

# Appeal 2005



International Federation  
of Red Cross and Red Crescent Societies

## MONGOLIA

### Appeal no. 05AA060

*The International Federation's mission is to improve the lives of vulnerable people by mobilising the power of humanity. The Federation is the world's largest humanitarian organisation, and its millions of volunteers are active in over 180 countries. All international assistance to support vulnerable communities seeks to adhere to the Code of Conduct and the Humanitarian Charter and Minimum Standards in Disaster Response, according to the SPHERE Project.*

*This document reflects a range of programmes and activities to be implemented in 2005, and the related funding requirements. These are based upon the broader, multi-year framework of the Federation's Project Planning Process (PPP). The PPP products are either available through hyperlinks in the text<sup>1</sup>, or can be requested through the respective regional department. For further information please contact: Satoshi Sugai, East Asia Desk, [satoshi.sugai@ifrc.org](mailto:satoshi.sugai@ifrc.org), phone +41227304273, fax +41227330395; or please also access the Federation website at <http://www.ifrc.org>.*

*Click on the programme title to go to the relevant text, and the budget figure to go to the country programme budget.*

Programme title	2005 in CHF
<b>Strengthening the National Society</b>	
Health and Care	232,427
Disaster Management	330,028
Humanitarian Values	58,610
Organisational Development	115,540
<b>Total</b>	<b>736,603<sup>2</sup></b>

<sup>1</sup> Identified by blue in the text.

<sup>2</sup> USD 613,580 or EUR 481,597.

## National Context

Mongolia is one of the most sparsely populated countries in the world, with a population of 2.5 million people inhabiting 1.5 million square kilometres. Mongolia embraced democracy in 1990 with an open market economy, a dramatic transition resulting in enormous social and economic changes. The living standard of the general population, for example, deteriorated during Mongolia's socio-economic transition. The gap between rich and poor is more apparent and incidences of unemployment and crime in the urban areas are rising. In 2004, Mongolia ranked 117th on the Human Development Index (compared to 113th in 2003) because of the high rates of poverty and unemployment, short life expectancy at birth, and low GDP rate per capita. Lack of employment opportunities and decreasing quality and accessibility of social care services contribute to the worsening situation. It is estimated that nearly 35 percent of the total population live beneath the poverty line on an average family income of USD 20-30 per month. In some urban areas the percentage of the population living below the poverty line has reached 70 percent.

The main environmental problem is an increasingly fragile soil aggravated by the arid and severe climate. Natural disasters regularly affect areas of the country, such as floods, steppe and forest fires, as well as 'dzud', a combination of severe winter weather conditions followed by summer drought that results in a dearth of fodder for livestock.

The devastating impact of four consecutive dzud disasters greatly affected the socio-economic life of the country. Thousands of herders and people living in provincial centres (40 percent of the entire population) suffered significant personal financial setbacks as there was not enough fodder to sustain their herds. Ten million domestic animals were lost, and tens of thousands of herder families seeking better opportunities were forced to move to urban areas, placing a great deal of pressure on the infrastructure of larger cities like Ulaanbaatar. Difficult and inflexible registration procedures are an obstacle, however, for many new settlers lack the requisite skills or level of education to follow through the process and benefit from available social and medical care services.

Although good progress has been made in addressing the needs of the country with regard to effective policy and coordination of disaster management activities, there is still a need for action at the local level to ensure vulnerable families are provided with adequate resources, skills and knowledge, enabling them to continue their traditional way of life and not overextend the social safety net.

## Red Cross and Red Crescent Priorities

### Movement Context

The Federation, through its country delegation based in Ulaanbaatar, partner national societies (PNS) and the ICRC, provides the Mongolian Red Cross Society (MRCS) with technical and financial assistance in relation to emergency relief operations, annual programming and capacity building activities.

Beginning in 2003 the focus of the Federation's support shifted from emergency relief to promoting a longer-term sustainable development programme. In 2005, greater emphasis will be placed on increasing development capacities of MRCS middle and primary branches as well as strengthening cooperation strategies and mechanisms with the society's bilateral partners. At the same time the MRCS, with support from the Federation, will continue developing projects in the sectors of health and care, disaster management and humanitarian values.

The MRCS completed an intense period of internal reflection, learning and strategy formulation initiated in the late 1990s. This period culminated in an important vulnerability and capacity assessment exercise in March to May 2002 and a significant strategic review facilitated by an external team of consultants in November 2002. In March 2003, the findings of the strategic review were the subject of further discussions in the MRCS, resulting in a document called *Establishing the Way Ahead: The Mongolian Red Cross* in April 2003, which was completed by an external consultant who had facilitated the strategic review earlier. It proposed draft implementation plans to measure progress in each of the five key objectives identified in the strategic review report, namely resource development, human resource development, better programming, public image and cooperation strategy.

MRCS then adopted its own *Strategy 2010* document, which is based on the processes mentioned above. This strategy emphasises the need to adapt its activities to local demands, increase networking with similar governmental and non-governmental organisations, intensify and unite volunteer involvement in the development

of the society, as well as to continue long- and medium-term projects and programmes, encouraging transitions from material-based programmes to self-sustainable ones.

Several PNS have accompanied this process and, in the period 2003 to 2004, reconfirmed or established new development cooperation programmes with the MRCS. These PNS include Australia, Britain, Finland, Germany, Japan, Netherlands and the Republic of Korea. Some of these programmes are implemented on a bilateral basis while most are covered by specific Memorandums of Understanding or programme agreements.

The Federation will continue its work to support MRCS in 2005 as outlined in the programmes set out in this Appeal. They were designed taking into account the current range of bilateral programmes established in the past two years. A second important element of the Federation's country programme is its role in providing support and coordination services to these ongoing bilateral programmes, as stated in a new MRCS/Federation MOU signed in late 2004.

### **National Society Strategy/Programme Priorities**

The priority for movement support in the coming years will be to assist the MRCS to develop community-based, volunteer led programmes addressing urban poverty by learning from its existing achievements to date, and to scale up programmes to meet the rapidly increasing needs of the vulnerable among the urban and rural population.

Another key issue for the MRCS is to improve its capacity at the middle- and primary-levels while continuing to strengthen at the national level. The development of staff and volunteers will be a primary focus for MRCS in its efforts to become a well functioning national society. The financial constraints due to limited income generation and fundraising possibilities encountered by MRCS branches was also identified as a major issue to be addressed. Therefore the MRCS seeks suitable income generation and fundraising activities to support branch level activities.

## **Strengthening the National Society**

### **Health and Care** [<click here for logframes>](#)

#### **Background and achievements/lessons to date**

The health and care programme consists of four unique projects which address existing health and social needs, reflecting and responding to the unique health situation that has arisen over the past ten years as a result of increasing urbanisation and growing poverty. The projects address the areas of:

- Health and first aid
- Social care
- HIV/AIDS
- Blood donor recruitment

MRCS health and first aid activities include basic first aid training at the community level and dissemination activities. The MRCS, as part of the WHO road safety campaign, also conducted first aid training for policemen. In 2004 the MRCS, with support from the Netherlands Red Cross initiated a three-year water and sanitation project. The project provides clean water and adequate sanitation in three *ger* districts of Ulaanbaatar city and will protect the environment of newly inhabited areas in the city.

The main achievement of the social welfare programme in 2004 was the beginning of the project to deliver social care services to the most vulnerable and elderly people, in cooperation with the British and German Red Cross societies. The main goal of this project is to improve the quality of living of the most vulnerable people in three districts of Ulaanbaatar city through home care services with the help of its volunteer network. The project aims to improve both the living, health and psycho-social condition of the targeted beneficiaries.

The current atmosphere in Mongolia with regard to the HIV/AIDS epidemic situation in the country can be seen as the calm before a storm. Although there are few reported cases, Mongolia is considered to be at high risk of an epidemic due to factors like the high incidence of sexually transmitted infection, the prevalence of high risk behaviour among the population, the increasing number of sex workers, as well as low condom usage in both casual sex and sex work. The MRCS HIV/AIDS activities implemented with support from the Australian Red Cross aim to reduce the spread of HIV/AIDS transmission and improve the lives of people living with HIV/AIDS.

The MRCS safer blood programme promotes voluntary, non-remunerated blood donation with the objective of ensuring a safe and adequate blood supply, and currently implements its project activities in cooperation with the Australian Red Cross.

**Goal: The health and psycho-social well-being of the most vulnerable is improved through the support of MRCS initiatives that promote community health, health awareness and safe behaviour.**

**Objective: The MRCS and local communities will be better prepared in addressing threats to the public's health and psycho-social well-being.**

#### **Expected programme results and related projects for this objective**

Social care:

- Health and psycho-social well-being of the most vulnerable living in isolation, as well as the people affected by internal migration, have improved through direct community-based welfare related activities, referrals, advocacy and awareness raising endeavours.

Health and first aid:

- Health at the community level have improved.

HIV/AIDS:

- Community level stigma and discrimination have reduced and community awareness of HIV/AIDS issues has increased.
- Effective prevention programme in place targeting high risk groups.
- The MRCS staff have increased their ability to manage, plan and evaluate community-based education programmes.

Blood donor recruitment:

- The MRCS has improved the blood programme's technical and managerial capacity and increased awareness amongst the general population with regard to voluntary blood donation recruitment.

### **Disaster Preparedness [<click here for logframes>](#)**

#### **Background and achievements/lessons to date**

Since 2001, the MRCS, as an auxiliary to the government, has been developing an internal disaster management policy in line with international best practices and policies of the Federation. At present the MRCS manages six regional disaster preparedness centres located across the country, enabling the MRCS disaster preparedness (DP) and disaster response (DR) activities to reach indigenous populations in an efficient and timely manner. A seventh centre proposed for Ulaanbaatar will address urban disaster preparedness and response needs while acting as a national coordination office. The MRCS is progressive with regard to their disaster preparedness and response programme and have identified the need to focus on building the capacity of the Regional DP centres, including response capacity, consolidating awareness creation and preparatory services in key areas before disaster strikes, and immediate response after disaster strikes.

The MRCS approach to DP is included in the recent measures implemented by the government with respect to national DP and DR needs and has been designed to complement the ongoing programme supported by the United Nations Development Programme. Through continuous coordination with the government and international organisations, the approach of the MRCS will enhance the ongoing umbrella activities in policy and strategic coordination, providing a comprehensive approach to improved disaster management for the country. Furthermore, the MRCS acknowledge the importance of involving local government in its activities, and as such local governments across the country have been involved in developing the MRCS approach and will continue to provide support to their work.

In June 2004 the MRCS, with support from the Australian Red Cross, introduced a two-year project to develop regional disaster preparedness centres. In addition, a disaster preparedness information and dissemination project proposal is under development with assistance from the Hong Kong Red Cross.

**Goal: Disaster preparedness in the community is better enhanced to mitigate the impact of disasters, by increasing awareness and advocacy of the general public as well as mobilising local resources for responding to emergencies.**

**Objective: To reduce vulnerability in times of disaster by strengthening the capacity of the MRCS, as well as improve integration with local and international organisations within the framework of the disaster preparedness programme and other core activities.**

**Expected programme results and related projects for this objective:**

- Responses and operational capacity of six established regional DP centres and one national DP centre in Ulaanbaatar have increased.
- MRCS branch capacity has strengthened in disaster management.
- The capacity of the MRCS first aid team has increased and there is greater public awareness of fire prevention and flood hazards due to publicity surrounding first aid team competitions.
- The impact of disasters has been mitigated as a result of increased public awareness in DP.
- Awareness/knowledge among MRCS volunteers and the general public about earthquakes, especially in Ulaanbaatar, has increased.
- The impact of MRCS activities is demonstrated to and shared with other stakeholders.

**Humanitarian Values** [<click here for logframes>](#)

**Background and achievements/lessons to date**

The development of MRCS traditional information and dissemination activities will once again constitute core activities of the MRCS humanitarian values programme in 2005. However, the MRCS will also focus on engaging NGO and government organisations in the humanitarian mission through increased cooperation efforts.

The MRCS humanitarian values programme is supported by the Federation and the ICRC. The MRCS actively disseminates information regarding the Fundamental Principles, the emblem and activities of the Red Cross Movement. The impact of these activities is reflected by the increasing number of people who are aware of and are involved in humanitarian activities.

**Goal: People's behaviour changed, with an increased mutual understanding and respect for human dignity through the promotion of the Movement's Fundamental Principles and humanitarian values.**

**Objective: To increase the capacity of the MRCS in promoting awareness, understanding and acceptance of the Movement's Fundamental Principles and humanitarian values.**

**Expected programme results and related projects for this objective:**

- Awareness and knowledge of the Red Cross Movement and Mongolian Red Cross Society activities have increased.
- Better understanding and increased cooperation with the media.
- The local media at the *aimag* level has an enhanced awareness of humanitarian values and middle-level Red Cross branch activities.
- Updated and more precise information about the Red Cross Movement has been delivered to public.
- Awareness of the Red Cross/Red Crescent Movement among the junior/youth population has increased.

**Organisational Development** [<click here for logframes>](#)

**Background and achievements/lessons to date**

The MRCS operates out of its 38 middle-level and 720 primary-level Red Cross branches, employing 10,000 volunteers and over 200 staff members.

The MRCS, however, is confronted by many operational challenges due to economic constraints and its geography. Middle-level and primary-level Red Cross branches located in remote and difficult to access areas of Mongolia lack the capacity to conduct training of volunteers and staff, to implement activities and consequently to meet the needs

of the most vulnerable people. Middle-level Red Cross branches require more training to cope with disasters and the difficulties caused by Mongolia's naturally harsh climate. The MRCS now concentrates on developing middle- and primary-level Red Cross branches by introducing capacity building initiatives such as training in volunteer management, the English language and computer skills.

Support from the Federation's Capacity Building Fund (CBF) is used to develop six middle-level Red Cross branches, and CBF supported activities demonstrated a direct and measurable impact. The new winter heating systems enabled a significant number of planned volunteer trainings to take place, facilitating branch level capacity building activities that have in the past been cancelled due to lack of heat in the facilities. The plans were finalised and based on activities conducted under the CBF funded programme in 2004, using an agreed framework to continue measuring impact of capacity building activities.

A subsequent proposal for multi-year capacity building funding submitted for the January 2005 round of applications builds on lessons from the first round and develops a framework that continues to build self-sustainable branch level services as well as volunteer and paid structures. The lessons from the CBF programme was shared with other Asia Pacific national societies in the form of a case study to increase their knowledge on sustainable service provision to vulnerable communities.

The Netherlands Red Cross also supports a capacity building project with two middle-level MRCS branches and a life skills project with one middle-level branch.

**Goal: The national society is well functioning through the improvement of the society's capacity and quality of service to vulnerable people.**

**Objective: To increase the MRCS' financial and human resource capacity to implement sustainable programmes through branches.**

**Expected programme results and related projects for this objective:**

- The human resource capacity of primary- and mid-level MRCS branches has increased.
- Volunteer management and programme implementation have improved.
- Life skills training has been provided to the most vulnerable group of people to improve their livelihood.
- The functioning and the efficiency of the governance and management at all levels have increased.
- Knowledge on income generation activities has been enhanced.
- Knowledge on the Red Cross Movement among the Red Cross youth/junior members has been enhanced.

## **Implementation and Management**

### **Background and achievements/lessons to date**

The Federation in Mongolia maintains a policy of gradual organisational development, and promotes the MRCS in their efforts to further improve their standing as the primary player in the country's disaster preparedness and response.

The Federation in turn supports the MRCS in the development of programmes that are more responsive and focused on the needs of the most vulnerable, with the expected results of increased capacity, programmes designed to meet the needs of the most vulnerable, improvement in the quality of monitoring and evaluation, as well as further development of the organisational development, health and care and disaster management programmes.

The ICRC continues to support the humanitarian values programme and in particular the promotion of international humanitarian law, through funding and regular visits by the head of the ICRC from the regional office and its dissemination delegate in Bangkok. This three-way relationship is extremely cordial.

The country delegation played an active role in promoting the work and humanitarian values of the Movement through advocating the activities of the MRCS and the Federation's *Strategy 2010*. For fundraising purposes, the head of delegation, along with management representatives of the MRCS, maintained close contacts with foreign missions in Mongolia as well as with governmental and non-governmental organisation delegations visiting Ulaanbaatar. The Federation was also represented at meetings with governmental departments at ministerial,

provincial and district levels, and attended coordination meetings with governmental departments and other non-governmental organisations.

International stakeholders are increasingly supportive of the Red Cross interventions in Mongolia, which benefits vulnerable groups. This suggests that the priorities of the MRCS are increasingly better understood by the international media, the United Nations (UN) structures, local and international NGOs and diplomats based in Mongolia and Beijing.

**Goal: Support of international stakeholders for the initiatives of the Red Cross in Mongolia that benefit targeted vulnerable groups increased.**

**Objective: The national society's priorities are better understood by stakeholders, especially by the international media, UN organisations, local and international NGOs and diplomats based in Mongolia and Beijing.**

**Expected programme results and related projects for this objective:**

- Representatives from the national society have attended at least one international or regional conference on a global issue important to the MRCS.
- Federation representatives have attended diplomatic, UN and governmental events/functions regularly to raise the profile of the International Federation, thus laying a solid basis for support.
- The national society and Federation activities are supported by foreign missions based in Mongolia and China.

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# BUDGET 2005

## PROGRAMME BUDGETS SUMMARY

Appeal no.: 05AA060

Name: MONGOLIA

PROGRAMME:

	Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation	Emergency	Total
	CHF	CHF	CHF	CHF	CHF	CHF	CHF
Shelter & construction	0	0	0	0	0	0	0
Clothing & textiles	0	111,625	0	0	0	0	111,625
Food	0	0	0	0	0	0	0
Seeds & plants	0	0	0	0	0	0	0
Water & Sanitation	0	0	0	0	0	0	0
Medical & first aid	5,750	0	0	0	0	0	5,750
Teaching materials	18,899	0	6,000	21,300	0	0	46,199
Utensils & tools	0	0	0	0	0	0	0
Other relief supplies	4,500	0	0	0	0	0	4,500
<b>SUPPLIES</b>	<b>29,149</b>	<b>111,625</b>	<b>6,000</b>	<b>21,300</b>	<b>0</b>	<b>0</b>	<b>168,074</b>
Land & Buildings	0	0	0	0	0	0	0
Vehicles	0	0	0	0	0	0	0
Computers & telecom	0	0	3,750	5,600	0	0	9,350
Medical equipment	0	0	0	0	0	0	0
Other capital exp.	0	0	0	0	0	0	0
<b>CAPITAL EXPENSES</b>	<b>0</b>	<b>0</b>	<b>3,750</b>	<b>5,600</b>	<b>0</b>	<b>0</b>	<b>9,350</b>
Warehouse & Distribution	0	0	0	0	0	0	0
Transport & Vehicules	1,764	2,646	588	882	0	0	5,880
<b>TRANSPORT &amp; STORAGE</b>	<b>1,764</b>	<b>2,646</b>	<b>588</b>	<b>882</b>	<b>0</b>	<b>0</b>	<b>5,880</b>
Programme Support	15,108	21,452	3,810	7,510	0	0	47,879
<b>PROGRAMME SUPPORT</b>	<b>15,108</b>	<b>21,452</b>	<b>3,810</b>	<b>7,510</b>	<b>0</b>	<b>0</b>	<b>47,879</b>
Personnel-delegates	43,200	64,800	14,400	21,600	0	0	144,000
Personnel-national staff	8,360	4,590	1,020	1,699	0	0	15,669
Consultants	0	0	0	0	0	0	0
<b>PERSONNEL</b>	<b>51,560</b>	<b>69,390</b>	<b>15,420</b>	<b>23,299</b>	<b>0</b>	<b>0</b>	<b>159,669</b>
W/shops & Training	43,026	54,944	8,250	51,300	0	0	157,519
<b>WORKSHOPS &amp; TRAINING</b>	<b>43,026</b>	<b>54,944</b>	<b>8,250</b>	<b>51,300</b>	<b>0</b>	<b>0</b>	<b>157,519</b>
Travel & related expenses	3,800	800	200	3,213	0	0	8,012
Information	42,479	61,027	19,310	465	0	0	123,280
Other General costs	45,541	8,144	1,282	1,971	0	0	56,937
<b>GENERAL EXPENSES</b>	<b>91,820</b>	<b>69,971</b>	<b>20,792</b>	<b>5,649</b>	<b>0</b>	<b>0</b>	<b>188,231</b>
<b>TOTAL BUDGET:</b>	<b>232,427</b>	<b>330,028</b>	<b>58,610</b>	<b>115,540</b>	<b>0</b>	<b>0</b>	<b>736,603</b>