taking Security Measures to Temporarily Place Witnesses and Victims in a Safe Place[144],
- Regulation on Taking Security Measures to Ensure Confidentiality of Witness and Victim Information[145],
- Regulation on Providing Witnesses and Victims with List of Special Equipment, Equipment and Application
- Regulation on Providing Services for Human Trafficking Victims[146]
- Regulation on Providing Mental Rehabilitation Assistance and Services for Human Trafficking Victims[147]
- Regulations on Providing Employment and Vocational Training for Human Trafficking Victims approved by MLSP[148]

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[143] Joint Order No.A/356 and A/182 of 2014, Minister of Health and Minister of Justice.
[144] Order No.A/114, Minister of Justice (2014).
[145] Order No.A/112, Minister of Justice (2014).
[146] Order No.A/135, Minister of Labour in 2015, Joint Order No.A/356 and A/182, Minister of Health and Minister of Justice in 2014, Order No.A/112, A/113 and A/114, Minister of Justice, Minister of Foreign Affairs Order A/91 of 2013.
[147] Order No.462 (2013), Minister of Health approved a regulation on "Provision of mental rehabilitation services to TIP victims".
[148] Order No.A/142 (2013), Minister of Labour approved the regulation on "Provision of employment and vocational training services to TIP victims".

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- Regulations on Providing Repatriation Services for Human Trafficking Victims from Foreign Countries[149] approved and implemented.

No reports on the implementation effectiveness of these regulations are currently available.

Due to the MoJHA yet to approve the **Regulation on Providing Legal Assistance to Victims,** those who sought assistance from law enforcement agencies have not received legal counsel. For example, according to the baseline assessment review of case files, only one of 14 victims had a lawyer as the remainder could not afford to hire one. Thus, there is an urgent need to create a legal environment or approve regulations for provision of legal assistance to victims of crime, who cannot afford a lawyer, to ensure legal protection and assistance.

In 2013, the MASM adopted the standard entitled "Common requirements for social work service for victims of trafficking" (MNS 6418:2013) by its Resolution No.58 to establish minimum requirements for provision of services to human trafficking victims. This is a practical step to improve service quality by defining basic requirements and environments for service provision, including receiving and identifying victims, providing emergency services, conducting assessments, developing rehabilitation and reintegration plans, closing victims' cases, receiving telephone information from victims and providing counseling.

Due to the lack of a mechanism to oversee implementation of the standard, **it is challenging to assess the level of compliance and quality of services provided.** This underlines the need to monitor implementation of this standard.

The following sections highlight the status of victim services based on documents and interviews with service providers as well as identifies activities and recommendations for future support and assistance to victims of trafficking.

Section 1. Current situation of services provided to victims of trafficking

According to Article 12, Law on Combating TIP, the following five types of rehabilitation services are provided free-of-charge to victims as per Mongolian law:

12.1.1	12.1.2	12.1.3	12.1.4	12.1.5
Rehabilitation treatment	Mental rehabilitation treatment	Provide employment and vocational training	Legal aid	Mongolian consulates abroad shall provide the victim with temporary accommodation and food, issue a passport and travel documents, and repatriate the victim.

As highlighted by service providers during interviews, primary assistance was critical for human trafficking victims from the outset and should include psychological services, legal assistance, health checks and provision of temporary accommodation. However, the Law on Combating TIP only provides for rehabilitation services, **leaving out provisions on who should provide preliminary assistance.** To fill this gap, NGOs continue to provide much-needed services to human trafficking victims with support from international organizations.

To examine services provided to victims, interviews were organized with representatives of the MGEC, Talita-Asia, Human Rights Centre to Assist Citizens, ECPAT National Network, Unbound Mongolia NGO and National Centre Against Violence. These NGOs have more than five years' experience assisting victims:

- Talita-Asia operates a shelter and provides comprehensive psychological therapy services.

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[149] Order No.A/91, Minister of Foreign Affairs (2013).

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- MGEC provides comprehensive social work services, including repatriation of victims from countries and placing them in shelters.
- National Centre Against Violence and Human Rights Centre to Assist Citizens provide legal assistance, legal advice and advocate services.
- ECPAT National Network carries out training, awareness and information campaigns, and services to support minors.
- Unbound Mongolia NGO provides preventative activities and training.

These NGOs provide free-of-charge services to human trafficking victims, focussing on: 1) primary assistance and 2) rehabilitation.

Table 14. Services provided by NGOs to victims

NGOs Services to victims	MGEC	Talita-Asia	Human Rights Centre To Assist Citizens	National Centre Against Violence
Repatriation of victims from foreign countries				
Shelter (safety)				
Psychological assistance, therapy				
Medical assistance				
Legal assistance/advocate services				
Psychological therapy				
Support groups				

However, there is a lack of information to assess implementation of regulations related to provision of services to victims mentioned in the previous chapter and the availability and quality of assistance. Only a few of the 14 victims from seven cases reviewed for this assessment received any service, assistance or support. Victims who received legal assistance, psychological counseling and therapy reported being in shelters for a few days. However, they were unable to continue receiving these services due to limited funding.

Representatives of service providers mentioned that the provision of comprehensive rehabilitation and reintegration services to human trafficking victims took time, with funding a major barrier. For example, Talita-Asia provides long-term accommodation/shelter to human trafficking victims. The shelter's capacity is four women and two men at a time. It has assisted 30 trafficking victims (28 women and two men) thus far.[150] **It is the only NGO providing assistance to male trafficking victims. However, due to a lack of human capacity and financing, from July 2021 it no longer operates the shelter for men.** This shows victim protection, direct assistance and services are funded with support from international organizations within projects for specific periods of time, suggesting that victim protection services are not available in a sustainable manner and there are service disruptions risks due to funding constraints.

The government has limited experience and no budget for provision of such protection services to human trafficking victims. It was mentioned during interviews that MGEC[151] received MNT 20 million from the MoJHA to "ensure the sustainability of victim protection services" in 2019 as per the national programme.[152] The funding provided rehabilitation services to 15 human trafficking victims, which is good practice.

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[150] Talita Asia was established in 2013 in Mongolia. During this time, it has assisted 39 victims, with nine victims of domestic violence and 30 VoTs, Talita Asia (7 June 2021).

[151] Mid-Term Evaluation on National Programme Combating Trafficking in Persons, SICA, 2019.

[152] U.S State Department 2020 Trafficking in Persons Report states that the Government of Mongolia spent MNT 509 million to implement the Anti-Trafficking Programme.

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Another option to provide sustainable assistance to trafficking victims is utilization of the already established government-affiliated institutions known as One-Stop Service Centres (OSSC). These institutions provide diverse types of services to domestic violence victims which could be expanded to trafficking victims as they receive stable funds, have staff trained to deal with vulnerable individuals and are present in almost every *aimag* in Mongolia. This may require additional capacity building for OSSCs to deal with specific vulnerabilities of trafficking victims and establishment of clear procedures to conduct referrals and provide assistance.

Based on the examination of results, it can be concluded that there are some indications within the legal framework and level of practical services that a victim-friendly system has not been fully established in Mongolia to combat human trafficking yet. Currently, there are gaps and shortcomings in the legal environment regarding victim protection, as well as unresolved issues. In fact, there is no victim protection system in government institutions, and this role is filled by CSOs. For example, primary services in shelters are only provided by NGOs, and other necessary psychological and legal assistance is delivered through time-specific projects and programmes. This suggests the need to focus on mechanisms to provide services to victims, examine the quality and accessibility of services provided to victims, ensure their further sustainability and allocate State budget funds for preliminary protection and rehabilitation services.

Section 2. Necessary assistance and support for victims

The research team identified types and forms of services based on IOM's Handbook for Direct Assistance to Victims of Human Trafficking.[153] In addition, based on the situation of service providers and victims, the following assistance and services **(Table 15)** are needed for victims of human trafficking as identified by the research team at four levels: individual, family, community and structural, according to the DoMV.

In addition to identifying the needs of trafficking victims, those with special needs – such as minors, PwDs and sexual minorities (LGBT) – must be considered in victim protection services.

As community and structural work is a prerequisite for providing necessary support to victims at individual and household levels, priority should be given to structural level issues related to improvement of victim protection services.

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[153] "Handbook for Direct Assistance to Victims of Human Trafficking" IOM, UNICEF, and ODIHR, Ulaanbaatar, (2007).

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Table 15. Needed assistance and services for victims

Level	Common needs	Special needs (Children and PwDs)
At the individual level	- The shelter shall be open 24 hours and be able to receive victims at night - Provide assistance to male and female victims of trafficking - Provide free legal advice and assistance - Free psychological counseling and rehabilitation service - Adequate access to counseling centres and psychologists - Access to health care services.	- Create an accessible environment for PwDs in shelters. Such as to create suitable or user-friendly entrances and exits for PwDs to employ sign language interpreters for people with hearing impairments, guides for visually impaired people - Shelters should be refurbished for age specific and mental needs of the child - Provide information to employees when placing a person with other sexual orientation.
At the family level	- Reunite the victim with his/her family - Support family members in rehabilitating victims through family members - Assist victims to find a profession - Provide victims with long and short-term psychological counseling along with their family members.	- Provide financial support to families in terms of disabilities and other special needs - Assign qualified psychologists and specialists who know the special needs and characteristics of children and PwDs.
At the community level	- Service providers shall share their information - Advocacy through collaboration with service providers to create a victim-friendly environment.	- Introduce shelter staff and relevant government officials to PwDs, children, people with other sexual orientation and other special needs and empower them - Conduct training and capacity building for all State-owned shelters and one-stop service centres staff to work with victims of human trafficking.
At the structural level	- Update the definition of legal protection for witnesses and victims Law on Witness and Victim Protection, regardless of whether they are identified as victims under the Criminal Procedure Code - Develop procedures for providing legal assistance to victims - Develop a methodology for estimating the emotional damage to victims - Provide free legal aid to victims - Monitor the activities of service providers and ensure the quality of services in accordance with the "General requirements for social work services for victims of human trafficking" (MNS 6418: 2013) - The Law on Combating TIP should specify who and how to provide first aid to victims - Resolve funding issues for victim protection services.	- To create favourable conditions for PwDs to live independently - Establish a shelter for child victims of human trafficking - Allocate specific budgets and funds for victim protection services.

CONCLUSION

This **Baseline Assessment into the Causes, Dynamics, Vulnerability and Resilience Levels to Human Trafficking in Mongolia** was conducted by IRIM from April 2020 to October 2021, within the framework of the project **"Strengthening Mongolia's efforts to to prevent and respond to human trafficking"** implemented by IOM during 2020-2022. In order to achieve the main objectives of the assessment, the study collected data using a combination of quantitative and qualitative methods and summarized the main emerging issues based on multiple data sources into the seven following cross-cutting findings:

- **Finding 1:** Labour trafficking emerged as a new vulnerability trend, but often goes unreported and unprosecuted due to legal constraints and a lack of adequate structural interventions.

- **Finding 2:** Both men and women are similarly exposed to human trafficking in Mongolia.

- **Finding 3:** Limited financial capacity and lack of employment opportunities create conditions for exploitation and increase the vulnerability of individuals to human trafficking at different levels.

- **Finding 4:** Unregistered migrants are more vulnerable to human trafficking than those registered.

- **Finding 5:** Ulaanbaatar city, Umnugobi, Dornogobi and Dornod registered high levels of human trafficking, but counter-trafficking efforts appear more concentrated in Ulaanbaatar city.

- **Finding 6:** Assistance to victims is limited due to conflicting legal provisions, limited coordination and funding.

- **Finding 7:** There is evidence that COVID-19 is heightening vulnerability to human trafficking at various levels and is affecting human trafficking trends due to pandemic control and preventions measures, but no specialized research is available on the topic.

This assessment represents an important source of evidence-based information for stakeholders, as it assessed the factors that affect the vulnerability of Mongolians to human trafficking in accordance with the IOM DoMV and carefully measured the effects of each factor using in-depth statistical analysis.

In line with the main objectives of the baseline assessment, the main conclusions of the research are as follows:

Objective 1. Explore factors that create vulnerability and resilience to human trafficking in Mongolia, using the IOM DoMV

According to the IOM's DoMV used in this study, an individual's victimization or involvement in a crime does not only depend on one or two specific factors, but factors at each level that directly or indirectly contribute to the situation.

The study of factors influencing human trafficking risks at these four levels showed that there is a strong correlation between the influential factors from each level. For example, high levels of unemployment and poverty at the structural level contribute to the lack of stable sources of income at individual and family levels. Limited access to basic social services at the community and structural levels leads to the migration of individuals and families that increases the vulnerability of households. In this way, the basic issues of the community and structural levels have direct impacts on the individual and family's livelihood and quality of life. They also negatively impact on the psychological state of the individual and family environment, creating basic conditions for abuse, violence and for individuals to be involved in crime and make risky choices for better opportunities and living conditions.

Therefore, in addition to strengthening the capacity of the anti-trafficking national mechanism and raising awareness of public and relevant government officials on the prevention of human trafficking, there is a need for long-term policies and planning to address key social factors affecting trafficking vulnerability at the community and the structural level.

The main results of the baseline assessment at each level are as follows:

1.1. Factors at the individual level

Factors such as age, financial capability, employment status and psychological instability have the greatest impacts on a person's vulnerability to human trafficking. As trafficking is motivated by profit, if a person is young and psychologically unstable and has the ability to work, she/he is more likely to be vulnerable to being recruited and exploited by human traffickers.

In Mongolia, there is a general belief that less educated women are more exposed to human trafficking. The factor analysis conducted by this study suggests that a person's gender and level of education do not, in fact, affect their vulnerability to trafficking in terms of protection. The results highlighted the need for a different approach to the common understanding of human trafficking victims in Mongolia, including focusing attention on initiatives aimed at reducing vulnerability of men who are generally not regarded as a group exposed to human trafficking.

1.2. Factors at the family level

At the family level, risky behaviours of family members, unfriendly family atmospheres, instability and domestic violence are the most influential factors to increase vulnerability to human trafficking. On the other hand, a supportive household atmosphere helps protect family members, hence it can be concluded that family atmosphere is the main factor at family level.

At the individual level, individual financial capability acts as a risk factor, whereas at the family level there is no significant link between levels of vulnerability and financial challenges. This was a noteworthy finding of the factor analysis. In other words, even if a family is not financially challenged, a less than optimal family atmosphere heightens the risk of human trafficking.

1.3. Factors at the community level

At the community level, factors increasing vulnerability to human trafficking are lack of employment opportunities and limited access to social services. In particular, if employment opportunities are limited it increases the vulnerability of those less educated and have not worked for a long time. Hence, it is common for such people to agree to risky job offers to earn income. For example, according to the case file review, there were examples of migrants who failed to secure employment in their communities and then in the city, with human traffickers subsequently trapping them through false job advertisements and forcing them to become sex workers. This suggests that limited livelihood and employment opportunities are prerequisite conditions for causing risky individual and family factors that increase vulnerability to human trafficking.

Employment becomes a stimulus for migration. The flow of people, especially young ones, from rural to urban areas is increasing and leading to a rise in the number of unregistered migrants.

1.4. Factors at the structural level

According to the DoMV, structural-level factors have a fundamental causal effect on conditions from which human trafficking occurs. These include the system's capacity to combat human trafficking and factors that indirectly contribute to the commissioning of this type of crime in the context of a wide range of systemic social, economic and political issues.

The anti-human trafficking and prevention system within the context of prevention, prosecution and partnership entails:

- **Prevention:** There is a lack of coordination between stakeholders involved in the prevention of this crime, a lack of a unified policy and planning for implementation of prevention efforts, and most prevention activities are initiated and organized by NGOs and international organizations.

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- **Prosecution:** Between 2014-2020, 86 cases of human trafficking were investigated by the police in Mongolia, but only nine cases were ruled on by the court, indicating that prosecutions of such cases is insufficient. The legal provisions classifying various forms of human trafficking as separate crimes, lack of awareness of judicial officials on trafficking crimes, including labour trafficking and the instability of human resources extend the investigation and resolution of cases and change the classification of the crime during the investigation, trial and scope of proceedings.

- **Partnership:** There is a lack of transparent information flows between organizations working to combat human trafficking and on which policies the government has in place.

In addition to the above-mentioned anti-trafficking system factors, the impact of other sectors that indirectly contribute to the level of human trafficking is as follows:

- In Mongolia, large proportions of the middle class are at risk from falling below the poverty rate if hit by an economic crisis. Moreover, access to basic social services such as education and health is limited as are employment opportunities. These factors contribute to individuals' vulnerability to human trafficking and prompt them to make risky decisions for better wages and conditions. In addition, the study's findings show that some decisions made by government, in particular to restrict migration, impact on informal migrants and increase vulnerability to human trafficking.

Objective 2. Outline routes, trends, and patterns of human trafficking within and outside Mongolia

In Mongolia, human trafficking predominately takes the form of sexual exploitation and forced labour/ exploitation. The number of victims who approach service providers is higher than the number of reported crimes and victims. The increase in number of cases reported to police is a positive sign in terms of crime detection. However, no human trafficking cases involving men and labour trafficking were registered with the police. Similarly the sale of blood, cells, organs or exploitation within the context of deceptive/forced marriages have yet to be reported to law enforcement agencies.

Taking into account risk factors – such as poverty, unemployment, migration flows and mining-dependency – Ulaanbaatar, Umnugobi and Dornogobi aimags are most vulnerable to human trafficking. In terms of external human trafficking flows, the majority of victims are trafficked to East and Southeast Asia. As such, prevention measures should focus on vulnerable locations along internal and external human trafficking routes.

Technological advancements, social development and current challenges (COVID-19 pandemic) have given a new dimension to human trafficking by changing recruitment methods and tactics used by human traffickers and by exacerbating vulnerability factors already in place before COVID-19 (including lack of job opportunities and challenging living conditions). Looking at recent developments, it can be concluded that human traffickers are increasingly relying on the internet to recruit victims. As a result, the gender gap of victims is more likely to narrow and high internet-using younger people are more likely to be exposed to human trafficking. Groups more vulnerable to human trafficking due to the pandemic include those who have lost jobs and income and children who have dropped out of school. As a result, human trafficking is expected to increase during and post-pandemic.

Objective 3. Explore the needs of victims who have experienced trafficking within and outside Mongolia

The definition of victim was first presented in the Law on Combating TIP approved in 2012. This definition is broader than in other laws and allows for access to service providers, regardless of whether identified as victims.

The Law on Combating TIP provides for five types of services and/or assistance to victims without charging fees, but does not specify how and who provides shelter, food and health services essential for victims. Moreover, funding for such services is not specified in the law.

In addition, out of regulations on services for victims to be approved within the framework of the Law on Combating TIP, the "Regulation on Legal Assistance" has not been approved yet. Most service providers offer legal assistance to victims who cannot afford a lawyer. As this arrangement cannot ensure the sustainability of services, there is a need to create a legal environment and approve regulations for provision of legal assistance to human trafficking victims.

There is also an urgent need to enhance the service delivery system for victims – including males currently excluded from assistance programmes and who cannot be accommodated in shelters – enforce and monitor basic service standards, assess quality and accessibility and ensure the sustainability of services by addressing funding for primary and rehabilitation services.

SPECIFIC RECOMMENDATIONS BASED ON THE DoMV ANALYSIS

Based on the key findings of the research, the team proposes the following specific recommendations for stakeholders to strengthen the national mechanism to combat human trafficking:

Term	General direction	Specific recommendations	Responsible organization
Vulnerability and resilience factors at the individual level:			
1. Young people (14-25 years) are more vulnerable to human trafficking.			
2. Men are also exposed to trafficking, and more prone to risks connected to labour trafficking.			
3. Being a student, a seasonal worker (farmer, construction worker, miner), or part-time worker increases vulnerability to human trafficking (due to lack of stable income).			
4. Individuals in difficult physical or psychological situations are more vulnerable to human trafficking.			
5. Individuals who migrated more than 30 days for employment and education opportunities or are unregistered are more vulnerable to human trafficking.			
6. Individuals in poor financial situations are more exposed to trafficking.			
Short term	1. Raise human trafficking awareness of the vulnerable 14-25 year age bracket	1.1 To conduct a detailed survey of youth not officially registered at khoroo/bag level, with incomes below the subsistence level, from single families (single, divorced or widowed), students, seasonal and part-time workers, and target groups and to conduct campaigns, TV programmes, podcasts and short videos to increase awareness and knowledge among target groups about human trafficking.	National Sub-council on TIP National media outlets NPA International organizations
	Raise awareness of men on labour trafficking risks	1.2 Organize a step by step outreach activity aligned with long-term anti-trafficking action plan for men working in high-risk sectors of labor exploitation, such as agriculture, construction, and mining.	National Sub-council on TIP, NPA, MLSP, IOs
Medium term	2. Involve youth at risk of trafficking in youth employment programmes[154] Improve income-generating opportunities for people migrated to the city, including for unregistered individuals	2.1 Broker part-time employment for students and youth by ensuring the implementation of the Regulation on Student Part-Time Employment approved in June 2020 (Government Resolution No. 228) 2.2 Involve unemployed youth in pilot programmes/ traineeship programmes to gain work experience 2.3 Create vocational training opportunities for people migrated to the city for income-generating activities, regardless of their registration status.	Soum, district, aimag and capital city governors, local self-governing bodies or Citizens Representative Khural (CRKH)[155] Aimag/District Department of Labour and Welfare Service MLSP, Authorities of Family Children and Youth Development (AFCYD) Ministry of Education and Science (MES)

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[154] Ministry of Labour and Social Protection, (Order 1 dated Feb 9 2021)
[155] Law on Administrative and Territorial Units and Their Management of Mongolia states that the management of administrative and territorial units chapter one, local functions articles 19-26; Article 8 of the Law on State Inspection, powers of Aimag, Capital City, Soum, District, Bag and Khoroo Governors; Article 137.4 of the Labor Law states that governors at all levels shall exercise labor management within the scope of their authority.

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Long term	3. Enrich general education curricula with human trafficking content	3.1 Incorporate the topic of human trafficking into the curriculum on social studies (basic concepts, examples) 3.2 Enrich the core curriculum of universities (Human Rights, Social Work, Sociology, Psychology) with human trafficking content.	MES Aimag/District Department of Education International organizations NGOs
	4. Ensure that psychologists and counselling centres are equipped with knowledge and skills to assist victims of trafficking and identify and address the psychological factors assiociated with vulnerability to trafficking.	4.1 Organize specialized trainings to psychologists and counselling centres to equip them with knowledge and skills to provide assistance to VoTs and encourage their partnership with secondary schools as well as NGOs assisting VoTs.	MES

Vulnerability and resilience factors at the household/family level:
1. Family/household members are more vulnerable to human trafficking if the family atmosphere is not optimal or the family/household has a history of domestic violence, exploitation and abuse.
2. Planned family migration seems to be a protective factor from human trafficking as the vulnerability of a household/ family increases if one member of the household migrates for long periods of time for work or study, leaving the family behind.
3. A poor household financial situation increases the vulnerability to human trafficking for family members, but a good financial situation does not have a protective effect per se.

Short term	1. Reduce the vulnerability of households with family members who migrated	1.1 Organize awareness-raising activities on the risks connected to leaving children/family members behind 1.2 Organize community free-care activities for left-behind children.	Local administration units/ Khoroos, international organizations MES International organizations
Medium term	2. Combat domestic violence as a means to reduce vulnerability to human trafficking	2.1 By acknowledging the link between human trafficking and domestic violence, provide information on the prevention of domestic violence (physical, emotional, sexual, and economic) and provide victims with information on where and whom to address, through media and social media.	MES, NCLE, AFCYD, National Sub-council on TIP, Aimag/District Lifelong Education Centre (nine districts, 21 aimags)
Long term	3. Provide counseling, psychosocial and support services for target children and families, including unregistered families with limited access to social services.	3.1 To provide counselling and assistance, to organize training, research and information activities, to provide specialized human resources, and to earmark the necessary expenses for services in the annual State budget for families with domestic violence and low incomes, as well as unregistered families with limited access to social services.	MLSP AFCYD NGOs

Vulnerability and resilience factors at the community level:			
1. Lack of employment opportunities in the community increases the risk of people migrating for employment and becoming victims of human trafficking (COVID-19 pandemic disrupted businesses and many people lost their jobs). 2. People who live in crime-impacted areas are more vulnerable to human trafficking compared to those who live in peaceful environments, free from crime and violence. 3. Inadequate access to health, education and financial services in communities increases the vulnerability of individuals to human trafficking.			

Short term	1. Increase employment in the community	1.1 Conduct local labour market assessments to understand employment conditions, including which jobs are available or likely to become available in the community and which skills are needed to perform such jobs, and how many people in the community are available and interested in taking up these jobs 1.2 Organize trainings in cooperation with technical and vocational education institutions to employ more local people in enterprises and organizations operating in their territory and provide necessary skills in the workplace.	Soum, district, aimag and capital city governors, CRKH MLSP Business entities Technical and vocational education institutions
	2. Effective implementation of the COVID-19 pandemic recovery programme for business entities	2.1 Promptly organize unsecured, interest-free, repayable financial support and non-financial support for production, services to revitalize their activities, support initiatives to create, maintain and protect jobs, and increase the income of target group individuals.	Soum, district, aimag and capital city governors, CRKH MLSP Aimag/District Departments of Labour and Welfare Service
Medium term	3. Improve the quality and accessibility of social services for target groups	3.1 Conduct surveys of people unable to access medical care, identify needs, provide necessary care, increase awareness of human trafficking among health professionals to prevent professional misconduct, and ensure patient and hospital safety. 3.2 Organize activities to increase awareness of target groups about financial products, how to select the right financial products for specific needs, prevent financial fraud, create savings, reduce debt. Ministry of Health	All levels of hospitals and medical centres (specialized hospitals, central and regional diagnostic and treatment centres, health centres, soum hospitals, bag/khoroo family health centres etc.) Ministry of Finance Financial Regulatory Commission Commercial banks
Long term	4. Create a safe environment for individuals to work and live based on the communities' active participation	4.1 Identify local crime zones, provide information to individuals through a variety of sources, conduct inspections, identify factors that contribute to crimes, and take measures to reduce them. 4.2 Increase individuals' participation in investment and projects, implemented by the Local Development Fund and create a safe and favourable environment based on communities feedback (lighting, infrastructure) 4.3 Improve the effectiveness of locally-implemented projects and programmes	National Sub-council on TIP, MoJHA NPA Ministry of Finance Local Development Fund Ministry of Finance International organizations NGOs

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Vulnerability and resilience factors at the structural level:
1. At the operational level, cooperation among stakeholders in combatting human trafficking is encouraging, but at the policy level there is a lack of coordination between vision and action.
2. There is a significant discrepancy between the number of cases registered with the police and number resolved by the courts.
3. There is evidence that labour trafficking is also prominent in Mongolia, but there is insufficient identification, prosecution.
4. Men are also prone to becoming human trafficking victims, but there are no such cases officially opened by the police.
5. Ulaanbaatar city, Umnugobi, Dornogobi and Dornod Aimags register high human trafficking trends, but counter-trafficking efforts seem to be more concentrated in Ulaanbaatar city.
6. Victims' access to legal assistance during investigations is insufficient.
7. There is an urgent need to adopt a "Legal Aid Procedure" for victims of human trafficking and to establish a methodology for estimating the emotional damage caused to victims.
8. Regional cooperation for combatting human trafficking is limited to human resource development training and advocacy work.

Short term	1. Understand current labour trafficking trends and conditions	1.1 Conduct specialized research/surveillance on labour trafficking in Mongolia to capture trends and patterns in different sectors. 1.2 Organize advocacy activities such as anti-trafficking campaigns, events, discussions involving law enforcement agencies to raise awareness on men's human trafficking risks.	National Sub-council on TIP, MoJHA, labour inspections, research institutes and IOs NGOs.
	2. Expand the Anti-Trafficking Sub-Council and improve its members cooperation/ partnership	2.1 Improve the functionality of the Specialized Inspection Agency, as specified in Article 5.9 of the Law on Combating TIP, within the scope of its authority, to monitor whether employees of business entities and organizations are forced to work or are kept in conditions similar to forced labour, slavery and servitude. Also, to update standards and checklists for inspections based on analysing cases of labor exploiatation if necessary. 2.2 Facilitate cooperation, also through joint capacity building, between the government organizations such as Immigration Agency, Department of Labour, Welfare and Services, Police and the General Agency for Specialized Inspection in detecting labour exploitation and create opportunities for the exchange of data, information, research, electronic information systems, and joint inspections. 2.3 Clarify stakeholder roles and responsibilities. In particular, focus on improving the implementation of the health and education sector's anti-trafficking measures; 2.4 Increase staffing of the Unit for Combating TIP of the Organized Crime Division, and support to increase the number of local detectives, in particular in the most vulnerable areas,including Dornogobi and Umnugobi Aimags. 2.5 Consider establishing an independent structure and/or a specialist in each National Sub-council on TIP agency tasked with counter-trafficking work. 2.6 Consider developing procedures for identifying and returning victims of human trafficking abroad to improve coordination and ensure quicker and safer voluntary return processes. 2.7 Increase information exchanges and coordination between government and NGOs, including through establishment of informal mechanisms of communication.	National Sub-council on TIP, MoJHA General Agency for Specialized Inspection

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		2.8 Include a representative of the Cell and Organ Transplantation Coordination Office in the Sub-Council for Combating and Preventing TIP.	
	3. Capacity building of law enforcement, prosecutors, judicial officials, lawyers, consular staff and service providers	3.1 Organize regular trainings for law enforcement, prosecutors and judges using the "Methodology for conducting a victim-centred investigation" already introduced in the practice of criminal prosecutions and in compliance with international best practices. 3.2 Conduct a legal analysis to identify barriers to investigation, prosecution and sentencing of labour trafficking cases leading to low conviction rates and develop investigation, prosecution and sentencing strategies and guidelines. 3.3 Conduct capacity-building activities and prepare trainers based on standardized human trafficking training curricula for law enforcement agencies, prosecutors and judges on identification and investigations and criminalization of labour trafficking cases based on evidenced-based strategies. 3.4 Conduct capacity-building activities and prepare trainers for labour inspectors and immigration authorities engaged in walk-in inspections to increase prevention and detection of human trafficking risks at workplaces. 3.5 Facilitate the creation of a roster of pro-bono lawyers and build their capacity to assist victims of trafficking free-of-charge, including for cases of labour trafficking. 3.6 Improve the content of the curriculum on human trafficking to law students at universities and colleges and consider providing training opportunities on human trafficking for this group. 3.7 To prepare and train teachers for governmental and non-government employees in the field of detection and identification of other types of human trafficking, such as trafficking for labour exploitation, brokered marriage, and organ trafficking. 3.8 Organize joint trainings on transnational investigations involving law enforcement, prosecutors, judicial officials and their peers from neighbouring countries. 3.9 Conduct regular capacity-building activities for service providers, including psychological counseling and treatment services, and increase the number of specialized personnel, train staff of protection shelters and one-stop service centres to work with victims of human trafficking. 3.10 Provide training for Mongolian diplomatic and consular staff and honorary consuls to Southeast Asian countries on identification, referral and assistance to victims of human trafficking.	National Sub-council on TIP, MoJHA MEDS MoFA General Council of the Judiciary Prosecutor General's Office University of Internal Affairs Other law universities and colleges

Medium term	4. Update information on transnational crimes, especially on human trafficking routes and new trends, on an annual basis.	4.1 Conduct a detailed criminological study of current human trafficking trends by types of human trafficking, in cooperation with the police, judiciary, intelligence, and border control services	NPA, General Department for Labour and Welfare, Immigration Agency
		4.2 Update information on the causes, conditions, vulnerable locations, and routes of human trafficking on an annual basis, plan measures to combat and prevent this type of crime, present them to the National Sub-Council on TIP for specific decisions	NPA Crime Police Department
		4.3 Establish and regularly populate a unified database on human trafficking cases identified by cross-matching the data from police, border, and service providers, and to pay special attention to ensuring the security of victims' personal information;	National Sub-council on TIP, MoJHA Service providers Prosecutor General's Office, NPA National Sub-council on TIP, MoJHA NPA Service providers
	5. Provide integrated management on activities focused on combatting and preventing human trafficking	5.1 Organize advocacy activities on other types of human trafficking, such as trafficking for labour exploitation, child trafficking, brokered marriage, organ trafficking campaigns, events, discussions, and trainings at all levels of society using group-specific methods and techniques (including young women, men and potential victims of labour exploitation).	National Sub-council on TIP, MoJHA NPA BPA Service providers Media
		5.2 Implement prevention activities with a unified policy based on information on vulnerable locations, directions and routes.	
		5.3 Improve oversight of personal services, food, entertainment and accommodation sectors disseminate prevention information on the risks of human trafficking.	
		5.4 Print and distribute awareness-raising materials to prevent human trafficking at border crossing points.	
	6. Earmark stable expenditure in the State budget for assistance to victims of human trafficking	6.1 Explore possibilities to allocate budget to service providers, including NGOs, depending on victims' needs (including shelters for male victims) and based on capacities of service providers.	National Sub-council on TIP, MoJHA, Ministry of Finance National Sub-council on TIP, MoJHA, NPA
		6.2 Establish specialized shelters that meet service standards. For convenience, to create a separate shelter for male victims and minors. To develop services and service methods, standards that align with international standards and methodology.	
		6.3 Include resources or consider financing One-Stop Service Centres to expand operations to assist victims of trafficking, including through additional training opportunities and resources.	
		6.4 Improve services for victims in areas prone human trafficking risks, including border areas.	

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| Long term | 7. Improving the legal environment related to human trafficking | Make the following amendments to the Criminal Code:

7.1 Amend the Criminal Code to clarify the legalization of different types of human trafficking as an independent crime to ensure no doubt arises in the criminal proceedings.

7.2 Align the definition of 'victim' in the Criminal Procedure Code and in the Law on Victims and Witness Protection with the definition of the Law on Combating TIP, based on a victim-centred approach.

7.3 The Law on Combating TIP should clearly define who will provide basic (primary) services to victims, and clarify the roles and responsibilities of each stakeholders

7.4 Article 17, the Law on Combating TIP stipulates that a person or legal entity that violates this law shall be held liable under the Criminal Code or the Law on Infringement Procedures, but the Law on Infringement Procedures does not include references to the TIP law. Therefore, Chapter 6 of the Law on Law on Infringement Procedures should be supplemented with an independent crime related to the Law on Combating TIP and a regulation should be established to hold offenders accountable under the law.

7.5 Urgently develop and approve a methodology for estimating the emotional damage caused to the victims set forth in Article 15 of the Law on Combating TIP

7.6 To incorporate the right of state labor inspectors to conduct unannounced inspections of enterprises and workplaces in the Law on State Inspection and related regulations in accordance with Article 162.2.1 of the Labor Law amendment

7.7 Review the legal definition of forced labour/labour exploitation to reduce possible misinterpretations and legal conflicts.

7.8 In connection with the adoption of the revised version of the Law on Donors on 19 January 2018 the word "cells" should be added to the words "removal of organs and tissues" of Article 13.1 of the Criminal Code.

7.9 Develop procedures for the provision of legal assistance to victims free-of-charge.

7.10 To collaborate and conduct research on acceding to international treaties and conventions aimed at improving the legal environment. For example, work together to harmonize national legislation to ensure the implementation of The Hague Convention on the Civil Aspects of International Child Abduction. | National Sub-council on TIP, MoJHA
National Committee for Human Rights
National Committee on Gender Equality |
| | 8. Strengthen regional cooperation | 8.1 Cooperate and support improvement of international and regional cooperation in the fight against human trafficking.

8.2 Conduct advocacy activities based on citizenship participation for the implementation of recommendations of international organizations on combating human trafficking in Mongolia. | MoFA
National Sub-council on TIP, MoJHA |

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	9.Conclude agreements on mutual legal assistance with certain countries	9.1 Conclude agreements on mutual legal assistance in criminal matters with Norway, Sweden, Belgium, Cambodia, Germany, Hong Kong SAR China, Japan, Malaysia, the Philippines and United States, which are human trafficking destinations from Mongolia. 9.2 Manage the repatriation of victims of human trafficking and ensure intersectoral coordination;	MoFA, National Sub-council on TIP, MoJHA
	10. Address the vulnerability of unregistered internal migrants	10.1 Consider implementing longer-term solutions to effectively manage internal migration, in compliance with the findings of other target studies, including the IOM 'Research Study on Assessing the Effectiveness of Migration Restrictions in Ulaanbaatar City and Migrants' Vulnerability'. 10.2 Reduce the vulnerability of unregistered migrants, direct khoroo-level monitoring, training and connection to services for these citizens, to implement a resettlement program, and to improve neighborly relations.	Municipality of Ulaanbaatar City, Governors' Offices at provincial and district levels

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Database (NSO)

2019-2020	National Statistics Office of Mongolia (NSO) Official website. Available from: www.1212.mn
	Population and Household database, NSO, 2019-2020. Available at: Хүн ам (1212.mn)
	Level of adult literacy. Available at: http://1212.mn/tables.aspx?TBL_ID=DT_NSO_0400_068V1
2010	Population and Housing Census of Mongolia". Data recorded in Brian J. Grim et al. *Yearbook of International Religious Demography* 2014. BRILL, 2014. p. 152
2019	*Mongolia Poverty Update 2019 Report,* NSO, World Bank,
2020	Official information from Crime Police Department National Police Agency, 26 August 2020
2020	*"Domestic Violence" Statistical Survey, NSO, National Police Agency,*
2020	*"Current situation of education statistics in Mongolia",* NSO

International legislations

1930	ILO Convention No. 29 on Forced Labour
2005	Basic Principles and Guidelines on the Right to a Remedy and Reparation for Victims of Gross Violations of International Human Rights Law and Serious Violations of International Humanitarian Law, Adopted and proclaimed by General Assembly resolution 60/147 of 16 December 2005. Available at: OHCHR	Basic Principles and Guidelines on the Right to a Remedy and Reparation

National legislations

2006	*"National Legal Assistance Programme for Insolved Citizens"* Resolution No.236
2013	*Regulation on providing services to victims of human trafficking,* Order A / 91 of the Minister of Foreign Affairs
2013	*Order No. A / 91 of 2013 of the Minister of Foreign Affairs*
2013	*Regulation on providing psychological rehabilitation services to victims of human trafficking, Order No. 462 of the Minister of Health.*
2013	*Regulation on providing employment and vocational training services to victims of human trafficking,* Order No. A / 142 of the Minister of Labour.
2014	Order No. A / 114 of 2014 of the Minister of Justice
2014	Order No. A / 112 of 2014 of the Minister of Justice
2014	Order No. A / 113 of 2014 of the Minister of Justice
2014	Joint Order No. A / 356 and A / 182 of 2014 of the Minister of Health and the Minister of Justice
2015	Order No. A / 135 of the Minister of Labour of 2015
2015	*National Programme for Protection and Assistance of Witness and Victims,* Resolution No.346.
2016	Government Resolution No.204

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2016	Introduction of the revised draft of the Donor Law
2017	*Nation Anti-Trafficking Programme,* Government Resolution No.48,
2019	*General requirements for social services for victims of trafficking in persons (MNS 6418:2013),* by the Mongolian Agency for Standard and Metrology.
2020	*Police Service Development Programme,* Annex to the Government Resolution No.141
2020	Official letter No.9 / 5472 of The Prosecutor General's Office of Mongolia
2012	State Information, compilation, No.7
2019	State Information, compilation, No.42

Research works

	Materials of the criminal case kept in the Central Archive of Criminal Cases
	3Ps: Prosecution, Protection and Prevention, US State Department. Available at: <u>https://www.state.gov/3ps-prosecution-protection-and-prevention/</u>
2007	*IOM Handbook on Direct Assistance for Victims of Trafficking. IOM, UNICEF, MGEC NGO, Ulaanbaatar.*
2007	*Trafficking in Persons; A Case study, National Legal Institute, Ulaanbaatar.*
2008	*Incidence of Trafficking in Persons and Prostitution at Mine Sites in Mongolia,* The Asia Foundation, Mongolia. Available at: <u>All publications	The Asia Foundation</u>
2010	*Mapping of the Trafficking in Mongolia Report,* B. Batzorig.
2010	*Mapping of the Trafficking in Persons in Mongolia,* MGEC NGO, Ulaanbaatar.
2010	*Survey on sex workers and sexually exploited children,* ILO and NSO, Ulaanbaatar.
2014	*Gender equality in Mongolia: A brief assessment of the situation and a documentary study,* SDC and IRIM, Ulaanbaatar.
2016	*Assessment report of the current state of implementation of any regulations to ensure the participation of citizens in decision making by government institutions and local government agencies as reflected in the current laws and relevant administrative norms in Mongolia,* Office of President of Mongolia and SDC
2017	*Mining-related in-migration and the impact on children in Mongolia,* UNICEF, Ulaanbaatar.
2017	*United Nations Development Assistance Framework 2017-2021,* UN, Mongolia
2017	*Comparison of Mongolian Legislation and Training Manuals on the Use of Victim-Centered Methods in Combating Trafficking in Persons, and Capacity Building Assessment Report,* MoJHA, TAF, MGEC, Ulaanbaatar
2018	*Fiscal Space for Growth, The Role of Public Investment Spending Efficiency,* Mongolia Economic Update, Mongolia.
2018	*Mongolia: Internal Migration Study,* IOM, Ulaanbaatar. Available at: <u>mongolia_internal_migration_study.pdf (iom.int)</u>
2018	*Poverty rate in Mongolia, World Bank. Available at:* <u>https://www.worldbank.org/mn/news/press-release/2019/06/21/mongolias-2018-poverty-rate-estimated-at-284-percent</u>
2018	*Poverty Profile Report,* World Bank, NSO
2018	*Global report on trafficking in persons,* UNDOC, New York. Available at: <u>GLOTiP_2018_BOOK_web_small.pdf (unodc.org)</u>

2018	*Handbook on Victim Centered Investigation and Prosecution of Trafficking Victims*, MoJHA, U.S State Department Mongolia, The Asia Foundation, Law Enforcement University of Mongolia, Ulaanbaatar.
2018	*Urban Migrant Vulnerability Assessment*, IOM.
2019	*Evaluation of Inclusive Basic Education in the UNICEF Country Programmes 2012-2016 and 2017-2021*, UNICEF
2019	*Human Development Report*, UNDP
2019	Mongolia *"Evaluation of Inclusive Basic Education in the UNICEF Country Programmes"* 2012-2016 and 2017-2021. Available at: 2019 Mongolia: Evaluation of Inclusive Basic Education in the UNICEF Country Programmes 2012-2016 and 2017-2021	UNICEF Global Development Commons
2019	*Report on the Mid-term evaluation of the implementation of the National Anti-Trafficking Programme*, MoJHA, SICA LLC. Ulaanbaatar.
2019	*Regular review, discussion and information sheet on the human rights situation*, UPR, Mongolia. Available at: http://www.upr-mongolia.mn/images/xupld/201910/Humantrafficking_UPR.pdf
2019	*"Transit Surveillance" project report*, Unbound Mongolia NGO, Mongolia
2019	*Trafficking in Persons Report*, U.S State Department, Mongolia. Available at: https://mn.usembassy.gov/our-relationship/official-reports/2019-trafficking-persons-report/
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2019	*Risk of Prostitution and Sexual exploitation: Research report*, MGEC NGO, MoJHA, Ulaanbaatar.
2019	*IOM Handbook on Protection and Assistance for Migrants Vulnerable to Violence, Exploitation and Abuse*. IOM, Geneva. Available at: https://publications.iom.int/books/iom-handbook-migrants-vulnerable-violence-exploitation-and-abuse.
2020	*Counting the uncounted – How the Mongolian nomadic survey is leaving no one behind*, World Bank, Mongolia. Available at: Counting the uncounted – How the Mongolian nomadic survey is leaving no one behind (worldbank.org)
2020	*Trafficking in Persons Report*, U.S State Department, Mongolia
2020	IOM Key Migration Terms section. Available at: www.iom.int/key-migration-terms.

Glossary

	Terms	Explanation
1.	Trafficking in persons	Article 3.1.1, the Law on Combatting Trafficking in Persons of Mongolia defines the crime of trafficking in persons as "the use of force or the use of force for the purpose of prostitution, other forms of sexual exploitation, violence, slavery, similar conditions, illegal forced labour, and exploitation of cells and organs. Illegal acts of recruitment, transportation, concealment, transfer or receipt of a person by threat, theft, fraud, deception, abuse of power, taking advantage of his/her vulnerability, as well as payment or bribery in order to obtain the consent of another person". This provision was added according to the law amendment, dated January 19, 2018.
2.	Advocacy	Article 6.1.1, the Law on Advocacy of Mongolia defines "legal assistance and services provided by an advocate in order to protect the rights, freedoms and legitimate interests of clients" as an advocacy activity.
3.	Aimag	The first-level administrative division of Mongolia down from central government. The term is often translated as "province". The country currently has 21 aimags. An aimag is further divided into "soums".
4.	At-risk individuals	People who have met the criteria (Annex 2. Screening tool) for determining whether they have been or are likely to be victims of human trafficking, such as sexual exploitation, labour exploitation, or organ trafficking.
5.	Bag	The smallest administrative unit in Mongolia, following the soum.
6.	Banking and financial services	Services such as savings, loans, cards, e-banking services, foreign payments, insurance, guarantees, safekeeping, stocks, bonds, investments, currency trading, and collateral.
7.	Crime and violations prevention	According to Article 3.1, the Law on Prevention of Crime and Violations of Mongolia (revised version 2019): "A set of economic, social, legal and other organizational measures aimed at identifying and eliminating the causes, conditions and factors influencing the commission of crimes and violations based on the study of information on crimes and violations."
8.	Determinants of Migrant Vulnerability (DoMV)	The Determinants of Migrant Vulnerability was developed by IOM to identify, protect and assist migrants who have experienced or are vulnerable to violence, exploitation, and abuse before, during or after migrating, and to guide the development and implementation of interventions to reduce such vulnerability. The DoMV considers risk factors (which contribute to vulnerability) and protective factors (which improve capabilities to avoid, cope with or recover from harm), and the way that the two interact, based on four dimensions: individual factors, household and family factors, community factors and structural factors.
9.	Domestic Violence	According to Article 5.1.1, the Law on Combating Domestic Violence of Mongolia (revised version 2016), the term refers to acts or non-acts that cause emotional distress, violation of economic and sexual freedom, or physical abuse by a family member specified in Article 3[1] of this law.
10.	Dzud	A summer drought followed by a severe winter, generally causing serious loss of livestock.
11.	Exploitation	Unfair treatment of a person for someone else's benefit (IOM: 2020).
12.	Forced labour	Article 13.13 of the Criminal Code of Mongolia (revised) states that forced labour shall mean: "Unpaid work compelled by violence or threat to use violence, imposition of detrimental conditions or exploiting wealth, health, disability, unfavourable family environment and other living difficulties shall be considered as forced labour".
13.	Ger	A traditional Mongolian dwelling.
14.	History of migration	Information on where one moved to from where.

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15.	Human Trafficking Index (HTI)	Quantitative indicators of susceptibility to human trafficking. If an individual has been exposed to the corresponding means of HTI at least once, the value of 1 was given and if the person has not been exposed to any such act, the value of 0 is given.
16.	Illegal acquisition of blood, tissue or organs/organ trafficking	Article 3.1.1, the Law on Donors of Mongolia (revised version) defines "human organs, parts of organs, cells and compound tissues" as human cells, tissues and organs, and the Criminal Code of Mongolia (revised version) contains provisions on the crime of illegal acquisition of human blood and organs.
17.	Internal migration	Movement of persons within a State (or country) involving the establishment of a new temporary or permanent residence. Internal migration movements may be temporary or permanent and include those who have been displaced from their habitual place of residence, as in the case of internally displaced persons, and those who decide to move to a new place of residence, as in the case of rural-to-urban migration. The term covers both nationals and non-nationals moving within a State, provided that they move away from their place of habitual residence. (IOM, 2020a)
18.	Khoroo	An administrative division of Ulaanbaatar, the capital of Mongolia. The term is often translated as "subdistrict" or "microdistrict".
19.	Migration	The movement of individuals or groups of persons from some areas to other ones throughout the world, either across international borders, or within a State.[156] Migration encompasses any type of movement of people, whatever its length, composition and causes. It includes migration of refugees, displaced persons, economic migrants and persons moving for other purposes, including family reunification. Migration is also linked to exploitation and crime, such as in the case of trafficking in human beings. People can move orderly, in compliance with the laws and regulations governing exit of the country of origin and travel, transit and entry into the destination or host country; or can move irregularly, outside the regulatory norms of the sending, transit and receiving countries.
20.	Part-time workers	A worker whose employment and employment contracts are governed by the Labour and Civil Code of Mongolia, but the working hours per week are less than statutory eight working hours, and the employer and the employee are responsible for paying taxes and social security contributions.
21.	Person with disability	According to Article 4.1.1, the Law on the Rights of Persons with Disabilities of Mongolia: "A person with a disability is a person whose physical, mental, emotional, and sensory impairments are combined with other environmental barriers and whose ability to participate fully and effectively in social life is limited".
22.	Prosecution procedure	According to Article 4.1 of the Civil Procedure Code of Mongolia: "Prosecution shall take place based on the principle of equality without discrimination against one's nationality, ethnicity, language, race, age, sex, social origin, status, wealth, occupation, position, religion, opinion, education or other status, or property and legal status".
23.	Protective factors	Factors reducing an individual's score on the Human Trafficking Index (HTI). According to the HTI calculation, the vulnerability of each individual to human trafficking was quantified on a scale of 0-1. Zero indicates no risk at all, while one represents risk or exposure to any element of human trafficking. The main function of quantitative analysis is to analyze the effect of dependent variables/factors related to this index value. Protective factors are the dependent variables (such as age, gender) positively influencing the individual index (namely, reducing an individual's HTI score) and resulting statistically significant.

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[156] Adapted from: IOM, 2019.

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24.	Purpose of migration	Factors influencing migration. Citizens migrate for a variety of purposes, including studying, working, improving their economic and living conditions, seeking quality social services, and supporting family members.
25.	Registration	The process of enlisting in the Civil State Registration Database under an individual's residential address, in accordance with the Mongolian Law on Civil Registration. (Mongolia, Government House, 2018)
26.	Reintegration	Inclusion of a trafficked person into the social structures of his/her country of origin upon return, creating a circle of contacts (friends, relatives, neighbours), as well as participation in the structures of civil society (associations, mutual assistance groups) and economic life of the region.
27.	Risk factors	Factors increasing an individual's score on the Human Trafficking Index (HTI). Risk factors are the dependent variables (such as age, gender) negatively influencing the individual index (namely, increasing an individual's HTI score) and resulting statistically significant.
28.	Seasonal migrant worker	A migrant worker whose work, or migration for employment is by its character dependent on seasonal conditions and is performed only during part of the year.[157]
29.	Service provider	A government or non-governmental organization (NGO) that has the capacity, goodwill, qualifications and authorization to provide a set of services for social, psychological, medical, psychological-pedagogical, shelter and legal support, as the basis for social adaptation, rehabilitation, return and reintegration of a trafficked person.
30.	Sexual exploitation	Article 12.3 of Criminal code of Mongolia (revised) states that: "Compelling a person to have sexual intercourse with others by use of violence or threat to use violence, or by exploiting a person's dependence on property, official position or other condition without restricting travel rights shall be considered as sexual exploitation".
31.	Sexual minority	A person is a minority in terms of his or her sexual orientation and gender identity and expression. LGBTQI + is an abbreviation of the international term for sexual minorities.
32.	Social services	Activities that provide support and services to households and citizens with the participation of the government, citizens, businesses, governmental and non-governmental organizations. The study considered education, health, social welfare, protection, and financial services as social services.
33.	Soum	Third level administrative division in a rural area of Mongolia. Each aimag is divided into soums. The average population of a soum is up to 5,000 people.
34.	Sources of income	Household income includes income received for work performed or from the sale of products and services to customers (salaries, pensions, household income from production and services, income from owned farms).
35.	Statistical significance	Statistical significance refers to the claim that a result from data generated by testing or experimentation is not likely to occur randomly or by chance, but is instead likely to be attributable to a specific cause. It is calculated using a p-value, which tells the probability of the result being observed, given that a certain statement (the null hypothesis) is true.
36.	Student	An individual who has completed basic and secondary education and is currently studying for a degree or qualification in vocational training, college or university.
37.	Trafficked child	Any person younger than 18 years who is recruited, transported, transferred, harboured or received for the purpose of exploitation, either within or outside a country, even if no element of coercion, deception, abuse of authority or any other form of abuse is used (Haldorsson et al, 1997).
38.	Unregistered migrant	An individual that participated or was involved in rural-to-urban migration in the past six years and is not officially registered as a permanent resident in any of the target survey areas.

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[157] IOM Glossary on Migration, 2019 (https://publications.iom.int/system/files/pdf/iml_34_glossary.pdf)

39.	Victim of trafficking	A person against whom a human trafficking offense is committed under Mongolian Law. Article 3.1.2 of the Law on Combating Trafficking in Persons of Mongolia defines a victim as "a person whose rights, freedoms and interests have been violated as a result of human trafficking, regardless of whether a criminal case has been initiated or identified as a victim in accordance with the Criminal Procedure Code".
40.	Vulnerable migrant	A migrant or group of migrants exposed to or with experience of violence, exploitation or abuse within a migration context and with limited capability to avoid, resist, cope or recover, as a result of the unique interaction of individual, household/family, community and structural characteristics and conditions. The term "migrant" does not refer to refugees, asylum-seekers or stateless persons, for whom specific protection regimes exist under international law. But, it may refer to victims of trafficking in persons and smuggled migrants, who also benefit from specific protection regimes under international and national law. Any use of the term "vulnerable migrant" in this document refers to a "migrant vulnerable to violence, exploitation or abuse". IOM Handbook on Migrant's Vulnerability, 2019.

| Annex 1. Terms of Reference

CALL FOR PROPOSALS

Baseline assessment into the causes, dynamics, vulnerability and resilience levels to trafficking in Mongolia

The International Organization for Migration (IOM) invites proposals for a baseline assessment into the underlying causes, dynamics, vulnerability and resilience levels to trafficking in Mongolia. Interested research centres and non-governmental organizations must submit a profile and a Research Proposal in accordance with the guidance provided in this Call for Proposals.

1. Research description

This baseline assessment will look into the underlying causes, dynamics, vulnerability and resilience levels to trafficking in Mongolia to produce policy and programme recommendations for the government and NGOs. Linkages between internal migration and TIP will be further assessed to provide a common foundation on which to base prevention and protection activities, filling a significant knowledge gap on trafficking in persons in Mongolia to inform the future counter-trafficking programming[158]. The selected research institution/NGO will conduct the baseline assessment in close coordination with IOM and under IOM technical support. The findings will lead to the publication and dissemination of a report.

2. Research Objective

The baseline assessment will be guided by the following objectives:

- Explore socio-economic, political and other contextual factors that create vulnerability and resilience to human trafficking in Mongolia, using the IOM Determinants of Vulnerability model[159];

- Identify priority programmes and policy interventions that may be effective in combating external and internal trafficking for forced labour and sexual exploitation;

- Outline TIP routes, trends and patterns within and outside Mongolia;

- Explore the support needs of people who have experienced trafficking from and within Mongolia.

- Identify specific needs of vulnerable groups including female VoTs and children.

2. Research questions

In pursue of the above objectives, the baseline assessment will seek to answer to the following questions:

- Why people in Mongolia are vulnerable to human trafficking?

- Based on the IOMs Determinants of Vulnerability model, how its risk and protective factors across the four different levels work in the context of cases of human trafficking in Mongolia?

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[158] The last initiative to generate trafficking related data was conducted under MoJHA in 2018. However, the poor quality of surveys focused on basic knowledge on human trafficking did not bring any added value to counter-trafficking initiatives in the country.

[159] The determinants of migrant vulnerability model was developed to identify, protect and assist migrants who have experienced or are vulnerable to violence, exploitation and abuse before, during or after migrating, and to guide the development and implementation of interventions to reduce such vulnerability. It considers both risk factors (which contribute to vulnerability) and protective factors (which improve capabilities to avoid, cope with or recover from harm), and the way that the two interact, based on 4 dimensions: individual factors, household and family factors, community factors and structural factors. This model is similar to the ecological model developed by Urie Bronfenbrenner in The Ecology of Human Development (Harvard University Press, 1979).

- How VoTs are trafficked from and to Mongolia? What are the main trafficking routes and patterns?

- What kind of assistance is required by people who have experienced trafficking within Mongolia or have returned from abroad after a trafficking experience?

- What are the gaps, areas of intervention and the policies that the government should prioritise for an effective anti-trafficking response?

4. Target regions

The baseline assessment will have to be conducted on 3-4 selected regions particularly prone to the phenomenon of internal and trans-national trafficking of both Mongolian and non-Mongolian nationals. The rationale behind the selection of the designated target regions will have to be clearly justified in the submitted proposal.

5. Methodology

The baseline assessment will have to be based on a sound qualitative approach including semi-structured interviews, questionnaires and focus group discussions with key informants and adults who have experienced human trafficking. Upon coordination with IOM, workshops on vulnerability, resilience and good practice in relation to the IOM Determinants of Vulnerability factors may be facilitated to complement the collection of the data.[160]

The qualitative approach will have to be substantivized by available quantitative data from official trafficking and migration databases and from other data held by accredited sources and research institutions.

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[160] The costs for these workshops will have to be borne by the selected research team and will have to be clearly indicated in the Budget section of the proposal.

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|Annex 2. Screening tool

TARGET GROUP SCREENING QUESTIONNAIRE

INFORMATION PANEL	
A1. Researcher ID: ___ ___	**A2**. Questionnaire number: ___ ___ ___

A3. Respondent's name:
 	
NAME .... ___ ___
	A4. Gender:
	  1. Male
	  2. Female
	  3. Other/Intersexual

A5. Home address:	**A6**. Contact info: Phone number 1: .... Additional contact number 2: ....
A7. Date of interview (year/ month/ day): 2 0 2 0 /__ __ / __ __	**A8**. Time of the interview started:	TIME : MINUTE __ __ : __ __

Please answer the following questions based on your past employment experiences

1.	Have you ever been offered a job by someone?	1. Yes (This question is not considered as a indicator) 2. No	
2.	Did you conclude any contract to do that work?	1. Yes 2. No	
3.	Has there been an instance of confiscation or seizure of your documents by the employer?	1. Yes 2. No	
4.	Did the employer require you to do something different from originally agreed upon?	1. Yes 3. No	

5.	Have you ever encountered following situations related to your past or current job?	#		Yes	No
		1	Have you been deceived?	1	2
		2	Have you been threatened?	1	2
		3	Did someone persuade or influence you?	1	2
		4	Has someone used violence?	1	2
		5	Have someone threathened you to use force?	1	2
		6	Or stole you?	1	2

6.	Do you have any debt to your employer or to the person who offered the job?	1. Yes 2. No

7.	Were you free to leave your workplace or residence?	1. Yes 2. No		
8.	Have you ever been harassed or abused while you were working?	1. Yes 2. No		
9.	Have you ever worked overtime without extra pay?	1. Yes 2. No		
10.	Have you ever been offered a job in another region or abroad, while your were in your home country but	1. Yes 2. No		

11.	Do you agree the following conditions if someone offer you?	#		Yes	No
		1	Find you a high-paying job	1	2
		2	Resolve visa issues to go abroad	1	2
		3	Travel expenses will be covered by the agent and then you need to pay with your work	1	2
		4	Become an organ donor	1	2
		5	Marry with a foriegner	1	2

12.	Please choose appropriate features for your family	#		Yes	No
		1	Alcohol or drug dependent	1	2
		2	Family member with disability	1	2
		3	Family violence	1	2
		4	Have a income lower than the subsistence level	1	2
		5	Migrated, but not registered	1	2
		6	Large amount of debts and loans	1	2
		7	Single headed houseold or have many children	1	2

Criteria for identifying individuals at rist of human trafficking:

1. *If answered "Yes" to any of the questions highlighted in gey*

2. *If more than 3 questions in the white section answered "Yes", the second phase of the survey will be initiated, considering that the participant is at risk of being victim of trafficking.*

QUESTIONNAIRE TO DEFINE VULNERABILITY FACTORS

Research Objectives:

The research is commissioned by the United Nation's (UN) International Organization for Migrants (IOM) and implement by the Independent Research Institute of Mongolia (IRIM) and is aimed at DECREASING RISK OF CITIZENS' EXPOSURE TO A CRIME and IDENTIFYING THE MAIN FACTORS THAT AFFECT CITIZENS TO BECOME A CRIME VICTIM.

Guidelines for the survey participants:

A researcher should give information about the survey to the participant and take participant's consent prior to the start of the survey.

Questionnaire takes 35-40 minutes. Our researcher is always ready to ask questions and to give clarifications, so please don't hesitate to ask for a help.

Ensuring confidentiality and voluntary participation:

All information that you provide will be kept confidential in accordance with the Law on Statistics and the Law on Personal Secrecy of Mongolia. The results of the research will not be used for any purpose other than this research. Your personal information, such as your name, age, and gender, will not be included in the survey results. Your answers will be kept confidential, so please give us honest and complete answers.

TO BE FILLED OUT BY THE RESEARCHER

1.	Researcher ID:	
2.	Quessionnaire number: (Screening ID)	
3.	Date (year/month/day)	
4.	Aimag/City	1. Ulaanbaatar 2. Darkhan 3. Umnugobi 4. Dornod
5.	Soum/district	1. Bayanzurkh 2. Songinokhairkhan 3. Darkhan-uul 4. Khanbogd 5. Dalanzadgad 6. Choibalsan

Explanation:
- *Grey highlighted, bold questions- key questions to measure factors*
- *Grey highlighted, non-bold questions-additional questions to measure factors*
- *Non-highlighted, non-bold questions-additional questions to compare main factors with other findings*

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SECTION 1: INDIVIDUAL FACTORS

Please note that in this section, we will ask your personal information and will process all participants' information, so please understand that we will not attribute specific information to you personally.

	1.1. GENEREAL DEMOGRAPHIC CHARACTERISTICS	
1.	**Respondent's gender (biological sex)**	1. Male 2. Female 3. Other
2.	**Age**	_____
3.	**Ethnicity**	1. Khalkh 2. Kazakh 3. Durvud 4. Buryat 5. Other (specify)...............................
4.	**Religion**	1. Buddhism 2. Christian 3. Islam 4. Shamanism 5. Non-religious 6. Other (specify) ....
5.	Marital status	1. Single 2. Married 3. Domestic partnership 4. Divorced/live separately 5. Widow
6.	Do you belong to any of following social community? *(Please select all appropriate answers)*	1. Person with disability 2. Poor/ A person living below the poverty line 3. Single-parent household 4. Recently migrated 5. Sexual minority 6. Non of the above
7.	**Your type of housing**	1. Ger 2. Apartment/Condominum 3. Luxury single-family house 4. Single family house 5. Public accommodation 6. Dormitory 7. Other (Clarify) ....

8.	**Housing property status**	1. Own property
		2. Other's property
		   2.1 Rented
		   2.2 Not rented

1.2. EDUCATION

9.	Education level	1. Not-educated 2. Primary education (1-5 grade) 3. Basic education (6-9 grade) 4. Secondary education (10-12 grade) 5. Vocational education 6. Higher education
10.	Did you complete the last school you attended?	1. Yes 2. No *(Please refer to the section 1.3)*
11.	If not, what reasons influenced to take gap or dropping out of school?	1. Financial difficulties 2. To earn money by working 3. Have no documents/registration 4. Parents and guardians did not allow 5. Have no interest 6. Health reasons 7. Non of the above

1.3. EMPLOYMENT, INCOME, FINANCIAL CAPACITY

12.	**Your employment status** *(If selected answer 1-4 please go to question 13,* *If selected answer 5-7 please go to question 14)*	1. Have a permanent job 2. Have a seasonable work 3. Have a temporary job (part-time work) 4. Herder 5. Unemployed 6. Disabled 7. Student 8. Other (write) ....
13.	If employed, where do you work?	1. Government organization 2. Non-governmental organization 3. Private sector 4. Self-employed 5. International organization
14.	**Your average monthly income**	_____
15.	**Do you currently have any dept owed to any organization or individual?**	1. No 2. Bank 3. Non-bank financial institutions 4. Pawnbroker 5. Individual
16.	How many times (within last 3 years) did you change your job?	1. None *(Please go to question 18)* 2. Once 3. 2-3 times 4. 4-5 times 5. Above 5 times
17.	Why did you change your job?	1. Low salary 2. Poor working conditions 3. Overwork 4. Pressure from the employer 5. Pressure from the co-worker 6. Pressure from family members 7. Far from home 8. Other (write) ....

	1.4. ACCESS TO SERVICE	
18.	**Do you have an ID card and other legal documents?**	1. Yes, I have now 2. Yes, but currently it's somewhere else 3. No, I've lost it 4. No, I do not have
19.	**Are you offically registered at your current residence?**	1. Registered as a permenant resident 2. Registered as a temporary resident 3. Not registered
20.	How long have you been living at your current location?	_____
21.	Do you pay health insurance?	1. Yes 2. No
22.	Do you pay social insurance?	3. Yes 4. No
23.	Do you have a bank account or savings in any bank?	1. Yes 2. No
24.	**Do you have access to services in the following organizations at your current location?**	**# Organization type No Yes** 1 Health care organizations 2 1 2 Educational institutions 2 1 3 Public administration organizations 2 1 4 Banks and financial institutions 2 1
	1.5. MIGRATION RECORD	

25.	**Have you migrated in the last 3 years (for more than 30 days)**	1. Yes,
		  1.1. From province to city
		  1.2. From city to province
		  1.3. Between provinces
		  1.4. Internationally
		2. No *(Please go to question 28)*

26.	**If yes, what was your purpose of migration?**	1. To work 2. To study 3. To get medical care 4. Unable to live in my previous location (natural disaster, conflict) 5. To accompany family members 6. To live in a city 7. Other (write)...
27.	**Did you have clear plans about the migration?** For example: where to work, live and study etc	1. Yes, everything was clear 2. Yes, generally clear 3. Was not clear 4. Migrated without any plan
28.	**Do you have any language(s) and communication barriers while living in your community?**	1. Yes, always 2. Yes, sometimes 3. In few cases 4. No

29.	Where do you want to live?	1. In my current location *(Please go to question 31)* 2. Other than my current location 2.1 In Mongolia, Ulaanbaatar 2.2 In Monoglia , other cities (Darkhan, Erdenet) 2.3 In Mongolia , other region (provinces) 2.4 Abroad
30.	Why do you want to move to other place?	1. To live in a city 2. To work 3. To study 4. To get medical care 5. Impossible to live in my previous location (natural disaster, conflict) 6. Other (write) ....
31.	Have you (within last year) travelled or attempted to travel to another region or abroad?	1. Yes, I do 2. Yes, I attempted 3. No *(Please go to section 1.6)*
32.	**If yes, for what purpose did you you travel/attempt to travel?**	1. To travel 2. To visit parents 3. To visit close relatives 4. To work 5. To explore migration opportunities 6. Other (write) ....
33.	Who influenced on your decision to travel to another region or abroad	1. On my own 2. Parents, siblings 3. Spouse 4. Relatives 5. Friends 6. Acquaintance 7. Agent 8. Other (write) ....
34.	Have you ever been deceived or misled while traveling /attempting to travel to another region or foreign country?	1. Yes 2. No
35.	**Whom did you travel/plan to travel with?**	1. Alone 2. Parents 3. With spouse 4. With children 5. With recruiter or co-worker 6. With friends 7. With relatives 8. Other (write) ....
36.	**How did you pay/intend to pay for your journey?**	1. Myself 2. From acquaitance 3. From recruiter 4. Will borrow from family member 5. Will borrow from friends 6. Will borrow from relatives 7. Other (write) ....

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37.	**Do you speak, read, and write the language(s) of your intended destination?**	1. Yes, very well 2. Yes, so so 3. Yes, little bit 4. No
38.	Have you ever feared that you would be subjected to violence, exploitation, or harassment while traveling in another region or abroad?	1. Yes 2. No 3. Have not thought about it.

1.6. FAMILY SITUATION, PHYSICAL AND MENTAL HEALTH		
39.	**Have you (within the last 3 years) been affected by any of the following situations?** (multiple choices)	1. Divorced 2. Someone close got seriously sick 3. Lost someone close 4. Became sick 5. Owed a debt 6. Unemployed, no income 7. Migrated but not registered 8. Not affected 9. Seriously injured
40.	**Have you been subjected to any form of violence, exploitation or harassment?** (multiple choices) (from family and other people)	1. Yes 2. No 3. Refused to answer *(If choose answer 2,3, please go to question 43)*
41.	If yes, which of the following types you had experienced?	1. Psychological abuse, insult, intimidation and harassment 2. Physically harmful hurting, beating and threatening 3. Forced labour, servitude 4. To trade organ, tissue 5. To prevent you from attending school, 6. To deny medical care 7. To pressure you to misbehavior (smoking, smelling various drugs, drinking alcohol, etc.) 8. To pressure you to commit a crime, to use as an accomplice
42.	Please measure the violence rate by yourself?	1. Very serious 2. Serious 3. Average 4. Light 5. Do not know
43.	How do you describe (within last 3 months) your general psychological condition?	1. Calm, no worries 2. Stressed, angry and frustrated 3. Worried 4. Depressed 5. Frightened 6. Have no self-confidence, and inactivity 7. Can not describe
44.	Are you satisfied with your current life?	1. Very satisfied 2. Satisfied 3. Average 4. Unsatisfied

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1.7. SOCIAL COMMUNICATION AND NETWORK

			Very well	Generally	Rare	Never
45.	Do you access service to the following public organization? How much contact do you have with them?	Khoroo	4	3	2	1
		Family health center	4	3	2	1
		School	4	3	2	1
		Police	4	3	2	1
		Neighbour community	4	3	2	1
		NGOs	4	3	2	1
		Voluntary organization	4	3	2	1
		Facebook group	4	3	2	1
		Development center, training circle	4	3	2	1
		Other (write)	4	3	2	1

1.8. AWARENESS ABOUT HUMAN TRAFFICKING

46.	Do you know about human trafficking and its types?	1. Very well 2. Generally 3. Lack of information 4. Do not know *(Please go to question 50)*
47.	From where and what sources did you get the information about human trafficking?	1. Television, radio 2. Public information board 3. Social network (internet, facebook etc) 4. Family members 5. Friends 6. Relatives
48.	How knowledgeable are you to protect yourself from a dangerous situation?	1. Very well 2. Good 3. Average 4. Insufficient 5. Do not know
49.	Do you know of anyone who has been or almost fallen a victim of human trafficking?	1. Yes 2. No 3. Do not know *(if chose answer 2,3, please go to next section)*
50.	If yes, what relation do you have with that person?	1. Family 2. Relatives 3. Friends 4. Acquaitances 5. Other

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1.	SOCIODEMOGRAPIC INFORMATION	
51.	**Sexual orientation**	1. Heterosexual 2. Homosexual 3. Bisexual 6. Asexual
52.	**Gender identity**	2. Was born as a man, still feels like a man 3. Was born as a woman still feels like a woman 7. Gender feelings had changed

SECTION 2: FAMILY/HOUSEHOLD FACTORS

1.	Number of family members *(Currently, how many people do you live with (counting yourself)?*	☐ ☐
2.	Number of children under the age of 18 that you live with	☐ ☐
3.	Who do you live with? *(Counting all members of the household you live with)*	1. .... 2. .... 3. .... 4. .... 5. ....
4.	Is there a family member, who belongs to any of the following social groups? *(Please select the all appropriate answers)*	1. A person with disability 2. Poor/Living below poverty line 3. A single-parent household 4. Recently migrated 5. Sexual minority 6. None of above

2.1 HOUSEHOLD MEMBERS EDUCATION

			Member 1	Member 2	Member 3
5.	**Please describe education level of each member of your household.**	1. Not-educated 2. Primary education (1-5 grade) 3. Basic education (6-9 grade) 4. Secondary education (10-12 grade) 5. Vocational education Higher education			
6.	Is there a school dropout in your family?	1. Yes 2. No *(Please go to question 7)*			
7.	If yes, please write the reasons of dropping out of school?	1. Migrated but not registered 2. Lack of money to study 3. To work 4. Sick or a person with disability 5. To take care of siblings 6. No interest to study 7. Other			

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2.2 HOUSEHOLD FINANCIAL CAPACITY	
8.	**Average monthly income of your household**	
9.	**Please name the main sources of your household income** (multiple choices)	1. Salary 2. Family business 3. Pension 4. Child money 5. Student scholarship 6. Compansation from others 7. Loans 8. Savings 9. Other source of income (write)
10.	**Is your household income enough to provide the household/family needs?**	1. Can't even buy sufficient food 2. Can only buy daily food. 3. Can buy the sufficient food and household needs 4. Can buy sufficient food, household needs as well as pya utility bills, including garbage collection and water bills 5. Besides meeting basic needs, pay social services.
11.	**Does any member of your family have debts to any organization or individual?** (excluding you)	1. Yes 2. No 3. I don't know 6. *(If selected answer 2,3, go to the section 2.5)*

12.	Has your family been pressured coerced into repaying these debts? From where/whom?	1. Yes
		  1.1. Bank
		  1.2. Non-bank financial institution
		  1.3. Pawnbroker
		  1.4. Agent
		  1.5. Recruiter
		  1.6. Illegal salesman
		7. No

2.3 HOUSING	
13.	**Type of housing your family lives in**	1. Ger 2. Apartment/Condominum 3. Convient single-family house 4. Single family house 5. Public accommodation 6. Dormitory 7. Other (Clarify) ....

14.	**Ownership status**	1. Own property
		2. Other's property
		  2.3 rented
		  2.4 live without rent

2.4 HOUSEHOLD MIGRATION RECORD	
15.	How long have you been living in your current location?	1. 1 year or less 2. 1-5 years 3. 5 years and above
16.	**Is your household officially registered at your khoroo?**	1. Yes, as a permanent resident 2. Yes, as a temporary resident 3. No *(If selected answer 1,2, please go to the question 16)*

17.	If not registered, please write the reasons.	1. Unable to register 2. Lack of financial capacity 3. Do not know where to turn 4. Lack of documents (ID, birth certificate etc) 5. Not registered yet 6. Not required

18.	**Has your family migrated in the last three years?**
	(For more than 30 days)
		1. Yes,
		   1.1. From Aimag to city
		   1.2. From City to aimag
		   1.3. Between aimags
		   1.4. Between countries
		2. No *(Please go to question 20)*

19.	If yes, what was the purpose of your migration?	1. To work 2. To earn money 3. To study 4. To follow family members 5. To follow friends/relatives 6. Other (write)...
20.	**Did your family have clear plans about the migration?** For example: how to send children to school, how to earn income etc	1. Yes, everything was clear 2. Yes, generally clear 3. Was not clear 4. Migrated without any plan
21.	Has any member of your family ever worked in another region or abroad?	1. Yes 2. No *(Please go to question 23)* 3. Do not know *(Please go to question 23)*
22.	If yes, what relationship do you have with that person?	1. Parents 2. Grandparents 3. Siblings 4. Relatives 5. Child 6. Other
2.5 FAMILY ATMOSPHERE, PHYSICAL AND MENTAL HEALTH		
23.	How well do you get along with your family?	1. Very well 2. Sometimes 3. Never
24.	**How do you describe (within last 3 months) the internal family atmosphere and condition?**	1. Calm, no worries 2. Stressed, angry and frustrated 3. Worried 4. Depressed 5. Frightened 6. Have no self-confidence, and inactivity 7. Can not describe
25.	**Has your household/family (within the last three years) been affected by any of the following situations?** *(multiple choices)*	1. Divorced/ separated 2. Lost someone close 3. Owned a dept and loan 4. Loss of income, fired from work 5. Migrated but not registered 6. Not happened 7. Other (write)............................. 8. The sole or primary breadwinner of the household/family lost the ability to work ? 9. Other (write) ....

2.6 HOUSEHOLD RISKY BEHAVIOUR

26.	**How prevalent is the risk of violence, exploitation, abuse in your family environment?**	1. Very high 2. At certain level 3. Low 4. Not at all
27.	**Which family member has the highest risk of violence, exploitation, and oppression in your family environment?**	1. An adult woman 2. An adult man 3. Boy 4. Girl 5. Both male and female 6. Older person 7. A person with disability

2.7 DECISION MAKING

28.	**Who usually makes decision for the family?**	1. Father/guardian 2. Mother/guardian 3. Both parents/guardians together 4. Child 5. All family members together 6. Relatives
29.	**How are other member' opinions reflected in family decision?**	1. Completely 2. Somewhat 3. Not reflected

2.8 PUBLIC PARTICIPATION, NETWORKING AND COOPERATION

30.	**Does your family access service to the following public organizations? How much contact do you have with them?**		Very well	Generally	Rare	Never
		Khoroo	4	3	2	1
		Family health center	4	3	2	1
		School	4	3	2	1
		Police	4	3	2	1
		Neighborhood Association	4	3	2	1
		NGOs	4	3	2	1
		Voluntary organization	4	3	2	1
		Facebook group	4	3	2	1
		Career councelling center and training	4	3	2	1
		Other (write)	4	3	2	1

2.9 COMMUNITY SAFETY

31.	**How common do crimes and attacks happen in your current community?**	1. Very much 2. Much 3. Same as other communities 4. Less 5. Least 6. Don't know
32.	**How safe do you think your current community?**	1. Very much 2. Much 3. Same as other communities 4. Less 5. Least 6. Don't know

2.10 SOCIO-DEMOGRAPHIC INFORMATION		
33.	**Ethnicity of the household head**	1. Khalkh 2. Kazakh 3. Durvud 4. Buryat 5. Other (write)..............................
34.	**Religion of the head of household**	1. Buddhist 2. Christian 3. Islam 4. Shamanism 5. Non-religious 6. Other (write) ....

SECTION 3: FACTORS RELATED TO THE COMMUNITY

3.1. PEOPLE'S BELIEFS AT COMMUNITY

#	In your current community, can …. be factors for people to be subjected to violence, coercion and discrimination against?	Very High	Generally	Medium/ low	Low	NA
1.	To what extent are people with different ethnic identities more likely than others to be subjected to the violence, coercion and discrimination against?	5	4	3	2	1
2.	people with different religious identities	5	4	3	2	1
3.	people with different linguistic identities	5	4	3	2	1
4.	people with different gender identities (male, female or intersex)	5	4	3	2	1
5.	people with different sexual orientation (LGBT)	5	4	3	2	1
6.	people with different social classes	5	4	3	2	1
7.	people with different jobs than others	5	4	3	2	1
8.	people with a different level of education	5	4	3	2	1
9.	people with different kinship or familial linkages	5	4	3	2	1
10.	older/elderly people	5	4	3	2	1
11.	younger people	5	4	3	2	1
12.	marital status (married, divorced, or single)	5	4	3	2	1
13.	medical condition (sick or a person with disability)	5	4	3	2	1

3.2. LIVELIHOOD, EMPLOYMENT OPPORTUNITY

#		Very High	Generally	Medium/ low	Low	NA
14.	Are there decent works available in your community?	5	4	3	2	1
15.	How open are employment opportunities for low-income and poor people?	5	4	3	2	1
16.	How open are employment opportunities for people who have not been employed for a long time?	5	4	3	2	1

3.3 ENVIRONMENTAL AND CLIMATE FACTORS

#		Very High	Generally	Medium/ low	Low	NA
17.	To what extent do environmental factors (icnluding dzud, wildfire and flood) impact negatively upon livelihoods of the community?	5	4	3	2	1
18.	To what extent do emergencies caused by Covid-19 affect the livelihoods of the people in your community?	5	4	3	2	1

3.4. ACCESSIBILITY OF SOCIAL SERVICES

#		Very High	Generally	Medium/ low	Low	NA
19.	Are educational services (kindergarten, primary and secondary education, college and universities) accessible to all?	5	4	3	2	1
20.	To what extent does the level of access to educational services increase vulnerability?	5	4	3	2	1
21.	Are health-care services (family health center, district health center and general hospital) accessible to all?	5	4	3	2	1

22.	To what extent does the level of access to health-care services increase vulnerability?	5	4	3	2	1
23.	Are financial services (bank, loan and insurance etc) accessible to all?	5	4	3	2	1
24.	To what extent does the level of access to financial services increase vulnerability?	5	4	3	2	1
25.	Are social services accessible to all target groups?	5	4	3	2	1
26.	To what extent does the level of access to other social increase vulnerability?	5	4	3	2	1
3.5. SOCIAL NETWORKS AND CIVIC ENGAGEMENT						
27.	Do you have opportunities for social engagement in the community?	5	4	3	2	1
28.	Do you communicate with neighbors and other locals?	5	4	3	2	1
3.6. PREVALENCE OF VIOLENCE AND CRIME						
29.	How common is violence (including physical, mental, economic, and sexual) in your community?	5	4	3	2	1
30.	How common is workplace harassment in your community?	5	4	3	2	1
31.	How common is sexual exploitation in your community?	5	4	3	2	1
32.	How high is the risk of human trafficking in your community?	5	4	3	2	1
33.	How high is the risk of labour exploitation in your community?	5	4	3	2	1

1.	Since restrictions have been put in place due to the concern for COVID-19, what type of problem has your families faced? (3 choice)	1. Increased use of alcohol 2. Overweight 3. Stress 4. Domestic violence 5. Gender issue- Clarify (caring child etc) 6. Conflict between family members 7. Increased use of social media 8. Lack of social relation (community engagement) 9. Decreased trust 10. Other (specify)

2.	How has your family's internal relation changed since the COVID-19 measures were enforced?		Much worse	Worse	Same	Better	Much better
		Between husband and wife	1	2	3	4	5
		Between parents and child	1	2	3	4	5
		Between grandparents and child	1	2	3	4	5
		Between grandparents and parents	1	2	3	4	5
		Other	1	2	3	4	5

3.	How has the quarantine affected the vulnerability of your household?	1. Very badly 2. Badly 3. Not affected 4. Good 5. Very good
4.	If your household became vulnerable due to the Covid-19, please specify how.	....

Annex 3. Scope of data collection

Data collection is conducted in Bayanzurkh and Songinokhairkhan districts of Ulaanbaatar city, as well as Darkhan, Dornod and Umnugovi aimags. Target locations were selected based on migration situation, socio-economic living standards, poverty rates, and the prevalence of human trafficking cases, and finalized after the consultation with IOM Mongolia Office.

Figure 34. Target locations of data collection

Umnugovi aimag (province): Umnugovi is the largest aimag of Mongolia. It has a port on the border with People's Republic of China, as well as Oyu Tolgoi copper and gold deposits, Tavan Tolgoi coal mine and other mineral deposits that play a key role in the Mongolian economy. There is a wide spread prostitution in mining areas, and prostitutes are at risk of becoming victims of human trafficking.[161] In addition, the aimag was selected based on factors such as the high risk of labor exploitation of mining workers, who work in difficult conditions, sometimes with no wages, and long- and short-term wage deferrals. Data were collected from Khanbogd soum of Umnugovi aimag (where Gashuunsukhait port is located), Tsagaan Khad and Tsogt Tsetsii soums (where mining is active).

Dornod aimag (province): It is located in the easternmost part of Mongolia, bordering Russia to the south and People's Republic of China to the north. There are three ports to Russia (Ereentsav, Yamalakh and Ulkhan), and three ports to People's Republic of China (Khavirgiin, Bayankhoshuu and Uvdugiin ports). The aimag was selected as a target location based on its high poverty[162] and migration rate. The data was collected in Choibalsan, the aimag capital, which is the second largest railway location in Mongolia and an important hub for road and air transport.

Darkhan-Uul aimag (province)[163]: It is the second largest city after Ulaanbaatar, the largest economic center of Mongolia with high population density and rapid development of industry and infrastructure. The aimag was included in the data collection due to rapid population growth, migration flows, and economic activity.

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[161] "Incidence of Trafficking in Persons and Prostitution at Mine Sites in Mongolia" TAF

[162] https://www.worldbank.org/mn/news/press-release/2019/06/21/mongolias-2018-poverty-rate-estimated-at-284-percent

[163] Zamyn Uud port bordering with Erlian city of People's Republic of China, located in Dornogobi aimag, is the busiest port for international passenger traffic. This is known as a main transit area of trafficking in person to China and based on this consideration it was chosen as a target area of data collection of the project. However, due to the outbreak of the COVID 19 pandemic, the decision to suspend the operation of the border crossing has been made. Therefore, the target location was changed to Darkhan-Uul aimag based on dealing with a contractor.

Ulaanbaatar: The capital city of Mongolia, home to 47% of the total population with high population density. The city has strong internal and external migration flows, and the majority of migrants are young people of working age. Sixty percent of rural migrants live in ger areas near the city, and 40 percent of them are vulnerable people[164]. Also, most prostitutes live in Ulaanbaatar. The data collection included Bayanzurkh and Songinokhairkhan districts, which have high poverty rates, high net migration, and unregistered migrants[165], as well as remote khoroos from the center.

Annex 4. HTI factor analysis

The results of the regression analysis are shown in Table 16. Attempts have been made to include all possible variables in the regression estimate to prove or reject the hypotheses. For some variables, there were problems with econometric estimates, such as omitted variable bias. Therefore, there are five models shown that include estimates of key variables. Because of the heteroskedastic conditions for each model, all models were rated as "robust" and the standard error due to the econometric problem was corrected. In other words, it is possible to use the F and t statistics to check the model and the significance of the variable.

Table 16. Multivariate regression analysis of HTI

Dependent variable: Human Trafficking Index					
Independent variables	Model (1)	Model (2)	Model (3)	Model (4)	Model (5)
Age	-.002*** (.001)	-.002*** (.001)	-.002*** (.001)		
Woman		-.018 (.019)	-.02 (.019)		
Permanent_Job		-.005 (.02)	-.009 (.02)		
Seasonal_Job		.053 (.036)	.046 (.035)		
Part-Time_Job		.079** (.033)	.077** (.033)		.012 (.043)
Physical_Psychosocial_Bad_Condition			.041** (.018)	.037** (.018)	.033* (.018)
Unemployed				-.068*** (.026)	-.062* (.034)
Marriage_Single				.07*** (.022)	.071*** (.024)
Marriage_Cohabitant				.051* (.031)	.046 (.03)
Marriage_Divorced				.075** (.035)	.074** (.036)
Education_Low				-.053** (.024)	-.05** (.024)
Financial_Stuation_Bad				.12*** (.023)	.117*** (.034)
Biological_Sex_Ambiguous				.227** (.088)	.226*** (.082)
Gender_Identity_Changed				.052 (.083)	.05 (.077)
Student					-.022 (.052)
Human_Trafficking _Well_Know					.09 (.056)

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[164] Монгол Улс, Хүн амын дотоод шилжих хөдөлгөөний судалгаа, IOM, 2018
[165] Ibid.

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Shelter_in_Other_Person's_Property					.018 (.024)
Constant	.179*** (.029)	.173*** (.033)	.152*** (.033)	.011 (.024)	.002 (.025)
Observations	423	423	423	423	423
R-squared	.018	.048	.058	.097	.109
Robust standard errors are in parentheses **** p<.01, ** p<.05, * p<.1*					

In order to analyze factors affecting vulnerability and resilience to human trafficking at household/family level, the research team applied the same methodology as the individual level analysis. In particular, a multivariate regression analysis was conducted using the household data of 423 individuals surveyed. The dependent variable is HTI and the results of five models are summarized in **Table 17** to show the effect and statistical significance of each variable after correcting and analyzing econometric problems, such as heteroskedasticity, during regression analysis.

Table 17. Analysis of household characteristics and factors, influencing vulnerability to human trafficking

Dependent Variable: Human Trafficking Index					
Independent Variables	(1) Model	(2) Model	(3) Model	(4) Model	(5) Model
Physical_Psychosocial_Bad_Condition	.045** (.021)	.043** (.021)	.035* (.02)	.03 (.02)	.045** (.021)
Family_Religion_Islam	-.047*** (.013)	-.09*** (.024)	-.094*** (.027)	-.082*** (.027)	-.112*** (.026)
Family_Religion_Christ	-.069*** (.019)	-.068*** (.019)	-.029 (.029)	-.054 (.034)	
Family_Religion_Boo	-.073** (.031)	-.092** (.04)	-.109** (.044)	-.115*** (.044)	-.105** (.045)
Family_Violence	.129*** (.046)	.119*** (.041)	.084* (.047)	.082* (.047)	.12*** (.042)
Family_No_Network		.064*** (.024)	.077*** (.025)	.072*** (.024)	.074*** (.025)
Family_Risky_Behaviour			.068** (.031)	.073** (.031)	
Family_Migration			-.038* (.022)	-.043* (.022)	-.037* (.022)
Family_Shelter				.023 (.02)	
Education_Low_Head_Household				.034 (.032)	
Family_Financial_Situation				.061 (.049)	
Family_Decision_Making				.034 (.034)	
Constant	.116*** (.016)	.094*** (.016)	.084*** (.017)	.051* (.029)	.088*** (.017)
Observations	423	423	423	423	423
R-squared	.07	.107	.135	.143	.12
Robust standard errors are in parentheses **** p<.01, ** p<.05, * p<.1*					

Table 18. Factors influencing vulnerability to human trafficking at the community level

Factors	F critical value	P value	Whether it is statistically significant
Local beliefs			
Difference in Nationality	2.544	0.039	significant
Difference in Sex (male, female, intersex)	3.214	0.013	significant
Difference in Sexual Orientation (LGBTI)	3.276	0.012	significant
Difference in Social classes	3.659	0.006	significant
Being young in Age	2.566	0.038	significant
Access to social services			
Health care	4.762	0.001	significant
Financial services (banking, credit, insurance, etc.)	3.624	0.006	significant
Prevalence of violence and crime in the area where one works and lives			
Prevalence of workplace harassment	7.962	0.000	significant
Prevalence of sexual abuse	2.626	0.034	significant
Risk of labor exploitation	3.811	0.005	significant

Annex 5. Frequency of the screening survey

Table 19. Results of questions to identify risks of human trafficking

		Province/Capital city				Gender		Total percentage
		Ulaanbaatar	Darkhan	Umnugovi	Dornod	Male	Female	
	Total	234	63	63	63	178	245	423
1. Have you ever been offered a job by someone?	**Yes**	62.4%	63.5%	74.6%	71.4%	77.5%	57.1%	65.7%
	No	37.6%	36.5%	25.4%	28.6%	22.5%	42.9%	34.3%
2. Has anyone persuaded or influenced you to do some work?	**Yes**	22.6%	15.9%	23.8%	11.1%	24.7%	16.7%	20.1%
	No	77.4%	84.1%	76.2%	88.9%	75.3%	83.3%	79.9%
3. Have you ever worked without a contract?	**Yes**	59.0%	52.4%	61.9%	66.7%	70.2%	51.8%	59.6%
	No	41.0%	47.6%	38.1%	33.3%	29.8%	48.2%	40.4%
4. Have you ever been denied or reduced a contractual salary for no reason?	**Yes**	36.3%	33.3%	39.7%	31.7%	43.8%	29.8%	35.7%
	No	63.7%	66.7%	60.3%	68.3%	56.2%	70.2%	64.3%
5. Has there been an instance of confiscation or seizure of your documents by the employer?	**Yes**	85.0%	87.3%	90.5%	87.3%	88.8%	84.9%	86.5%
	No	22.6%	17.5%	14.3%	14.3%	16.9%	21.2%	19.4%
6. Have you everbeen offered a job in another region or abroad?	**Yes**	35.0%	27.0%	30.2%	19.0%	40.4%	23.7%	30.7%
	No	65.0%	73.0%	69.8%	81.0%	59.6%	76.3%	69.3%
7. Have you ever worked overtime without extra pay?	**Yes**	47.9%	42.9%	46.0%	25.4%	42.1%	44.5%	43.5%
	No	52.1%	57.1%	54.0%	74.6%	57.9%	55.5%	56.5%

Table 20. Results of direct screening questions aimed at identifying the risks of various forms of human trafficking

		Province/Capital city				Gender		Total percentage
		Ulaanbaatar	Darkhan	Umnugovi	Dornod	Male	Female	
	Total	234	63	63	63	178	245	423
8. Has your employer ever insisted you to do something different from originally agreed upon?	Yes	25.2%	27.0%	27.0%	17.5%	32.0%	19.2%	24.6%
	No	74.8%	73.0%	73.0%	82.5%	68.0%	80.8%	75.4%
9. Have you ever been deceived by your employer?	Yes	22.2%	19.0%	31.7%	14.3%	32.6%	14.3%	22.0%
	No	77.8%	81.0%	68.3%	85.7%	67.4%	85.7%	78.0%
10. Have you ever been threatened or harassed by your employer?	Yes	9.8%	7.9%	7.9%	3.2%	5.6%	10.2%	8.3%
	No	90.2%	92.1%	92.1%	96.8%	94.4%	89.8%	91.7%
11. Has your employer ever used or threatened to use force against you?	Yes	6.4%	1.6%	6.3%	1.6%	6.2%	4.1%	5.0%
	No	93.6%	98.4%	93.7%	98.4%	93.8%	95.9%	95.0%
12. Have you ever been detained or monitored by your employer or anyone related to him?	Yes	6.4%	4.8%	11.1%	1.6%	3.9%	7.8%	6.1%
	No	93.6%	95.2%	88.9%	98.4%	96.1%	92.2%	93.9%
13. Are you indebted to your employer or the person who offered you the job?	Yes	6.8%	6.3%	6.3%	4.8%	6.7%	6.1%	6.4%
	No	93.2%	93.7%	93.7%	95.2%	93.3%	93.9%	93.6%
14 Were you able to move freely out of your place of work or residence?	Yes	77.4%	82.5%	85.7%	85.7%	83.1%	78.8%	80.6%
	No	22.6%	17.5%	14.3%	14.3%	16.9%	21.2%	19.4%