

OPERATIONS UPDATE



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: DZUD

13 March 2003

Appeal No. 02/03; Launched on 17 January, 2003 for CHF 3,906,000 for 10 months for 115,000 beneficiaries

Disaster Relief Emergency Fund (DREF) Allocated: CHF 300,000

Beneficiaries: 115,000 people

Operations Update No. 1; Period covered: 17 January - 16 February, 2003

“At a Glance”

Appeal coverage: 21.5%

Related Appeals: 2003 East Asia annual regional programmes (01.69/2003)

Outstanding needs: CHF 3,065,179

Summary: Early donor support has been good but more backing from partners is required to sustain the impact of operations on the lives of families in need.

Operational Developments:

The overall aim of this operation is to *contribute to the Dzud survival and recovery of 115,000 men, women and children in seventeen Aimags of Mongolia through the provision of wheat flour, children’s jackets and trousers, and boots for adults. It is also to revitalise Red Cross local branches in seventeen Soums and three Aimags directly involved in the distribution of this emergency relief.*

The recent combined Review/Assessment (*November 2002*) of the MRCS/International Federation cooperation program, involved, inter alia, evaluating the effectiveness of the previous two dzud emergency response operations. One of the main findings of the Review was that the previous emergency appeals had been launched too late (ie end of February) and that this had resulted in the late distribution of relief goods to affected households. The earlier launch of this year’s appeal has allowed the Red Cross to commence distributions sooner.

During the second week of January 2003, the National Society, with support from Federation personnel, on loan from Beijing and Pyonyang Delegations started logistical procedures for the procurement and transport of 1000 metric tonnes (MT) of second grade wheat flour utilising funds allocated from the Federation’s Disaster Relief Emergency Fund, otherwise known as DREF. The DREF allocation of 300,000 CHF was extremely valuable as it allowed the International Federation and Mongolian Red Cross to initiate the operation without waiting for traditional donor contributions which take several days, sometimes weeks, to materialise. The DREF funds have been essential in

allowing the Red Cross to distribute food to affected herder families in the three worst affected Aimags.

The short term relief personnel from Beijing and Pyonyang were replaced in early February by the deployment of a Logistics and Relief Delegate dedicated to the whole operational period. A Field Delegate will not be mobilised for the time being, but despite this, it is hoped that the programme will be largely achievable. Plainly it is funding that will determine the extent and the time frame in which this extensive operation can be implemented.

At present 793,121 CHF has been received in hard pledges. This represents a coverage of 21.5 percent. With soft pledges the coverage increases to 36 percent. We are still waiting for the response of several donors. The ECHO representative is currently in the field with Mongolia Red Cross staff and the Head of the Federation Delegation. It is unknown at this stage whether ECHO will make a contribution. It is hoped that contributions will eventually gather pace so that the timeliness/effectiveness gains are not lost due to lack of funds. Depending on the funding situation, some of the originally planned inputs/outputs may need to be revised.

The primary concern of several donors is that Mongolia is facing a structural crisis and that longer term prevention initiatives would be more appropriate. While the International Federation is cognisant of the need to move away from relief responses, it also believes that it must respond to the immediate needs of those sectors of the population affected by the dzud. Some donors have stated that they are waiting to see if the Government of Mongolia declares a “State of emergency” and if the Government launches an international appeal for assistance.

An interagency co-ordination meeting initiated by the MRCS on 27 February was well attended. Those present at the meeting included representatives from the UN, the Diplomatic Corps, local NGO, international NGOs, and the Red Cross. Being the first of such meeting, it is hoped that these meetings will enable agencies to better coordinate short term and longer term responses.

The Mongolia Red Cross is in the process of identifying soums and bags¹ which will receive wheat flour under plan of action 2.

Objective, activities and results

Relief distribution of basic food and non food items.

Objective 1: To ensure a minimum calorific intake for the most vulnerable men, women, and children for a period of six months by providing a supplementary ration of 300 Kg of wheat flour per family unit. This represents the equivalent of a daily ration of approximately 1200k Cal / person / day (approximately a half day ration by Sphere Standards).

Verifiable indicators	Progress Against Indicators
80% of beneficiaries interviewed confirm that the wheat flour covered at least 70% of their household deficit and contributed to their Dzud survival and recovery.	One Thousand MT of grade two wheat flour was procured in January. The wheat grain was imported from the Russian Federation by a Mongolian importer. Russia is the traditional source of milled wheat grain. A total of 3,333 households in the aimags of Bulgan, Selenge and Khuvsgul received 300 kg of wheat flour. The MRCS and the Federation are currently developing a comprehensive strategy for evaluation that will integrate other aspects of detailed inquiry. No detailed statistics regarding “household deficits” has been collected thus far.

¹ *Aimag is the equivalent to a Province, a soum equivalent to a district, and a Bag is the equivalent of a smaller area within a district but can also be a small group of dwellings.*

	<p>During field visits monitors have met many Ger households that have been greatly impoverished by the repeated dzuds. In one particular case, a widow was living with an extended family of seven in a Ger of six metres diameter. So too were five orphaned children who had been brought in from the cold so their survival would be assured. This we were told by the widow was possible due to the Red Cross wheat flour that she had received. She explained that of 200 animals she had two years ago, less than one hundred were alive today.</p>
Systems are in place which enable stock levels, movements and distributions to be monitored.	<p>A logistics assessment has been completed and recommendations have been shared with the Logistics Department in the Secretariat Headquarters. The logistic delegate in cooperation with the National Society has established a basic system for monitoring stock, movements of stock, and distributions, via Road Bill, Good Received Notes, and signatures of end users at Micro Distribution levels.</p> <p>Owing to the terrain and wide distances, the MRCS HQ staff and the Federation delegates are not able to be present at every distribution point. Furthermore, there is currently only one serviceable Federation vehicle available for this purpose.</p> <p>So far field monitoring has been undertaken in the northern soums, 550 and more kilometres from Ulaanbaatar. Much of this travel has been off tarmac roads relying solely on snow tracks leading across the <i>Tal</i> (open land) that can totally disappear within a short space of time owing to snow drift. During the first phase of wheat flour distributions, a number of trucks have had to turn back to the aimag centres owing to an inability to proceed. Safety factors have had to be considered, and adhering to local expertise and knowledge of the terrain and weather patterns has been of paramount importance.</p>
Commodity selected for distribution includes consideration of local acceptability and preparation and nutritional composition.	<p>Wheat Flour will measure up to both local and Federation standards, and is the subject of constant scrutiny.</p> <p>Careful consideration has been given to establishing quality control by taking representative samples from each batch of wheat flour loaded for transport. The analysis of this wheat flour has been done by laboratories in Beijing.</p>

Objective 2: To establish a food for work program in three target Aimags that improves the availability of food to vulnerable households and creates long lasting and productive community assets.

Verifiable indicators	Progress Against Indicators
Number of households registered.	The MRCS and the Federation are currently considering options for the food for work component of the operation. A number of ideas were mooted by other agencies at the inter agency meeting on 27 February.
Number of Food for Work committees formed and active (to be quantified).	No progress this reporting period.
Coverage of registered households receiving food.	No progress this reporting period.

Objective 3: To maintain or increase the school attendance of 23,000 very vulnerable children in the worst effected areas through the provision of warm jackets and trousers.

Verifiable indicators	Progress Against Indicators
80% of beneficiaries interviewed confirmed that jackets and trousers are appropriate to climatic conditions.	No progress this reporting period.
School attendance in five sample schools is maintained or increased following relief distributions in the Soums.	No progress this reporting period.
80% of beneficiaries interviewed confirm that the children's clothing provided liberated household resources to obtain other priority items.	No progress this reporting period.

Objective 4: To provide adult boots for 23,000 herder households in order to enable herding to continue when horses have died and / or when the household economy prevents the purchase of adequate footwear.

Verifiable indicators	Progress Against Indicators
80% of beneficiaries interviewed confirm that boots were appropriate to climatic conditions.	No progress this reporting period
100% of beneficiaries interviewed confirm that the boots assisted the family to continue herding.	No progress this reporting period
80% of beneficiaries interviewed confirm that boots provided liberated household resources to obtain other priority items.	No progress this reporting period

Advocacy w

Objective 1: To lobby other agencies to develop a coordinated strategy for more sustainable responses to long term vulnerabilities.

Verifiable indicators	Progress Against Indicators
Red Cross no longer perceived as the only relief response mechanism in Mongolia and is recognized by other agencies as an important player in reducing longer term vulnerability.	An interagency co-ordination meeting initiated by the MRCS on 27 February was well attended. Those present at the meeting included representatives from the UN, the Diplomatic Corps, local NGO, and international NGOs. the aim of the meeting was to share information on the current disaster situation, to discuss possible cooperation initiatives including shared monitoring and evaluation.
MRCS signs memorandum of understanding with NGO(s) and/or UN establishing modus operandi for coordinated responses.	No progress this reporting period.

Media/Public Information Plan w

Objective 1: To bring to the attention of public and donors the ongoing situation in Mongolia, both in urban and rural areas, and the need for a long-term solution to the plight of herders and ex-herders; obtain and maintain visibility of the Red Cross response to the disaster.

Verifiable Indicators	Progress Against Indicators
Press release distributed 20 January to accompany the launch of the appeal.	Completed. A second press release was issued on 14 February and distributed to all international and local media in Beijing as well as to all Diplomatic missions in both Ulaanbaatar and Beijing.
Video News Release distributed for Appeal Launch to TV broadcasters to highlight situation in Mongolia.	Completed.
Regional Information Delegate has provided one other video news release to TV broadcasters.	Completed The second video, which includes a stand-up interview, was done during the Regional information delegate trip to Bulgan from 11-17 January; it was distributed on January 23.
Regional Information Delegate provides at least three web stories on the Mongolia operation for use by the Federation and National Societies over the duration of the Operation.	A web-story following the visit of the regional information delegate to Bulgan province was posted, and information on the first distribution was provided to the media Dept for Federation News.
An article in the Red Cross Red Crescent magazine is published.	No progress this reporting period.
At least five media interviews conducted following Appeal launch for TV, radio and print on situation and the Red Cross response	Interviews were conducted with CNN Asia, RFI, Fox News, Reuters TV, APTN , World Radio Geneva, and background information was shared with Chicago Tribune, Canadian Broadcasting Corporation and the Globe and Mail.
Broadcasts on the local county radio station, including the reading of beneficiary names.	No progress this reporting period.
Beneficiary names posted at the county center.	Beneficiary names posted at the Soum center.
Local county Red Cross Distribution members or the head of Bagh informing identified Red Cross, Beneficiaries.	Bag representatives and other local leaders are involved at Soum level to identify the beneficiaries to be favored under the programme.
Word of mouth amongst herder families.	The programme is widely talked about, as indicated by the number of people who come to the Soum centers on the days of distribution and the publication and posting of the beneficiary lists.

Objective 2: To improve the information capacity of the Mongolian Red Cross.

Verifiable indicators	Progress Against Indicators
	A public ceremony involving Government and 13 media organisations (TV, radio, print) was organised by MRCS to send off the first convoy of wheat flour trucks. Speeches were made by MRCS, Government and the International Federation. The speeches highlighted the support from the international community and related outstanding needs.
MRCS has established a website by the	No progress this reporting period

end of the dzud operation with support from the Regional Information Delegate.	
Provision of at least two stories and information materials by MRCS Information Officer.	NS has regularly provided an update information to the regional information delegate in Beijing.

Capacity of the National Society.

Objective 1: *To revitalize Red Cross local branches (primary organizations) in 17 Soums and 3 Aimags involved in the distribution of emergency relief items (10 months).*

Verifiable Indicators	Progress Against Indicators
Red Cross primary organization leaders in the 17 targeted Soums and 3 Aimags report better retention of volunteers, and at least 20% increase in the number of volunteers in their organization, as a result of the capacity building support provided through the relief operation.	It is as yet unclear which Soums will targeted for branch revitalisation. At Bugat Soum, the Red Cross took the opportunity to distribute pamphlets and posters highlighting other aspects of Red Cross activities and concerns such as fire risks, earthquake, health issues, HIV awareness etc. This activity will continue throughout the implementation of the programme, where monitoring takes place, and as long as stocks allow.
Volunteers in the 3 aimags and 17 primary organizations are trained in relief and other Red Cross activities over the duration of the relief operation.	No progress this reporting period.
At least 10 of the target Red Cross primary organizations planning/implementing longer term vulnerability reduction activities by the end of the dzud relief operation.	No progress this reporting period.
Appeal plan of action summary is available in Mongolian and distributed to 20 soum and aimag branches targeted under this capacity building activity.	Completed.

Objective 2: *To strengthen the capacities of two humanitarian centers in Ulaanbaatar to deliver outreach services to the urban poor.*

Verifiable Indicators	Progress Against Indicators
By the end of the relief operation each of the Humanitarian Centers will have increased the number of families involved in the outreach program by 25%.	No progress this reporting period.

Objective 3: *To build the relief logistics capacity of the MRCS through training workshops and on the job training for MRCS staff in Federation logistics procedures.*

Verifiable Indicators	Progress Against Indicators
The Logistics Delegate facilitates at least four workshops on procurement, warehousing and transportation, and in Federation logistics procedures and standards during the operation at HQ and Aimag level.	No progress this reporting period.

By the conclusion of the operation a clear allocation of logistical responsibilities within the MRCS headquarters organo-gram will have been established.	No progress this reporting period.
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Objective 4: *To build the capacity of the MRCS Aimag branches through the provision of ten desk top computers.*

Verifiable Indicators	Progress Against Indicators
Each branch receives training in the use of computers by the end of the operation.	No progress this reporting period.

Monitoring and Evaluation w

Objective 1: *To improve MRCS Headquarter and Mongolia Federation Delegation systems for establishing baseline data, monitoring, reporting and evaluation (10 months).*

Verifiable Indicators	Progress Against Indicators
Appeal action plan is available in Mongolian and distributed to all target Red Cross Aimag and Soum branches.	Aimag, (Provincial or County) Soum, (Borough) and Bag, (Hamlet) levels of administration have all been briefed about the MRCS/IFRC emergency initiative. The Plan of Action has been made available in Mongolian.
Existence of baseline information amongst the beneficiary groups against which the impact of assistance can be measured.	<p>The International Federation and the National Society are preparing a monitoring questionnaire which will collect information on the conditions prevailing within the targeted populations (urban poor, and herder families). The need for this information was raised at the inter agency co-ordination meeting, and thought to be a concept that should, where possible, be developed cohesively by all agencies operating in Mongolia.</p> <p>Visits to soums have shown that the National Society has disseminated relevant information to soum level administrative bodies, and through them to bag communities. Established procedures appeared both fair and transparent. Distribution Commissions established in at soum level included the involvement of; Vice Governors, Local Parliamentary Speakers (who traditionally double as Red Cross Representatives), Doctors, Governors or Representatives of Bags, Poverty Mitigation Project Officers and Social Workers. The input from the latter enables the Commissions to be fully informed of the activities of other agencies, and is invaluable in avoiding duplication of relief distributions.</p>
Existence of baseline information on volunteers and activities in primary organizations targeted against which the impact of capacity building support can be measured.	No progress this reporting period.
Existence of beneficiary self-monitoring via the publication of selection	Instructions on the establishment of selection committees at Soum level were prepared and sent to all seventeen aimags by MRCS Headquarters. Within the selection process there is an appeal

criteria, assistance contents, beneficiary lists and grievance systems in public places.	mechanism in place whereby individuals or their families may question the decisions of the committee.
Federation Field Delegate selected had previous field experience in monitoring and evaluation.	The Field Delegate will not be deployed until the funding situation improves.
National Society in cooperation with the Federation Field delegate monitors at least 85 families (1% of beneficiaries) in their homes between late February and late June.	No progress this reporting period.
Operation updates provide information against verifiable indicators outlined in this Appeal document.	First Operations Update reports against verifiable indicators.
Evaluation undertaken to measure efficiency, effectiveness and impact of the operation.	No progress this reporting period.

Capacity of the Federation w

Objective 1: *To mobilize the appropriate human, in kind and financial resources to provide efficient and effective support to the National Society (10 months).*

Verifiable indicators	Progress Against Indicators
The East Asia Delegation starts the operation through the mobilization of its Regional Disaster Management Delegate and the DPRK Logistics Delegate.	The Regional DP/DR Delegate and the DPRK Logistics Delegate spent three weeks in Mongolia and worked with Mongolia Red Cross Society to develop the Appeal and started preliminary preparations for the operation. The Head of Regional Delegation spent one week in Mongolia to support the commencement of the Operation.
A Relief Coordinator, Logistics and Field Delegates identified and mobilized for a period of at least six months by end of January 2003.	A Relief Coordinator and Logistics Coordinator were deployed to Mongolia on the 1st of February 2003. A Field Delegate will not be deployed to Mongolia for the time being.
International Emergency Appeal serves to re-engage sister societies in longer term programming in Mongolia.	Several National Societies have expressed interest in supporting Mongolia development programming. The Norwegian Red Cross included a component for support to the DP program in their emergency proposal to Government. The Norwegian Government has contributed to the emergency as well as approximately 50,000 CHF to the DP annual appeal. Finnish Red Cross and Japanese Red Cross will continue to support development programming in 2003. Other donors have

	expressed interest but hard pledges have not yet materialized.
Throughout the operation, the Federation delegates supporting the Dzud relief operation are actively supporting the MRCS in developing longer term strategies for addressing local vulnerabilities.	<p>Partners (National Society, the Federation Secretariat, donors) have been asked to provide their comments on the November 2002 Mongolia Review findings and recommendations. These comments will be aggregated over the next two weeks.</p> <p>The Team Leader of this Review is returning to Mongolia in late March to facilitate a planning workshop. At the end of the workshop the Mongolia Red Cross hopes to have a revised operational plan which takes into account the accepted and prioritised recommendations of the recent Review. This will be presented to partners at the East Asia Partnership Meeting taking place in Beijing between 1-4 April 2003.</p>

Coordination

Selection Committees at Soum level of local administration are cognitive of the risk of duplication, and they advise that they have a well tested “check and balance” system in place that ensures that duplications do not occur.

The State Emergency Commission, and Mongolian Red Cross are working closely together. The Secretary General of MRCS is a member of the Commission. Co-ordination meetings have been recently called by both the UN and the MRCS. It is hoped that these will continue on an *ad hoc* basis. The Federation is advocating for regular co-ordination and co-ordinated response with international organisations based in Ulaanbaatar.

Considerable efforts have been made by the China and Mongolian Delegations and the Secretariat in Geneva to contact Diplomatic Missions. The outcomes of these meetings have been shared with the relevant National Societies.

Outstanding Needs

At present 793,121 CHF has been received in hard pledges. This represents a coverage of 21.5 percent. With soft pledges the coverage increases to 36 percent. We are still waiting for the response of several donors. The ECHO representative is currently in the field with Mongolia Red Cross staff and the Head of the Federation Delegation. It is unknown at this stage whether ECHO will make a contribution. It is hoped that contributions will eventually gather pace so that the timeliness/effectiveness gains are not lost due to lack of funds. Depending on the funding situation, some of the originally planned inputs/outputs may need to be revised.

For further details please contact:

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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.

This operation seeks to administer to the immediate requirements of the victims of this disaster. Subsequent operations to promote sustainable development or longer-term capacity building will require additional support, and these programmes are outlined on the Federation's website.

*For further information concerning Federation operations in this or other countries, please access the Federation website at **<http://www.ifrc.org>**.*

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Mongolia snowfalls						ANNEX 1
APPEAL No. 02/2003		PLEDGES RECEIVED				11.03.2003
DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
CASH						TOTAL COVERAGE
REQUESTED IN APPEAL CHF ----->				3'906'000		21.5%
AUSTRALIAN - RC		26'439	AUD	20'815	20.01.2003	
AUSTRIAN - RC		50'000	EUR	73'363	05.02.2003	
BRITISH - RC		5'313	GBP	11'836	05.12.2002	
DANISH - RC		231'250	DKK	45'325	22.01.2003	
GERMAN - RC		5'313	GBP	11'836	05.12.2002	
JAPANESE - RE		142'500	USD	198'146	24.01.2003	
LIBYAN - RC				5'000	30.01.2003	
NORWEGIAN - GOVT/RC		2'000'000	NOK	395'000	21.02.03	
SWEDISH - GOVT		200'000	SEK	31'800	23.01.2003	
SUB/TOTAL RECEIVED IN CASH				793'121	CHF	20.3%
KIND AND SERVICES (INCLUDING PERSONNEL)						
DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
SWEDISH - GOVT/RC		300'000	SEK	47'700	23.01.2003	LOGISTICS DELEGATE
SUB/TOTAL RECEIVED IN KIND/SERVICES				47'700	CHF	1.2%