

FINAL REPORT



International Federation of Red Cross and Red Crescent Societies
Fédération internationale des Sociétés de la Croix-Rouge et du Croissant-Rouge
Federación Internacional de Sociedades de la Cruz Roja y de la Media Luna Roja
الاتحاد الدولي لجمعيات الصليب الأحمر والهلال الأحمر

MONGOLIA SNOWFALLS 2000

22 January 2003

This Final Report is intended for reporting on emergency appeals

The Federation's mission is to improve the lives of vulnerable people by mobilizing the power of humanity. It is the world's largest humanitarian organization and its millions of volunteers are active in 178 countries. For more information: www.ifrc.org

Appeal No. 05 / 2000; Launched on: 22nd February 2000 for 3 months for CHF 815,200 to assist 30,000 beneficiaries. Revised budget on 29th March 2000 to CHF 4,062,000, extending the operation by 9 months to assist 35,000 beneficiaries.

Period covered: March 2000-December 2002.

A major pledge payment was made in December 2002 following the completion of a specific donor audit.

Summary w

The Disaster

Severe snowfalls and extremely low temperatures of winter 1999-2000 affected large areas of Mongolia and was preceded by the worst drought in 30 years. The snowfall started abnormally early in October and gradually built up: in some places the snow was 80-100 cm deep, with an underlying ice crust, creating conditions known locally as "Dzud". Freezing temperatures created an ice cap over the ground, further restricting the cattles' access to the underlying pasture. The severe drought during summer prevented the harvest of hay and fodder and animals were not able to put on enough fat to survive the winter conditions.

This extensive and prolonged drought followed by early and heavy snowfalls created what is locally called a multiple Dzud and caused the death of over two million head of livestock, the mainstay of the rural economy and the main source of food for herders and their families. Over 395,000 people in 13 provinces (16% of the total population of Mongolia) were affected by the food shortages in the immediate term, and by the loss of their livelihood in the longer term. As a result, the morale of the herders was extremely low and many were exhausted, physically and emotionally, from the long searches of pasture for their animals and the resulting losses.

Red Cross and Red Crescent Action

- **Assessment of Needs**

A number of assessment teams from the MRCS headquarters travelled to the most badly affected provinces to gather information and assess the developing situation of the disaster. Using this information, and disaster reports produced by the Red Cross provincial branches, the MRCS compiled a complete assessment report of the situation. The Federation's Acting Representative in the Regional Office in Beijing undertook a mission to the country in order to hold meetings with the MRCS.

As of 15 March 2000, the MRCS provided detailed statistics on the worst affected counties within the 6 provinces of Dundgobi, Bayankhongor, Zavkhan, Uvurkhangai, Tuv and Uvs as follows. The 6 worst hit provinces above were selected to receive the Red Cross relief assistance.

Province	Number of affected counties	Number of dead livestock	Number of affected Households	Number of affected people
Dundgobi	15	467'112	8'074	44'400
Bayankhongor	6	97'410	3'841	21'125
Zavkhan	19	252'642	14'700	80'850
Uvurkhangai	10	440'837	9'319	51'254
Uvs	11	182'559	15'842	87'130
Tuv	4	64'612	8'837	48'604
Total	65	1'505'172	60'613	333'363

Based on the findings of this mission, as well as a mission undertaken by the Federation's Regional Information Delegate to some of the worst hit provinces in mid-February, a plan for relief assistance was drawn up as follows:

Province	Number of counties	Number of Households
Dundgobi	7	700
Bayankhongor	3	300
Zavkhan	4	400
Uvurkhangai	5	500
Uvs	3	300
Tuv	4	400
Total	26	2'600

The Snowfall Appeal 2000

In response to the disaster situation, the Federation/Mongolian Red Cross Society (MRCS) launched an initial Appeal on 22 February 2000 to provide support to 30,000 beneficiaries over a 3 month period. Further assessments indicated that the situation was likely to deteriorate further with far reaching consequences for the affected population. The Federation therefore, launched a revised Appeal on 29 March 2000, seeking CHF 4,062,050 to support 35,000 beneficiaries over a 12 month period with wheat flour, rice or millet as well as distributing 8,000 pairs of working and winter boots.

Coordination w

The Federation and the MRCS regularly attended the United Nations Disaster Management Team (UNDMT) information sharing meetings in the early phases of the emergency operation. The MRCS also attended the weekly meetings run by the State Emergency Commission (the main government body responsible for co-ordinating relief activities) who regularly provided statistics and information on

the situation. Coordination meetings enabled the Red Cross to avoid duplication of aid, and to identify areas needing relief assistance.

Objectives, activities and results w

Relief distribution of food and basic non-food items

Based on several assessment missions, the following objectives were set to meet the needs of the vulnerable herders.

Overall objective: To ensure the rapid mobilisation of national and international funds to provide immediate assistance

In order to facilitate planning, management, distribution and monitoring, the Federation/MRCS divided the operation into 2 Phases with Plan of Actions, which were linked to the objectives, the immediate relief needs and funding availability.

Objective 1 : To provide a total of 35,000 beneficiaries in the 6 worst-affected provinces with supplementary, emergency food assistance (wheat flour, and rice/millet) for a 180 day period

Phase 1

- Plan of Action 1 - March 2000
- Plan of Action 2 - May/June 2000
- Plan of Action 3 - July-September 2000

Plan of Action 1 - March 2000

Each beneficiary family received 50 kgs of wheat flour and 25 kgs of rice or millet. This represented an equivalent of 350 grams of wheat flour and 50 grams of rice/millet per day, giving 1,230 Kcals per person per day.

A total of 130 metric tons of wheat flour and 65 metric tons of rice/millet was distributed to 2,600 out of 6,300 households. Each household received 50 kgs of wheat flour (2 x 25 kg bags), a one month ration and 25 kgs of rice/millet, a three month ration, as follows:

Province	No of counties	No of households	Wheat flour (metric tons)	Rice (metric tons)
Dundgobi	7	700	35	17.5
Bayankhongor	3	300	15	7.5
Zavkhan	4	400	20	10
Uverkhangai	5	500	25	12.5
Uvs	3	300	15	7.5
Tuv	4	400	20	10
TOTAL	26	2'600	130	65

Plan of Action 2 - May 2000

The 2,600 families from Plan of Action 1 received a further 100 kgs of wheat flour (4 x 25 kg bags) per household, representing a two month supply, completing their three month supplementary food ration. In total, 260 tons of wheat flour were distributed.

Province	No of counties	No of households	Wheat flour (metric tons)
Dundgobi	7	700	70

Bayankhongor	3	300	30
Zavkhan	4	400	40
Uverkhangai	5	500	50
Uvs	3	300	30
Tuv	4	400	40
TOTAL	26	2'600	260

The remaining 3,700 families received 150 kgs of wheat flour (6 x 25 kg bags) and 30 kgs of rice (1 x 30 kg bag) which represented the full 3 month supplementary food ration.

Province	No of counties	No of households	Wheat flour (metric tons)	Rice (metric tons)	Boots (pairs) Male	Boots (pairs) Female
Dundgobi	8	715	107.25	21.45	320	60
Bayankhongor	3	165	24.75	4.95	300	60
Zavkhan	20	830	124.5	24.9	280	100
Uverkhangai	14	925	138.75	27.75	320	60
Uvs	16	700	105	21	340	60
Tuv	8	365	54.75	10.95	267	60
TOTAL	69	3'700	555	111	1'827	400

Plan of Action 3 - July - September 2000

Due to a shortage of rice in country, wheat flour was procured instead of rice for the 5 provinces except Uvs. Therefore, 5,300 households in Dundgobi, Bayankhongor, Zavkhan, Uverkhangai and Tuv provinces received the following 3 month supplementary food ration:

- 6 x 25 kg bags of wheat flour
- 1x 25 kg bag of wheat flour instead of rice

The remaining 1,000 beneficiary households for Uvs province received the following 3 month supplementary food ration:

- 6 x 25 kg bags of wheat flour for 1,000 families
- 1 x 30 kg bag of rice for 700 families and 1 x 25 kg bag of wheat flour for 300 families

The table below shows the implemented distributions for Plan of Action 3.

Province	No of counties	No of households	Wheat flour (metric tons)	Rice (metric tons)	Boots (pairs) Male	Boots (pairs) Female
Dundgobi	15	1'415	247.6		320	60
Bayankhongor	6	465	81.3		300	60
Zavkhan	24	1'230	215.3		280	100
Uverkhangai	19	1'425	249.4		320	60
Uvs	19	1'000	157.5	21	340	60
Tuv	12	765	133.9		267	60
TOTAL	95	6'300	1'085	21	1'827	400

◆ Procurement and transportation of wheat flour

The tendering process for the purchase of wheat flour, rice and boots for Plan of Action 2 and 3 and the drawing up of a detailed transportation plan was carried out during April by a Federation Logistics team. Contracts with suppliers were signed in May.

With the exception of Uvs province, located some 1,336 km from Ulaanbaatar in the far west of the country, wheat flour for the remaining 5 provinces was also procured in Ulaanbaatar. A local company in Uvs was contracted to provide wheat flour for the Plan of Action 2 distribution.

Although contracts were signed between suppliers and the Federation, for the procurement of rice and wheat flour for Phase 1 operation, the Federation/MRCS experienced some problems with the availability and pricing by suppliers for final activities within Phase 1 operation. Due to a shortage of rice in the country, following the discussions with the MRCS, the decision was made to purchase additional wheat flour instead of rice for 5 provinces except Uvs. Rice for Uvs was procured and shipped from Ulaanbaatar.

Due to the transportation difficulties within the country and the large distances to be covered, it was decided that Plan of Action 2 relief supplies should be transported to soum (county) level. A local company was contracted to transport the wheat flour, rice and boots procured centrally to 76 counties in Dundgobi, Uverkhangai, Bayankhongor, Tuv and Zavkhan. The same company was contracted to transport the rice and boots for Uvs to the provincial centre. Transportation companies in Uvs were contracted to provide onward transportation of the wheat flour, rice and boots to the 19 soums.

The transportation company had a difficult role in the operations and the only constraint was that of the hot weather. The temperatures were above normal for the summer and the vehicles carrying the relief items could only travel during darkness to prevent the engines from overheating. Thus resulting in delays of a few days to reach the intended counties, as drivers could not drive as fast in the night time as in daylight hours.

◆ **Beneficiary Selection Process**

A set of criteria was drawn up by the MRCS Disaster team to firstly identify the worst affected counties and secondly to identify vulnerable households within the county, taking into consideration the following:

- Number of livestock at the end of 1999;
- Loss of livestock;
- Number of members in the household;
- Number of children, able bodied persons, single head of households;
- Income.

This criteria was communicated to the provincial Red Cross branches and the local county Red Cross Committees. The latter was responsible for drawing up the beneficiary list with local leaders and passing this information back to the provincial Red Cross and MRCS headquarters.

• **Distribution Announcement to Beneficiaries**

Due to the distant and remote locations of many of the herder families, various means were used in the six provinces to inform identified Red Cross beneficiaries:

- The MRCS weekly five minute programme on the national radio called “Eight Eleven Information Time” provided up to date information on the MRCS/Federation programme and upcoming distributions;
- Broadcasts on the local county radio station, including the reading of beneficiary names;

- Beneficiary names posted up in the county centre;
- Local county Red Cross Committee members or the Head of Bagh (sub-county) informed identified Red Cross beneficiaries;
- Word of mouth amongst herder families.

For those who were unable to attend, their allocation was kept by the local county Red Cross Committee who, along with the provincial Red Cross branch, took the responsibility to ensure that these beneficiaries received their supplementary food ration. Beneficiaries either collected it at a later date or the county Red Cross distributed to the households themselves.

Objective 2 : To provide winter boots to 8,000 people in the 6 aimags (provinces)

Many herders lost their horses in the disaster and were forced to search for lost animals on foot. Assessment indicated that many families had only one pair of boots left for the whole household. The Federation/MRCS therefore, saw the provision of replacement boots as a priority. The most vulnerable herders who were not covered by the food aid were selected by the local Red Cross Distribution Committees for the boot distribution.

An initial quantity of 600 (both men’s and women’s) out of projected 8,000 pairs of boots was procured in Ulaanbaatar and distributed to 600 households in Dundgobi, Zavkhan and Uverkhangai provinces during Plan of Action 1 carried out in May.

Province	No of Households	No of Distributed Boots (pairs)
Tuv		
Dundgobi	200	200
Uverkhangai	200	200
Zavkhan	200	200
Bayankhongor		
Uvs		
TOTAL	600	600

During Plan of Action 2, another 2,227 pairs of working boots were purchased in Ulaanbaatar and provided to 2,227 households in the target six provinces.

Province	No of Households	No of Distributed Boots (pairs)
Tuv	327	
Dundgobi	380	200
Uverkhangai	380	200
Zavkhan	380	200
Bayankhongor	360	
Uvs	400	
TOTAL	2'227	600

The last contract was signed with a local supplier for the purchase of 5,170 pairs of winter felt boots and distributed to 5,170 households in the same six provinces during Phase 2.

Province	No of Households	No of Distributed Boots (pairs)
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Tuv	619	619
Dundgobi	810	810
Uverkhngai	890	890
Zavkhan	1'456	1'456
Bayankhongor	480	480
Uvs	915	915
TOTAL	5'170	5'170

The last purchase brought the total quantity of boots purchased for the operation to 7,997.

Objective 4 : To provide 6 local vans to assist the MRCS with monitoring and micro - distributions

Six vans were purchased and distributed to a target six provinces of Dundgobi, Bayankhongor, Zavkhan, Uverkhngai, Tuv and Uvs during Phase 1. The vans provided considerably assisted their work in preparations and monitoring of distributions. The provision of reliable vans enabled them to visit county Red Cross branches more frequently. The vans were effectively used to conduct micro-distributions as well - delivering aid items directly to beneficiaries - for those who were unable to attend distributions due to sickness or lack of transportation.

Objective 5 : To reinforce the capacity of the local aimag branches by providing fax machines and radios

Eleven fax machines, twenty two photo cameras, eight video cameras were all procured and equipped the six provinces as well as the MRCS headquarters during Phase 1. In particular the fax machines greatly assisted both provincial branches and the headquarters in receiving and sending timely information including beneficiary lists and distribution documents to and from the headquarters. One shortwave radio was also procured and equipped the MRCS headquarters. It greatly contributed in establishing more reliable communication access between the headquarters and counties.

Objective 6 : To reinforce the staffing levels at both HQ and aimag level during the course of the operation

Staffing levels at the headquarters were reinforced with seven additional staff employed in the International, Finance and Disaster Preparedness Department in order to strengthen the management and monitoring capacity of the MRCS. With the establishment of county Red Cross Distribution Commissions, the staffing at the county level was greatly reinforced having on average 5-6 volunteer members in each distribution commission. Moreover experienced staff at the headquarters and other provincial branches were constantly involved in managing and overseeing the distributions, further complementing the Disaster Preparedness Department.

Phase 2

- Plan of Action 4 - November/December 2000
- Plan of Action 5 - December 2000/March 2001

Objective 1 : To provide the 35,000 beneficiaries in the 6 provinces with supplementary winter food rations for a further 180-day period

The supplementary food ration was increased for the winter distribution as follows:

- Wheat flour: 450 grams (per person per day, representing a daily caloric allowance of 1,580 Kcal) x 180 days x 5.5 (average household size) = 450 kgs

Due to difficulties in the procurement and delivery of food, Phase 2 which was due to start in October was delayed until the beginning of November.

Plan of Action 4 - November/December 2000

Plan of Action 5 - December 2000/March 2001

A total of 1,417.5 tons of wheat flour was distributed to the same 6,300 households as in Phase 1 for both Plan of Action 4 and 5. Each family received 450 kgs of 6 month supplementary food ration for the winter.

Province	No of counties	No of households	Wheat flour (metric tons)	Boots (pairs)
Dundgobi	15	1'415	318.38	810
Bayankhongor	6	465	104.63	480
Zavkhan	24	1'230	276.75	1'456
Uverkhangai	19	1'425	320.63	890
Uvs	19	1'000	225	915
Tuv	12	765	172.13	619
TOTAL	95	6'300	1'417.52	5'170

◆ Procurement and transportation of wheat flour

The chosen supplier was contracted to import wheat flour from Russia as local suppliers' quotations were higher than our budget limits. Due to the delay of delivery from Russia over 2 months, which caused the delay in distribution, it was inevitable for the supplier to locally procure 669 metric tons of wheat flour in order to fulfil the contract.

The same transportation company as in Phase 1 was used. The only constraint noted was that of harsh winter with heavy snowfalls. Due to onset of snowfalls in addition to lack of proper infrastructure throughout the country, the transportation of goods was sometimes delayed for a month.

Additional Plan of Action

Thanks to the considerable contribution made by various donors, the funding enabled the Red Cross to implement all the planned activities. In addition, since more funding became available for the operation, the Federation/MRCS designed an additional Plan of Action in March. Based on the need assessment and reports from the provincial Red Cross branches, the objectives were set as follows:

Objective 2 : To provide a set of relief items: 2 pairs of sunglasses, first aid kits, warm pants and radios to 2,260 herder families in Zavkhan, Uverkhangai and Tuv provinces

Province	No of counties	No of Households
Zavkhan	5	320
Uverkhangai	3	250
Tuv	27	1'690
TOTAL	35	2'260

The sets of relief items, (except radios as procurement was delayed) were purchased in Ulaanbaatar and distributed to families in Zavkhan and Uverkhangai provinces. Due to the delayed procurement, radio distribution will take place at a later date. It is planned that beneficiaries in Tuv province will receive the complete set of items including radios.

The radios were finally procured in 2001, after much debate relating to the model most suited to the herders' needs. Russian made, battery powered radios were chosen due to transportable size, robustness and general acceptance, and were provided with 8 AA size batteries per radio. Distributions were completed in June and July 2001, according to the schedule above.

Objective 3 : To reinforce assessment and monitoring capacity of the MRCS by providing a four wheel drive Nissan Patrol.

In order to further facilitate the existing assessment and monitoring capacity of the MRCS, it was planned to procure a 4 wheel drive vehicle. A Nissan Patrol was procured and shipped from Japan and arrived in country in early January 2001. A reliable vehicle will help assist the MRCS in conducting assessment and monitoring missions to remote provinces and counties, travelling challenging roads in extreme conditions.

Objective 4: To continue to assist the MRCS in its staffing needs to adequately manage, monitor and distribute the relief goods.

National Society Capacity Building

Before this disaster the MRCS had not been involved in an operation of this scale. During the operation considerable time and effort was given by the staff at headquarters and at Branch level in the affected aimags and soums, in assessment, coordination, planning, distribution, monitoring and reporting. Through this involved process communications and collaboration was improved between HQ and RC Branches, and with Government Ministries, Local Officials and other organisations. New members were recruited and volunteers trained in disaster relief.

Assessment and lessons learned

Exert from the International Federation November 2002 Review of the 2000 and 2001 Mongolia Snowfalls Relief Operations

1.1 Relevance

In terms of the correspondence between the needs of the affected population and the objectives of the 2000 and 2001 emergency appeals, there is a high degree of relevance.

Objectives and Planning

Both Emergency Appeals (2000 and 2001), and the two extensions (2000 and 2002) contain accurate analyses of the needs, consider the capacities of the government and other actors, and identify realistic and appropriate actions in response to the disasters. They are generally good examples of International Federation Emergency Appeal planning. There are, however, five areas which require more attention in future planning:

- There is no correlation (or even mention) of how the emergency actions integrate with the ongoing longer term objectives as expressed in the Annual Appeals, the Cooperation Assistance Strategy and the National Society Development Plan.
- There is little quantified data on vulnerability indicators (declining nutritional status, market value of stocks, impact of household economy etc) or vulnerability criteria used by the MRCS/International Federation.
- There is insufficient consideration of ways to measure the impact of the proposed inputs.
- There is little analysis of the needs of urban vulnerabilities in Mongolia's three main cities as a result of the droughts and dzuds.

- The revisions and extensions to the Emergency Appeals have been insufficiently documented and announced through the Int Federation's appeal and reporting channels.

1.2 Targeting

In general, assistance seems to have been given to the most vulnerable within the herder and ex-herder communities in rural areas. The creation of committees at local level to prioritise beneficiaries from local authorities lists of very vulnerable was appropriate: whilst the relationship between some Red Cross branches and their governmental counterparts is often very close, objectivity was introduced in places by including representatives of the potential beneficiary population. Further transparency has been possible through the publication of beneficiary criteria and lists, local scrutiny has been possible in places, and individual grievances have been voiced at public meetings.

There have been anomalies - inevitable given the tight-knit nature of the communities and the prevalence of the local authorities in establishing the basic lists. But overall beneficiary selection and targeting appears to have functioned well, with a tradition of informal communal responsibility and a degree of transparency helping to prevent widespread misuse or inaccurate targeting. Interestingly, SCF's review of its 2000 relief operations adds some objective agreement to this conclusion. It found that its own targeting was accurate and its food inputs were relevant to priority needs. This comments favourably on Red Cross targeting, given that SCF had cross-checked its beneficiary lists with the Red Cross lists, and had aligned its food inputs to those of the Red Cross'.¹

However, as vulnerability patterns become more complex, improvements and adaptations are required. These include:

- More detailed analysis on vulnerability definitions and criteria, based on economic rather than social categorisations. This will mean adapting the local authorities' approach, and will doubtless require some negotiation.
- Such an approach will enable urban poverty to be represented. The current approach to vulnerability is predicated upon the needs of herders and ex-herders in rural areas.
- Revised, formal and detailed vulnerability criteria should be set down and distributed within the MRCS and to its Red Cross and other humanitarian partners.
- Formal requirements for all selection committees should be clarified and monitored. A third of the committee should be represented by non-local government or Red Cross personnel, and an adequate gender balance should be attempted.

Relief Items:

Almost all of the relief items over the three years appear to have been appropriate to needs. Beneficiaries and newly vulnerable people met by the Review Team identified their priority material needs as fodder, wheat flour, clothing, school items and radios. Some stressed medicines and fuel. The Red Cross's core inputs have been food, clothing and radios.

The bulk of the food provision has consisted of wheat flour, which is in line with beneficiary requests and subsistence food usage. Rice was acceptable, but not as popular, particularly with the older generation. Clothing inputs have also been appropriate, including leather boots to enable herding to continue when horses have died and/or the household economy prevents the purchase of adequate footwear. Such inputs impact positively on both health and livelihood.

Radios have been hugely appreciated, as they are the foremost means of public information, they are particularly important for extremely isolated families reliant upon good weather information, they are

¹ *An Evaluation of SCF-UK's 2000 Emergency Project in Mongolia*, Christopher Eldridge, November 2000)

used to receive health, agricultural and other advice, and would appear to form an important aspect of personal and communal psychological well being.

The major question over relevance of inputs relates to the provision in the 2001 emergency appeal of 15,000 first aid kits. The rationale is in many ways clear (households engaged in demanding physical activities, often many hours and even days away from emergency medical care). And certain items in the kits (especially bandages) were well received. However, the appropriate training accompanying the kits was not evident, and there was a desire to have certain items included (medicines), which could have been misused. The issue of emergency health care to very remote households is a hugely complex one, and cannot be partially addressed by a simple FA kit distribution.

Two other items have proved problematic. The inclusion of batteries with the radio was, with hindsight, not required given local costs and availability. And the apparent distribution of sunglasses in 2000 is highly questionable and has understandably not been repeated.

1.3 Impact

On the Vulnerable

Little baseline data was established against which the impact of the programmes could be measured. No sample groupings of beneficiaries were made and no market or household economy analysis was performed. Therefore, it is not possible to assess to what extent the inputs reduced vulnerability through, for example, preventing migration, avoiding undernutrition, or liberating household cash for other priority expenditures.

Some idea of impact can perhaps be gained by using SCF's impact analysis in their evaluation of their 2001 emergency assistance in Khovd aimag.² This does include a household economy analysis: the case study portrays a herding family with a financially unsustainable herd of 33 animals. The study reveals a household deficit of around 100,000 tugrig in 2001, plus the accumulating effect of an increasingly loss-making herd. This equates, for example, to five months of the official 'poverty line' income per household member, the total cost of sending two children to school (clothing and items), or to about half the family's annual budget for food which they cannot produce themselves (wheat, or wheat and rice).

The Red Cross input in 2001 of 300 kgs wheat flour/family would have provided for the total wheat flour needs of 7,000 such families - and would have liberated around 80,000 tugrig, or 80% of their deficit. This money would have been spent on fuel, clothing, education, any particular medical needs, or essential tools and household items such as candles and hygiene items.

The 2001 Extension Operation would have provided an even more valuable input to the 4,400 families selected, as the package also contained cooking oil, tea, winter boots and winter clothing. For the SCF case study, this assistance would have provided the annual wheat ration, and would have enabled the paying off of debts, or the purchase of some animals.

Whilst extremely crude, this brief analysis gives some indication of the potentially significant impact of the Red Cross's relief inputs to individual beneficiaries. Interestingly, a World Vision study has found that "the Red Cross supplied significant amounts of food to relatively few particularly vulnerable families", and that such aid "contributed significantly to post-dzud survival and recovery."³

² *Evaluation Report: Emergency Project to Vulnerable Families, Khovd Aimag, Mongolia*; D. Hadrill, L. Sida (June 2001)

³ *Drought and Zud But No Famine (Yet) in the Mongolian Herding Economy*, H. Siurua and J. Swift, World Vision 2002.

Such analysis should be regularly happening within the MRCS/International Federation operations in order to better understand the effect of their actions, to better design future inputs, and to better demonstrate to donors the difference made by their contributions.

The methodologies of the relief operations have been relatively simple. But over three years, more innovative relief practices designed to maximise the impact of the inputs should have been developed. Other agencies have made extensive use of food for work activities, and have integrated relief and longer term programming much more closely than the Red Cross.

Impact on the National Society

The three years of emergency action have had four clear impacts upon the MRCS:

An increase in the profile, image and the perception of relevance within the Mongolian public and institutions. This has probably contributed to the rising membership numbers and fee income, and has helped to maintain excellent relationships with the Government. However, there are signs that the MRCS is being exclusively associated with relief, and that there are certain expectations amongst government, agencies and NGOs that the Red Cross will always be able to shoulder most of the relief responsibilities in the future. This misconception requires correction.

Experience in conducting relief operations. Whilst certainly true, and with improved performances year on year, the benefits of such experience seem weaker concerning logistics and procurement, where repeated problems in meeting International Federation requirements indicate a lack of competency and capacity (see section 1.4 below).

The provision to the NS of hardware such as transport, communications equipment and salary support.⁴ The extent of this support has been appropriate to the nature of the appeals which resourced them. Communications and transport between HQ and some aimags have been facilitated to some extent. However, the impact of these inputs are not significant when considering overall capacity or branch support.

The provision of salary support to key staff. The extent of this support was not clear to the Review Team, though it appears that the wages of at least four key HQ staff may be directly related to the Emergency Appeals 2001-2. Whilst this has certainly added valuable capacity to the MRCS, there are serious questions as to the sustainability of this input (see 1.6 below).

1.4 Effectiveness

In terms of the extent to which the stated objectives of the Appeals were achieved, the emergency interventions have largely been very effective. Whilst the quantities, quality and delivery dates of the items under the 2000 Emergency Appeal and its extension could not be verified by the Review Team and may contain variances from the target figures, there were no obvious issues arising.

For the later emergency inputs, timeliness was the only major issues which detracted from the formal achievement of objectives. Due to confusion on all sides regarding procurement issues, the radios in the 2001/2 Appeal were delivered late, and will only be effective for their intended use during this winter (2002/3). For similar reasons, the First Aid kit contents were disputed and had to be repackaged, causing delays and inefficiencies.

In many respects, logistics in Mongolia offers various opportunities. These include:

⁴ 18 Vans, 2 Nissan Patrols, 11 Shipping Containers for branches, 11 fax machines, 2 satellite phones, 2 GPS, 3 computers/printers, 3 cameras, 3 video cameras, 1 LCD projector.

- Local availability of relief items.
- Supplier quality and relative timeliness
- Security and transport from supplier to distribution points have not been a problem - which is surprising given the vast and difficult terrain, plus a figure of almost 100 dispatch destinations for some deliveries.
- Importation can be slow, but is not impossible
- Tax refunds on imported items have been obtained.

However, as evidenced by a couple of high-profile issues during past relief operations, there is a basic lack of understanding of International Federation procurement and other procedures. The International Federation Regional Finance Delegate reported in August 2000 that Arthur Anderson had noted some non-compliance regarding standard logistics procedures. There has been no NS staff with Int Federation logistical training since 2001, and there is no clear allocation of logistics responsibilities within the headquarters organogram. For various reasons, procedures regarding sealed bids have not always been followed, which rightly or wrongly invites negative public perceptions, and reinforces the need to adhere to all procedures that promote transparency and accountability during the procurement process.

The effectiveness of International Federation support to the MRCS has been questioned by the NS on various occasions relating to the emergency operations. These largely relate to three issues: the procurement issue, the continuity and quality of delegate support over the past three years (see Section 5 below) and the limitations of the International Federation Appeal mechanism. This is rightly seen as consistently late and unsupportive of the required timeframe for action: a launch in February, combined with slow mobilisation, leading to the majority of items being delivered in summer. There are few complaints, however, about the amount of resources generated, which have been consistently high.

1.5 Efficiency

This was extremely hard for the Review Team to measure in any meaningful sense, given its time and capacity limitations. In particular, establishing the cost efficiencies relating to the delivery and impact of the relief items would have required specific study. Nevertheless, it would appear that apart from the time inefficiencies concerning procurement problems, inputs (time, money, expertise) were converted into outputs reasonably economically. There were no obvious signs of wastage within the operations - either material or infrastructural. The cost of the relief items does not seem to be inappropriate given the market value in Mongolia. The hardware inputs to the NS were modest, and were utilised. None of the operations were over-staffed by either the International Federation or the MRCS.

1.6 Sustainability

Some of the relief items have a lasting value to the beneficiaries - particularly the radios. Some consumables were provided with issues of sustainability in mind. For example, there was a correct decision to distribute more expensive leather boots than the thinner felt boots in 2002 - largely due to likely cost benefits in terms of durability. More interestingly, it is possible that the economic value of RC inputs to some beneficiaries have liberated enough cash to enable them to purchase assets, thus contributing to the sustainability of the household's income.

The hardware items provided to the NS (vehicles, faxes etc) will remain useful for another year or two - including any emergency operations over this coming winter. Vehicles will require spare parts given the punishment they receive once off the few sealed road surfaces.

For a full description of the National Society profile, see www.ifrc.org

For further details please contact:

The Mongolian Red Cross Society in Ulaanbaatar; Phone 976-11-312684; Fax 976-11-323334;

email redcross@magnet.mn

Richard Grove-Hills, Head of Regional Delegation, Beijing; Phone 8610 65 327 162/3/4/5; Fax 8610 65 327 166.

Aurelia Balpe, Phone 41 22 730 4352; Fax 41 22 733 0395; email balpe@ifrc.org

All International Federation Operations seek to adhere to the Code of Conduct and are committed to

the Humanitarian Charter and Minimum Standards in Disaster Response (SPHERE Project) in delivering assistance to the most vulnerable.

For support to or for further information concerning Federation operations in this or other countries,

please access the Federation website at <http://www.ifrc.org>

For longer-term programmes, please refer to the Federation's Annual Appeal.

John Horekens
Director
External Relations

Simon Missiri
Head
Asia Pacific Department

INTERNATIONAL FEDERATION OF RED CROSS AND RED CRESCENT SOCIETIES

Interim report	
Annual report	
Final report	X

Appeal No & title: 05/2000 Mongolia snowfalls
Period: year 2000, 2001, 2002 up to December
Project(s): PMN504
Currency: CHF

I - CONSOLIDATED RESPONSE TO APPEAL

FUNDING	CASH		KIND & SERVICES		TOTAL INCOME
	Contributions		Goods/Services	Personnel	
Appeal budget	4,062,050				
less					
Cash brought forward					
TOTAL ASSISTANCE SOUGHT	4,062,050				
<i>Contributions from Donors</i>					
American Government (DGUS)	896,726				896,726
American Red Cross (DNUS)	2,744				2,744
Australia - Private Donors (DPAU)	216				216
Australian Government (DGAU)	215,754				215,754
Australian Govt.via Australian Red C (DGN)	93,948				93,948
Australian Red Cross (DNAU)	10,010				10,010
Australian Red Cross (DNAU)	16,071				16,071
Austrian Red Cross (DNAT)	54,657				54,657
British Govt.via British Red Cross (DGNGB)	84,400				84,400
British Govt.via British Red Cross (DGNGB)	379,339				379,339
British Red Cross (DNGB)	10,566				10,566
Canadian Red Cross (DNCA)	11,276				11,276
China Private donors (DPCN)	946				946
China Private donors (DPCN)	233				233
Danish Govt.via Danish Red Cross (DGND)	197,661				197,661
Danish Red Cross (DNDK)	52,600				52,600
ECHO/MNG/210/2000/01001 (DEMN01)	624,969				624,969
ECHO/MNG/210/2000/01001 (DEMN01)	129,596				129,596
Finnish Govt.via Finnish Red Cross (DGNF)	39,747				39,747
Finnish Red Cross (DNFI)	52,996				52,996
German Govt.via German Red Cross (DGN)	55,565				55,565
German Govt.via German Red Cross (DGN)	22,841				22,841
German Red Cross (DNDE)	6,867				6,867
German Red Cross (DNDE)	3,789				3,789
Germany - Private Donors (DPDE)	206				206
Great Britain - Private Donors (DPGB)	129				129
Great Britain - Private Donors (DPGB)	1,267				1,267
Icelandic Red Cross (DNIS)	4,492				4,492
Icelandic Red Cross (DNIS)	22,216				22,216
Irish Government (DGIE)	147,369				147,369
Japan - Private Donors (DPJP)	157				157
Japanese Red Cross (DNJP)	44,908				44,908
Japanese Red Cross (DNJP)	53,000				53,000
Luxembourg GVT (DGLU)	57,803				57,803
Monaco Red Cross (DNMC)	11,985				11,985
Netherlands Red Cross (DNNL)	52,854				52,854
Netherlands Red Cross (DNNL)	10,704				10,704
Netherlands Red Cross (DNNL)	1,177				1,177
Netherlands Red Cross (DNNL)	5,814				5,814
New Zeland Private donors (DPNZ)	811				811
New Zeland Private donors (DPNZ)	-769				-769
Norwegian Govt.via Norwegian Red Cro (D)	89,100				89,100
Norwegian Red Cross (DNNO)	9,900				9,900
Norwegian Red Cross (DNNO)	5,820				5,820
Private Donors-online donations (DPOLD)	22				22
Private Donors-online donations (DPOLD)	48				48
Private Donors-online donations (DPOLD)	55				55
Private Donors-online donations (DPOLD)	301				301
Republic of Korea Red Cross (DNKR)	1,067				1,067
Republic of Korea Red Cross (DNKR)	20,000				20,000
Swedish Red Cross (DNSE)	189,800				189,800
Swiss Government (DGCH)	100,000				100,000
Switzerland - Private Donors (DPCH)	30				30
Switzerland - Private Donors (DPCH)	200				200
Switzerland - Private Donors (DPCH)	100				100
Taiwan RCO (DM23)	1,635				1,635
United States - Private Donors (DPUS)	82				82
United States - Private Donors (DPUS)	132				132
United States - Private Donors (DPUS)	833				833
United States - Private Donors (DPUS)	41				41
United States - Private Donors (DPUS)	85				85
United States - Private Donors (DPUS)	165				165
JAPAN				17,413	17,413
TOTAL	3,797,054			17,413	3,814,467

II - Balance of funds

Opening balance	
CASH INCOME Rcv'd	3,797,054
CASH EXPENDITURE	-3,797,054
CASH BALANCE	-0

Appeal No & title: 05/2000 Mongolia snowfalls

Period: year 2000, 2001, 2002 up to December

Project(s): PMN504

Currency: CHF

III - Budget analysis / Breakdown of expenditures

Description	Appeal Budget	CASH Expenditures	KIND & SERVICES		TOTAL Expenditures	Variance
			Goods/services	Personnel		
<u>SUPPLIES</u>						
Shelter & Construction						
Clothing & Textiles	172,485	187,891			187,891	-15,406
Food/Seeds	2,469,600	2,105,323			2,105,323	364,277
Water						
Medical & First Aid		33,165			33,165	-33,165
Teaching materials						
Utensils & Tools		12			12	-12
Other relief supplies						
Sub-Total	2,642,085	2,326,391			2,326,391	315,694
<u>CAPITAL EXPENSES</u>						
Land & Buildings						
Vehicles	58,570	90,457			90,457	-31,887
Computers & Telecom equip.	36,719	28,876			28,876	7,843
Medical equipment						
Other capital expenditures		19,596			19,596	-19,596
Sub-Total	95,289	138,929			138,929	-43,640
<u>TRANSPORT & STORAGE</u>	628,800	535,097			535,097	93,703
Sub-Total	628,800	535,097			535,097	93,703
<u>PERSONNEL</u>						
Personnel (delegates)	90,600	100,168		17,413	117,581	-26,981
Personnel (local staff)	47,870	72,379			72,379	-24,509
Training						
Sub-Total	138,470	172,546		17,413	189,959	-51,489
<u>GENERAL & ADMINISTRATION</u>						
Assessment/Monitoring/experts		24,627			24,627	-24,627
Travel & related expenses	18,520	36,046			36,046	-17,526
Information expenses	24,400	62,624			62,624	-38,224
Administrative expenses	67,661	120,891			120,891	-53,230
External workshops & Seminars						
Sub-Total	110,581	244,189			244,189	-133,608
<u>PROGRAMME SUPPORT</u>						
Programme management	273,904	232,849			232,849	41,055
Technical services	81,992	69,716			69,716	12,276
Professional services	90,929	77,337			77,337	13,592
Sub-Total	446,825	379,902			379,902	66,923
Operational provisions						
Transfers to National Societies						
TOTAL BUDGET	4,062,050	3,797,054		17,413	3,814,467	247,583