

ANNUAL 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

Appeal No. 01.39/2002; Appeal target: CHF 966,273; Appeal coverage: 56.4%

“At a Glance”

In 2002 the Mongolian Red Cross Society (MRCS) took a proactive role in self development to address the increasing needs of its beneficiaries. Three consecutive years of severe summer droughts caused by dzuds has led to the decimation of the country's livestock, leaving Mongolia's extensive herding population without any means of earning a living. The MRCS with support from the International Federation continued to provide humanitarian assistance to families that had lost all or most of their animals due to the overwhelming conditions. Of note was the MRCS's creative use of the media on World Red Cross/Red Crescent Day to disseminate key messages about HIV/AIDS prevention and awareness.

Operational Developments:

Mongolia continues to struggle with the effects of a transition from a command economy and communist rule to democracy and a market economy. The transition has resulted in an increase in unemployment and poverty, and a widening of the gap between rich and poor.

Widespread poverty combined with three years of significant natural disasters, such as severe dzuds, extreme winter conditions specific to Mongolia which lead to severe droughts in the summer, increased the overall vulnerability of those persons that the Mongolian Red Cross Society (MRCS) with support from the International Federation seek to assist through its short and long term programmes.

Extreme weather conditions, over the past three years, severely depleted the population's coping mechanisms. There was an increasing number of herders with insufficient, or not enough livestock to sustain their livelihood. Life in the Mongolian countryside has never been easy, but now it is tougher than ever. For many, moving to sprawling urban centers is the only solution. A mass exodus of herder families to the cities resulted in a dramatic increase in the urban population.

Rainfall during the summer of 2002 was insufficient, and the State Emergency Commission (SEC) declared that 70% of the country was affected by severe drought. Sixteen out of 22 aimags were affected, and some 600,000 people were reported to be facing extreme difficulties.

Observations by the MRCS, a field trip conducted by the Federation Field Delegate, and feedback from other NGOs, confirmed the severity of the drought. There has been little grass growth in this area, little hay was harvested, livestock were in poor condition and had not put on enough winter fat,

and many steppe land and forest fires have made the situation worse. It is understood that dzud conditions follow drought, and there are grave concerns being voiced for the coming winter.

The MRCS moved to initiate another emergency appeal as quickly as possible, allowing time for early response to the predicted disaster.

Two activities carried out by MRCS in 2002 worth highlighting were: 1) the carrying out of a Vulnerability Capacity Assessment (VCA); and, 2) a review of Federation assisted short and long term programming from over the past three years.

The Mongolian Red Cross Society (MRCS) conducted a VCA from March – May 2002 with technical and financial support from the International Federation. The purpose of the VCA was to assess the most recent needs of vulnerable groups within the Mongolian population; and, identify MRCS priorities for enhancing the efficiency and sustainability of activities carried out through the Society's programmes.

In November, a five member Federation Review Team, led by an independent consultant, commenced a two week rapid review of the impact and sustainability of the three MRCS/Federation dzud operations, and development programming from the past three years; and, to provide recommendations for the most relevant, effective and sustainable programmes for future MRCS/Federation co-operation.

In December, at the end of the two weeks, the Review Team presented its preliminary findings and recommendations to, and sought feedback from, the MRCS and the Federation's Mongolia and Beijing Delegations. The Review Team Leader, following the distribution of the Final Report, presented the findings to relevant sectors within the Geneva Secretariat, and held teleconferences with sister/donor National Societies. Following these debriefings, the International Federation facilitated a process, whereby key MRCS partners (MRCS, Mongolia Delegation, Beijing Delegation, Secretariat Departments, Sister National Societies) were invited to provide their comments on each of the recommendations presented in the Final Review Report.

Following the 1999 shut down of International Federation representation in Mongolia, the Federation recruited numbers of short term delegates only for Dzud disasters. In August 2001, a Federation Programme Coordinator was assigned to work in Mongolia, to provide support and advice to the MRCS. In 2003, the Federation re-opened a fully operating delegation.

The Federation has continued to support the MRCS's long term development programme through the annual appeal process, and an emergency operation responding to the 2002-2003 dzud. The latest emergency appeal, Mongolia Dzud (Appeal 02/2003), is distinctive because it has incorporated capacity building initiatives aimed at: strengthening the capacity of the National Society to mobilize communities to implement risk reduction; and, prevention activities and/or post disaster recovery initiatives at the grass roots level. The emergency appeal also, wherever possible, incorporated recommendations made by the review team.

Objectives, Achievements and Constraints

Disaster Response

The 2001 emergency appeal for Mongolia Snowfalls (Appeal 07/2001) to provide humanitarian assistance to 7,000 families, was extended through 2002 to assist an additional 4,400 nomadic herding families. As winter 2002 progressed, similar conditions affected the southwest and western areas of the country, making it obvious that further MRCS support was needed. The confirmation of these needs led to the extension of the relief operation implemented from June to October 2002.

The International Federation and MRCS confirmed that large numbers of people lost their animals, or did not have enough left to support themselves, and that herding families, forced off their land by lack of a means of earning a living, continued to migrate from the grasslands to the urban centres. The MRCS/International Federation Appeal proposed to assist 4,400 families with distributions of food and basic non-food items, utilising unspent funds of CHF 703,000 from the initial Mongolia Snowfalls 2001 Appeal. Following a donor consultation process, and approval from donors, the “extension operation” was implemented.

Objectives, activities and results: extension of the Mongolia Snowfalls operation (Appeal 07/2001) into 2002.

A decision was taken, following the review of a proposal, to use the available CHF 703,000, to assist 4,400 families (24,200 people) for three months, in six of the affected aimags, with a monthly relief package of 150 kg of wheat flour, 5 ltr. of cooking oil, 2 kg of block tea, a set of winter clothing (trousers and jacket), and 1 pair of leather boots.

The Relief Operation Extension was conducted incorporating the lessons learned during previous operations, MRCS institutional memory, and the Society’s close contacts with local authorities. Beneficiaries were selected from the most vulnerable of the affected population, targeting those that had lost all or most of their animals, and had therefore lost their livelihood. Of particular concern were those that had to move to the soum and aimag centres.

Beneficiary lists were compiled by MRCS personnel in collaboration with local authority staff. Notification of distributions were disseminated by posted notices, radio broadcasts, and by word of mouth.

Objective 1: *To provide a monthly food ration for three months to supplement dwindling food reserves.*

Distribution of this food was essential for supporting the identified families through a difficult time when stocks of dried meat were depleted, and dairy products were few. It also assisted families to prepare for winter. Some 4,400 affected herding families received: a total 660 MT of wheat flour, 22,000 kg cooking oil and 8,800 kg of black tea.

Objective 2: *To provide a set of winter clothes and a pair of boots to the head (male or female) of the household.*

Winter clothing and boots were worn out by the labours of the herders in trying to manage their livestock over the past winter. By providing these items, the limited assets of the beneficiary herding family can be used for other essentials. A total of 4,400 set of warm clothes, 3,520 male and 880 female leather boots were distributed to 4,400 families.

Objective 3: *During the monitoring stage to be conducted by the MRCS and Federation Field delegate, beneficiaries will be interviewed to produce information which will assist the programme planning of the National Society.*

It is recognised that one of the biggest challenges facing Mongolia is the growing number of families forced to leave the grasslands due to drought and dzud, and move to the urban centres. For the National Society, the question still remaining to be answered is, how to incorporate continued assistance to affected herding families within its core programmes.

Objective 4: *To provide psycho-social support to herder families*

Visits from MRCS members and local authority staff, accompanied by the distribution of commodities, helps some depressed families deal with the loss of their animals and livelihood. Local entertainment staged by the MRCS at distribution sites, and ongoing visits by volunteers to

vulnerable families are important MRCS activities helping people to cope with the psychological impact of recent events.

Objective 5: *To provide the MRCS with logistical resources to enhance infrastructure.*

The following items have been purchased and delivered to the National Society:

- 3 Computers
- 3 Printers
- 6 Cameras
- 3 Digital Video cameras
- 1 LCD Projector
- 2 Satellite telephones
- 2 Global positioning systems (GPS)
- 1 Uaz 4WD Van

The provision of this equipment strengthens MRCS's communications capacity at Branch level. The provision of another 4WD vehicle is essential for transport over difficult terrain where the population is sparsely distributed or remote.

The satellite telephones and GPS are essential safety items for MRCS staff, particularly during the harsh winters when travel can be very difficult and risky.

Disaster Preparedness

Disaster Preparedness (DP) was identified by the Mongolian Red Cross as one of four key areas for improvement. Since 1995 the MRCS has defined its policy and operational directions for disaster prevention, disaster relief and disaster preparedness. In 2001, the MRCS further developed its policy and strategy in line with the Federation Strategy 2010. The Society has trained a substantial number of staff and volunteers in DP, and is involved in an ongoing relief operation for nomadic herder families affected by severe winter dzuds over the past three years.

The MRCS/Federation progressed with developing the Society's capacity to implement VCA in 2002. Volunteers and staff were trained in responding to disasters, and to work with communities on disaster mitigation initiatives. Monthly radio programmes on disaster prevention and first aid and the destroying of animal carcasses were coordinated with the seasonal disasters that were happening in the country.

The frequency of disaster, previous disasters, loss and possible affects on the population have been assessed in cooperation with the Federation and PNS. The assessment concluded that the MRCS's strategy, curriculum of the programme, emergency relief operations and rehabilitation relief stock and scope should be revised

Thanks to receiving 100% of the necessary funding for DP activities in 2002, the development programme is facilitating timely and effective work from the National Society.

The overall objectives of the programme was to conduct Vulnerability and capacity assessments in five targeted locations, to procure emergency relief stock, and carry out DP activities.

Objective 1: *To assess the vulnerability and capacity of household and communities in two rural and two urban areas.*

Achievements:

The VCA was implemented by the MRCS and was conducted in regard to each of the Society's Four Programme Areas. The MRCS Programme areas are: Disaster Preparedness/Relief, Health and Social Care, Organisational Development and Red Cross Youth. The VCA was carried out in three phases. The first phase was the VCA sensitization workshop, involving over 100 volunteers from the grass roots to management level. The second phase involved interviewing different focus groups, in order to collect data from a broad spectrum of people. The third phase was a VCA data analysis workshop.

Led by the MRCS Under-Secretary General, a VCA Task Force comprising MRCS Programme Managers and Branch Secretaries was formed with the purpose of organising and coordinating the VCA process. Task Force members took part in the facilitating of and interpretation of the VCA sensitization workshop. The workshop was facilitated by the Federation's Amman Regional Project Coordinator, East Asia Regional Disaster Preparedness (DP) delegate and DP delegate in DPR Korea. The workshop provided an excellent opportunity for MRCS to hear from the volunteers working within the communities, share ideas, and learn from their experiences. MRCS volunteers contributed greatly to the Society's understanding and assessment of the organisation in rural areas.

The Task Force began the VCA in April 2002, in two Aimags and four districts. Five Soums were then selected within each Aimag. Each target group was made up of 15 people. Altogether, 1,050 people in rural and urban areas were involved with the VCA. Five focus groups were chosen in each of the targeted areas, they consisted of herders/workers, people from vulnerable groups, unemployed persons, local authorities and school children.

During the course MRCS programme managers, branch secretaries from all 36 branches, and volunteers working on outreach programmes assessed the MRCS's capacity, conducted a SWOT analysis, and reviewed the roles and needs of the MRCS. The outcome of the workshop was presented to the MRCS Steering committee.

In May 2002, the VCA analysis workshop was facilitated in Geneva by a senior officer from the Federation's Secretariat. As a continuation of the review process, Task Force members organised the VCA analysis workshop. After analyzing the collected data, the Task Force presented the draft outputs from the VCA.

Objective 2: *To train 447 disaster preparedness and response volunteers, school teachers and youth in mechanisms aimed at reducing vulnerability and improving communities' ability to cope with the effects of disaster.*

Achievements:

- **Revision of the DP training curriculum:** Curriculum of the DP training for the volunteers and members has been revised and adopted. The training lasts 1,510 hours during which participants are taught about MRCS DP policy, duty of the first aid team to work during disasters, competition regulation among the first aid teams and the preparation of situation reports during the disaster. The training will also provide: a basic understanding about disaster prevention; simple techniques to recover from psychological trauma; minimum standards for relief commodities; and, providing first aid during emergencies.
- **DP training:** Baganuur district Red Cross branch and aimag Civil Defence Office conducted a two day training for the 25 first aid team leaders. The representatives from the coal mining, small enterprises and Baganuur government. The participants received information about:
 - Disaster Prevention
 - Organising a first aid team
 - Administering first aid to a disaster affected population
 - Assessing the needs of disaster affected population
 - The government's DP policy

- Distributions of relief items
 - Relief operation reporting
- Training for teachers and social workers of the kindergartens: The training was conducted in Gobi-Altai and Uvurkhangai aimags involving 55 teachers and social workers of kindergartens. Participants were instructed on methods for teaching small children about basic DP, such as fire and flood prevention, and first aid. The training was conducted in the framework of the Health and First Aid and Red Cross Youth (RCY) programmes.
 - Exchange meeting of volunteers: The exchange meetings of 60 volunteers from Songinokhairkhan, Baganuur districts and Gobi-Altai and Zavkhan aimags were conducted in Baganuur district and in Gobi-Altai aimag. The following issues were discussed during the meeting:
 - Preparedness of help teams
 - Utilization of network team
 - Disaster preparedness of communities during peace time

Participants confirmed the importance of the continuous exchange of information, and emphasized the importance of mobilising institutions and district branches during disasters. It was noted, however, that there is a lack of first aid kits.

- Animal Carcass Clean Up (RCY): Red Cross Youth organised a clean up of animal carcasses. The clean up was carried out by 140 high school students in Haliun and Esonbulag soums of Gobi-Altai aimags. The areas were severely affected by 2001/ 2002 dzuds resulting in the loss of more than 600,000 animals. The clean up prevented possible human and animal infectious disease, due to animal carcasses, in two soums. Additionally, mobilising local people and cleaning the environment set a good example for neighbouring soums.
- Coverlet for the Animals (RCY): In order to assist dzud-affected herders in Gobi-Altai and Tuv aimags, the Red Cross Youth launched an appeal in the capital city. District MRCS branches collected 500 pieces of animal coverlet and the Han-uul branch sewed 150 coverlets.

Within the framework of this activity, a campaign to help herders was organized in nine districts involving 19 secondary schools. Matches, candles, and animal coverlets worth 1.5 mln tugriks were collected and distributed to the herders. This activity was publicized through the central and local mass media.

- Prevention from flooding (RCY): The MRCS district branch in Songinohairhan, the most flood prone district of the capital city, organised work to clean up river and water channels, and built a 100 meter dam to slow down the water's force. It was organized in collaboration with the local staff of Civil defense, and some 200 families living in flood prone areas were mobilised.

Many herder families moved to the Songinohairhan district after the disaster settling in risky areas without permission from local authorities. As a result there was an increase in the number of reported deaths. Therefore, it was necessary to disseminate, with support from the local government, flood prevention and move these families to safer areas. The local MRCS branch mobilised local unemployed young people, to disseminate information about how to build a dam, and damage control in the event of flooding.

- Restoration of the Burnt Forest (RCY): In 2001, Dornod and Bulgan were the most severely affected aimags from steppe and forest fires, and were selected by the MRCS for planting trees. Local aimag MRCS branches, in cooperation with the environmental department, organised tree planting in 1 hectare of land. Mainly, aimag high school students, carried out this activity.

Objective 3: *Pre-positioning of resources for 500 households to respond efficiently to the needs of affected persons.*

Achievements:

This activity was originally planned for 2001. The following nine commodities were purchased and transferred to help 90 families in case of a disaster in three remotely located aimags: Bayanhongor, Umnogobi, and Huvsgul.

- Camp tent -3 pcs.
- Felt coverage – 36 pcs.
- Felt boots – 285 pairs
- Warm pant – 275 pcs.
- Working boots – 112 pairs
- Blankets – 90 pcs.
- Children warm clothes – 103 pcs.
- Cheesecloth – 1,630 meters
- Soup – 2,780 pcs.

Additionally, emergency relief stock was procured for five DP centers in Dornod, Bayan-Ulgii, Gobi-Altai, Arhangai and Gobi-sumber aimags, thus creating the capacity to assist some 60 families in each aimags in case of a disaster.

Objective 4: *To educate communities about risks, early warning systems, mitigation strategies, ongoing Red Cross DP/DR and first aid activities in the community.*

Achievements:

- Publication of leaflets and posters on disaster prevention: 5,000 copies of booklets on fire prevention and first aid; 24,000 copies of four different type of leaflets on dzud preparedness, and the prevention of Marmot Plague and Foot and Mouth disease; 9,000 copies of four types of posters on forest and steppe fire prevention. These publications are being distributed to local communities through the aimag and district MRCS branches.
- Monthly radio programmes: According to the agreement signed between the MRCS and Mongolian National Radio, a monthly ten minute radio programme on prevention from dzud, flood, strong dust wind, steppe and forest fire and marmot plague is being broadcast. Also, first aid classes and special programmes about the traditional way of knowing and predicting weather are being taught by radio to the public. As a result, we expect the public to have knowledge on first aid, and increased awareness and preparedness on possible disaster.
- Video production on DP for youth (RCY): A 20 minute video on DP for youth was produced, and is being used during MRCS training.
- Leaflets and posters for the youth (RCY): 12,000 copies of four different posters on fire, flood and storm prevention were published.

Fifty copies of teaching materials were revised, produced and distributed to 38 mid level MRCS branches.

- Demonstration on disaster prevention (RCY): In order to provide youth with knowledge of disaster prevention and first aid, a demonstration was conducted in Kharkhiraa children's camp, Uvs aimag from 16-26 July 2002. About 100 participants gathered from the 28 soums of Zavkhan, Bayan-Ulgii, Khovd and Uvs aimags. The participants exchanged experiences,

and made presentations about plague, flood, HIV/AIDS and cholera prevention. The team from Uvs aimag took first place with Bayan-Ulgii aimag in second place.

Objective 5: *To effectively monitor and evaluate programme objectives, outputs, inputs and processes.*

Achievements:

- MRCS/Federation programme coordination meetings were conducted on a regular basis, particularly in relation to the extended dzud operation 2002.
- MRCS and Federation staff were trained in log-frame development, and started using the log-frame as a tool for management, monitoring and reporting.
- Regular monthly reports were produced for internal purposes, and bi-annual Programme Updates were produced for the Federation's website.

Humanitarian Values

The overall goal of the programme is to promote the movement's Fundamental Principles and humanitarian values, in order to change behaviour in the community, and strengthen the profile of the MRCS in Mongolia. The dzud relief operation increased MRCS's profile, and led to an increase in membership and volunteer recruitment particularly in the areas which received assistance. Though receiving some support from the Federation, the MRCS information/communication's section continues to be constrained by lack of funding, staff turnover and inexperienced staff. Due to lack of funding MRCS publications "Humanity" and "Eternal Challenge" were not published during May and June 2002.

A committee in charge of the publications was established in order to improve their quality. As a result MRCS could gather important materials about their history and define future trends for the Organisational Development programme. MRCS is working on providing mid and primary level MRCS branches with timely information using new methods.

As a member of the global network of the Red Cross/Red Crescent Movement the MRCS joined the Global Red Cross Day campaign "The Truth About AIDS. Pass It On ..." to reduce HIV/AIDS-related stigma and discrimination.

Objective 1: *To implement a series of internal and external events in order to promote the Movement's Fundamental Principles and humanitarian values.*

Achievements:

- Publication of "Humanity" and "Munkhiin duudlaga" newspapers: Monthly newspapers covering the activities of the MRCS, the Federation, ICRC and PNS were published and distributed to 38 mid level MRCS branches. The newspapers featured various articles about branch activities, volunteers and staff, as well as features about those receiving MRCS assistance.
- The movie "I Care. Do You?" was translated and broadcast over National Television on 8 May 2002: The movie was distributed to all mid level MRCS branches and broadly used nationwide. The well known popular quiz show "Who wants to be a Millionaire?," which is broadcast on National TV, incorporated a Red Cross theme in honor of Red Cross Day. According to statistics from National TV some 70% of the total population watch the National Television channel.
- The MRCS in cooperation with the National Radio produced a broadcast of "The Truth About AIDS. Pass It On ..." which potentially reached as much of 90% of the total population. The

script was originally prepared by the International Federation and was translated into Mongolian for the broadcast.

- Produced the posters “ THE TRUTH ABOUT AIDS”: The poster was produced expressing three different messages: “HIV/AIDS prevention“, “No discrimination,” and “We are all targeted.” The three posters were developed by 20 young people from various colleges, high schools. Two thousand posters were produced, and distributed to aimag and district Red Cross Branches.
- Photo competition: “Red Cross in Photo Focus” was jointly organised with the local Photo agency “GAMMA“. Ten professional and amateur photographers captured their perception of the Red Cross through photography. The best pictures were presented to the participants of the 10th General Assembly, and published in handbooks and guidelines of the MRCS.
- Conduct dissemination and train campaign: The train campaign on “The truth about AIDS. Pass It On ...” was conducted from 8-15 September 2002. During the campaign, training on HIV/AIDS prevention, video presentations and other dissemination activities were conducted with train passengers, and in five train stations. More than 4,000 people participated in the campaign.

Objective 2: *To effectively monitor and evaluate programme objectives, outputs, inputs and processes.*

Achievements:

- MRCS/Federation programme coordination meetings were conducted on a regular basis, particularly in relation to the extended dzud operation 2002.
- MRCS and Federation staff were trained in log-frame development, and started using the log-frame as a tool for management, monitoring and reporting.
- Regular monthly reports were produced for internal purposes, and bi-annual programme updates for the Federation’s website .

Health and Care

The main objectives of the programme were to: align programme priorities with resolutions passed by the tenth General Assembly and the Federation’s Strategy 2010; and, to provide first aid knowledge to the population. To this end, first aid training methods, curriculum, activities of volunteer-trainers of the Health and First Aid Programme were assessed in 2002.

The main achievement of 2002, in compliance with the Federation Strategy and assessment review, was the revision of the first aid training curriculum. The procurement of first aid kits also strengthened MRCS’s capacity for training.

2002 Health and Care programmes were affected by funding restraints. Even though there was some progress, MRCS faced certain constraints at local levels, and had great difficulty with integrating their programmes into the community.

While the MRCS HIV/AIDS programme continues, with support from Australian Red Cross, HIV/AIDS awareness and prevention was mainly targeted at RCY, and the community around the Railway line areas.

Due to financial constraints the following activities were not carried out in 2002:

1. Printing of first aid recommendations and leaflets for the community.
2. Video production for first aid training.
3. Set up two training cabinets with proper equipment and training materials.

Objective 1: *To develop a better understanding of the needs of the most vulnerable communities in two rural and two urban locations through a pilot VCA.*

Achievements:

VCA workshop and assessment: *See Objective 1 under Disaster Preparedness.*

Objective 2: *To work with community and individuals, building on existing local structures, experience and skill, to plan, develop and manage appropriate first aid activities which best respond to needs and are responsive to change.*

Achievements:

- Programme evaluation: An assessment was made of the First Aid Programme in six mid-level and seven primary level MRCS branches. The assessment was a means of measuring the effectiveness of MRCS first aid training and the public's need for it. The task group revised the MRCS first aid training curriculum using the results of the assessment, and the standard programme of first aid recommended by the Federation. Representatives from the Emergency Help Centre, Traffic Police, MOH, MOE participated in the task group. During the revision procedure, the training curriculum and methods of a well-functioning PNS were also factored in. All the mid level MRCS branches submitted their proposals during the National Consultation Meeting held in Uvs aimag. The revised curriculum comprises 24 subjects lasting 22 hours, as well as training methods and tools and the target group has been determined.
- Revision and test of the training curriculum: The revised curriculum was tested in four locations involving 100 trainees. During the National Consultation Meeting held in Uvs aimag all the branches submitted their proposals about the curriculum and discussed it.
- Procurement of the first aid kit: Two kinds of Federation standard first aid kits were procured. Altogether, 3,000 first aid kits were ordered. In January the MRCS purchased first aid training mannequins.
- First aid training for volunteers: Five training courses for school and kindergarten social workers were conducted in Chingeltei and Nalaikh districts involving 125 participants.
- Training of trainers: In cooperation with the Traffic Police, a three day training of trainers was conducted. Two participants from each of the district's Traffic Police Department participated in the training. As traffic police are likely to encounter accidents, they should have certain first aid knowledge. In the future MRCS are planning to train all the traffic police in first aid skills.
- CBFA training: The remaining balance of funds allocated for first aid kits, were used to instruct six driving instructors on basic first aid skills. The driving instructors then passed on the skills to some 120 university students. The purpose of the training was to enable new drivers to gain basic first aid knowledge by preparing instructors able to conduct first aid training.
- First Aid competition among kindergarten and school children: The joint competition with the Traffic Police, Centre for Development of Youth and Children of the City, and the City Department of Education was held among the children of primary schools in six districts.

During the competition the Society conducted first aid training and dissemination of information.

Objective 3: *To increase the number of voluntary blood donors by 15 percent.*

Achievements:

- The translation of the Federation's blood donor recruitment manual into the Mongolian language started in late 2002 and was completed in the first quarter of 2003.
- Blood donation promotion campaign: The MRCS and Blood Centre jointly launched an annual campaign among Ulaanbaatar Red Cross branches and youth NGOs to boost the volume of blood donation. As a result, the number of donors in Ulaanbaatar alone has increased from 10,643 donors in 2001 to 11,925 donors in 2002 (an increase by 12%). Also, jointly with the Youth Red Cross and Blood Centre, the programme organised a blood drive in Baganuur and Naliakh, the remote districts of Ulaanbaatar which helped to create greater public awareness about blood donation and increase the local blood donors' pool.

Objective 4: *To conduct STD and HIV/AIDS Youth Peer Education for 5000 young people.*

Achievements:

- Participatory assessment of HIV/STI vulnerability of young people: An extensive assessment involving 242 adolescents and young people was conducted in three urban and semi-urban locations (Baganuur district of Ulaanbaatar city, Darkhan and Orkhon aimags). It used different participatory assessment techniques such as interviews, focus group discussions and field observations. The survey helped MRCS to identify the level of preventative knowledge of young people about HIV/AIDS and STIs, their attitude and existing practices. These findings and recommendations from the survey were utilized for decision-making on the MRCS HIV/AIDS programme for 2003-2004.
- The programme also trained 32 MRCS volunteers on low-tech social research skills and HIV/AIDS. The volunteers then helped the branches to carry out their assessment.
- The survey also played a role in creating awareness of relevant local institutions about the epidemic, and mobilizing the communities. The programme conducted a series of skill building workshops on project management and strategic planning for branches' key staff. As a positive outcome of this activity, the branches, which were involved in the survey, developed project proposals to address their HIV/AIDS prevention issues and some were able to access funds from other NGOs.
- A life-skills workshops on HIV/AIDS for young people: The programme conducted a series of basic HIV/AIDS training sessions for over 200 young people. It also conducted more extensive HIV/AIDS life skills training workshops for 120 Red Cross volunteers in Ulaanbaatar districts and Tuv, Orkhon and Darkhan aimags.
- A World AIDS Day event was organised jointly with the Information and Youth Red Cross programmes: In co-operation with other agencies, MRCS co-organized on a special public event in Ulaanbaatar, which included a wrestling competition combined with HIV/AIDS prevention messages and an exhibition of agencies working on HIV/AIDS. The event was attended by approximately 3,000 people. It also co-organized a national HIV/AIDS poster and essay competition among the youth on the issue of HIV/AIDS discrimination.
- Using the programme WAD celebration guidelines, most of the Red Cross branches organized campaign events in the aimags: The main theme was HIV/AIDS anti-discrimination. Youth

Red Cross volunteers jointly with students' organisations conducted HIV/AIDS sensitization sessions in students' dormitories. Over 500 students were reached through the activity.

Social Care Programme

Objective 5: *To improve the health and psycho-social well-being of the most vulnerable older men and women in two aimags (Gobi Altai and Uvur Khangai) and two Ulaanbaatar districts (Khan-Uul and Nalaikh)*

Achievements:

The Community-based care for the Elderly project has been implemented by MRCS since 2000 with technical and financial support from Help Age International, and financial support from the Canada fund. The pilot phase of this project initiated to develop a community-based model of support for older people, through the Mongolian Red Cross Society (MRCS) from January to December 2000. The project was implemented in Gobi-Altai, a remote province located in the southwest part of Mongolia. The second phase of the pilot project aimed to have two models, one in urban and one in a rural area from March 2001 to February 2002. Gobi-Altai aimag was the rural model and Khan-Uul district of Ulaanbaatar was chosen as the urban model.

The second phase of the pilot project was intended to improve the health, economic and psycho-social well-being of the most vulnerable elderly, through the provision of direct service in two locations. The second phase was also intended, to develop replicable models of community-based care for the elderly, capacity building of Red Cross staff and volunteers, and advocacy and awareness-raising about older people and aging issues. Therefore inclusion of Community-based Care for the Elderly into the Development Program of MRCS was a key factor for the continuation of the project and further integration of its best practices into existing MRCS programmes. Activities conducted during the pilot project include:

- Two trainings conducted on Participatory methodology in Uvurkhangai aimag and Nalaikh district for 100 volunteers.
- Two workshops on Integration of MRCS programs conducted in Gobi-Altai aimag and Khan-uul district for 100 volunteers.
- Two Mobile-ger Day Care Centers established in Gobi-Altai aimag and Khan –Uul district.
- Two volunteer exchange visits, and eight meetings organised among volunteers in Gobi-Altai and Uvurkhangai aimags, Khan-Uul and Nalaikh districts.
- Improved the follow-up and monitoring of volunteer activities by local Red Cross Branches by receiving regular monthly reporting sheets, meeting with volunteers and interviewing the elderly in target areas. Different volunteer activities were systematized into four main activities which comprise Home Health Care, Home Help, Befriending and Referrals.
- Four articles published in newspapers, two interviews given to the National radio, one 15 minutes awareness program on aging issue and community-based voluntary services broadcast.
- On the occasion of International Older People's Day District Red Cross Branches organised month-long activities for migrated older people in UB city. Organised a Walk Event of Older people in all targeted areas, as well as in Ulaanbaatar city together with Ministry of Health, WHO Representative and Implementing Agency of the Government of Mongolia, Directorate of medical services. The Walk Event involved more than 1000 older people in Ulaanbaatar city.

Objective 6: *To improve the health and psycho-social well being of the poorest, men women and children in seven Ulaanbaatar districts through central and outreach community care services.*

Achievements:

Support for Humanitarian Centres established in the districts of Ulaanbaatar in 2000 and 2001 continued in Chingeltei, Bagakhangai, Bayangol, Bayanzurkh and Songinokhairhan districts. A total of 2,610 beneficiaries received different kinds of care and services through Humanitarian Centres' activities in 2002. These Centres have premises in isolated *ger* districts, where many of the vulnerable groups live. They run hair dressing salons, canteens, shoe repair shops and sewing workshops to raise funds for their activities. In addition of their core activities, the Centres also carried out other activities, which include:

- Arrangement of community mobilisation activities such as local donation through collecting secondhand clothes, fuel, coal and hays for poor families.
- Bayangol district organised 'Clothes for Work' one-day activity on road reconstruction of the district with vulnerable people and provided them secondhand clothes donated from ADRA.
- Referrals e.g. to assist homeless people in the target areas to other GOs and NGOs in order to include them in housing projects and other activities.
- Sewing workshops for 18 young women and assisted to obtain vocational training.
- Soup kitchen provided to 84 people in Chingeltei district, 20 people in Bagakhangai district, 48 people in Bayangol district.
- Aside from the soup kitchen provided in Humanitarian Centres, meals were delivered to 31 home-bound older people and disabled people through *outreach program* in all the districts.
- Humanitarian Centre's staff of Chingeltei district visited 20 women, prisoners from poor families to provide psychological support and other assistance.
- In Chingeltei district 16 households (a total of 84 people) affected by TB were visited with TB prevention messages.

Objective 7: *Increase youth and children participation in community based care services*

Achievements:

A summer camp-Red Cross campaign, covering training, and promotion on MRCS activities and conducting social care services among the vulnerable groups was conducted in Guulin, Gobi-Altai aimag. Information and experience sharing activities were conducted among the Helper's groups during the campaign. A total of 50 social worker-teachers of secondary schools were involved in these MRCS activities. Also more than 50 Youth and Junior Red Cross members and supporters participated.

Institutional and Resource Development

2002 was a year full of many significant events for the MRCS, such as; the analytical review of its activities over last ten years, the Society's tenth General Assembly which set up the directions for its development over the next four years, a Vulnerability and Capacity assessment in selected locations aimed at identifying the needs and capacity of the community as well as those of the MRCS, and activities which promoted the Red Cross throughout the country.

Under the leadership of the President and Secretary General, two Under Secretary General were appointed as 'focal points,' to work with MRCS management on their programming and finance & administration activities.

In a move to strengthen organizational development, MRCS conducted a VCA, and a review of development and emergency operations from the last three years. These exercises helped MRCS with

establishing the way ahead. The recommendations, experiences and lessons learnt were made available to both external and internal Organisational Development (OD) practitioners and donors.

The purpose of the OD programme was to improve the knowledge and skill of the Society's human resource pool, to revise the strategy and policy of the core programmes, and to promote independence of the mid level MRCS branches. Recommendations to improve capacity building of the branches, to enhance the integration of the programs, and for retaining volunteers and trained staff, were developed during consultation meetings and workshops, in cooperation with the concerned organisations and lecturers from the Academy of Management. These recommendations will contribute to the delivery by the MRCS of effective service to the population. In the future it will be important to focus on programme integration, enhancement of branch capacity building, and retaining volunteers and trained staff.

Objective 1: *To identify and make available good organisational development practice suited to a national society in transition coping with radically changing political and economical environments.*

Achievements:

- As a result of the project "National Societies in countries in transition" supported by the Federation OD program, the MRCS produced a book that illustrates all the stories and facts related to the Society's development over the last ten years. The book is being distributed to MRCS members and volunteers.
- During the tenth General Assembly, the Statutes of the MRCS were revised. All the achievements, constraints, and activities carried out between the last two General Assemblies were subjects of discussion.
- "Cooperation of the MRCS and the Government organizations" eastern regional consultation meeting was held in Sukhbaatar aimag. Chairmen and secretaries of five aimags' MRCS branches, members of the Managing Board, special members, volunteers, staff of MRCS Headquarters, representatives of the MOH, State Defense Office, State Boarder Security Office, Fire Department, State Reservation Office, National Center for Control of Diseases with Natural Foci , MAA participated in the meeting. The purpose of the meeting was to discuss MRCS cooperation with Government organisations on developing Disaster Preparedness Funds in the aimags.

Objective 2: *To provide financial support to MRCS branches implementing health and care and disaster preparedness programmes and to assess the feasibility of branch income generation activities.*

Achievements:

- Ulaanbaatar district MRCS branches organised various activities to increase membership, training and seminars and carried out branch Assemblies prior to the Society's tenth General Assembly: As a result of the activities carried out by five district branches that received some funding from the Federation, the number of subscribing members increased by 7,450, special members by 400, member organizations by 320, and volunteers by 13,000. In the framework of the Health and First Aid, Social Welfare, Red Cross Youth, DP and OD Programmes, four regional consultation meetings to identify future plans were held. The future outline of the programmes were discussed during the tenth General Assembly.
- Translation of the ninth chapter of the Fundraising Project and Human Resource Guidelines: The translation of the guidelines was completed in April, and distributed to the local branches. The guidelines included some recommendations on the planning process. Based on the survey conducted in 2002, the aimag MRCS branches developed a plan for 2003.
- Operational cost for five district MRCS branches: The Federation has provided operational costs to five district MRCS branches from January–November 2002. In the framework of the Decentralization project, districts received 83% to 37% of operational costs depending on their

needs. The goal of the district MRCS branches is to increase their capacity by increasing the number of volunteers and members, fundraising, and income generating activities.

Objective 3: *To develop MRCS's volunteer management capacity in its health and care and DP programmes.*

Achievements:

- Policy on Volunteering: 2001-2005 Policy on Volunteering was translated and distributed to MRCS branches which is being used to develop a strategy and policy on volunteering. The policy is being used to conduct training for volunteers as well as in dissemination about MRCS activities.
- “Improving the capacity building of the MRCS branches, to ensure their independence:” A consultation meeting was held in Gobi Altai aimag in December 2002. The participants, in cooperation with the lecturers from the Academy of Management, developed recommendations on how to enhance capacity building of the mid level MRCS branches.
- National Consultation Meeting of MRCS: A National Consultation Meeting was held in August Uvs aimag, with over one hundred participants. Within the framework of achieving goals set forth by the General Assembly's resolution, recommendations to sustain programme implementation, and enhance the capacity building of MRCS branches, were developed. Representatives from MRCS branches discussed the branches' achievements and constraints, as well as future trends.

Objective 4: *To further develop staff competencies in human management, financial management, leadership, Red Cross ideology and VCA in those branches involved in implementation of the health and care and DP programmes.*

Achievements:

MRCS conducted a Vulnerability and Capacity Assessment (VCA) in five locations: Gobi-Altai, Darkhan-Uul and Tuv Aimags, Songinokhairkhan and the Baganuur districts of the capital city involving some 1,050 participants. Using a questionnaire specifically designed for the study, the assessment was carried out based on DP, first aid and social conditions. As a result of the assessment a training curriculum for the programmes and volunteer management were revised.

Regional Cooperation

The “Vulnerability and Capacity Assessment” has made MRCS mindful as to the needs of the most vulnerable, given the dramatic economic and social changes that have transpired since independence in 1990.

Frequent visits to Mongolia by the Federation's Head of Regional Delegation, Beijing, has enabled the MRCS improving mindsets for advancing the quality of Red Cross activities, and Federation representation in Mongolia, as well as enhancing the good relationship between MRCS and the Federation.

Coordination and Management

In line with recommendations made by the review team, the Federation ‘change process’ and the changing nature of MRCS, the Federation deployed a Head of Delegation to Mongolia. The position, which is new, was specially designed to assist the MRCS with further medium and long term strategies. In addition, the Federation continued to support the country's humanitarian crisis, including dzud 2002/03.

Objective 1: *To ensure the most effective planning, implementation, monitoring and evaluation of Federation supported programmes in Mongolia.*

Achievements:

- The Federation Secretariat, Regional office, Beijing, and the delegation supported the MRCS with the transition Research Pilot Project.
- The review team made significant recommendations and provided advice to the MRCS on strategies, planning, implementation, and monitoring and evaluation of Federation supported programmes.
- Preparatory work was done in December, to launch an emergency appeal for dzud 2002/03. Subsequently, Federation launched an Emergency Appeal on 17 January 2003.

Objective 2: *To assure donors that their contribution to the MRCS programmes are effectively targeted and efficiently utilized.*

Achievements:

- Annual Appeal was developed jointly by the Federation and MRCS using the log frame as a planning, monitoring and reporting tool.
- With the help of Regional Finance Unit, KL the Federation was able to produce effective financial monitoring, ensuring accurate expenditure and income. A Financial Monitoring Report (FMR) was used to ensure effective and timely financial monitoring of income and expenditure of funds available in 2002.
- MRCS and Federation staff were trained in the use of log frame.
- Three short term delegates namely field, logistic and information were recruited, briefed and mobilized to run the extended emergency operation in Mongolia in 2002.

Objective 3: *To promote the work and image of the MRCS, Federation and sister national societies among the donor community, in Mongolia and internationally.*

Achievements:

- During 2002, the delegation with support provided from the Federation's regional information delegate, Regional Office, Beijing; regional delegation Southeast Asia, and information department in Geneva drew attention to MRCS activities, while PNS continued to raise funds for short term and long term development activities contributing to MRCS capacity building.
- The delegation has promoted the work of the MRCS with timely reporting to donors, co-ordination and representation with other international NGOs working in Mongolia, and through the media which have been kept informed of MRCS activities.

Objective 4: *The country office act as the link for regional delegates to provide support to capacity building of MRCS.*

Achievements:

- The changing functions of the Regional Delegation has led to greater co-ordination between the Federation, and the National societies in the region. MRCS is developing more links to the regional office through the country delegation.

Conclusions

The third consecutive dzud disaster, and late and insufficient funding, imposed significant constraints on the MRCS to manage all of the ongoing activities. Staff turn-over, in 2002, created an obstacle to the smooth implementation of programmes. Given the MRCS's limited human resources, many of the available programme staff were assigned to the relief operation, thus leaving core activities understaffed. Nonetheless, planned activities were accomplished.

In 2002, MRCS held its tenth General Assembly establishing the direction for the Society's development over the next four years. Recommendations made by the review team, the findings of the VCA, and the Federation 'change process' are all significant factors in moving ahead with the development of the MRCS from primarily a provider of emergency relief, towards assisting with sustainable development. The next real test for the MRCS will be to act upon the recommendations made during the review process, and complete a comprehensive strategic planning process in 2003.

Given difficult circumstances, and the fact that only short-term delegates were working in the country, the Federation Delegation in Mongolia has not been able to establish a dependable working relationship with the MRCS, which created problems with efficiently implementing programmes.

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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.

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

INTERNATIONAL FEDERATION OF RED CROSS AND RED CRESCENT SOCIETIES

Interim report	
Annual report	X
Final report	

Appeal No & title: 01.39/2002 Mongolia
Period: year 2002
Project(s): PMN000, 002, 003, 004, 005, 160
Currency: CHF

I - CONSOLIDATED RESPONSE TO APPEAL

FUNDING	CASH		KIND & SERVICES		TOTAL INCOME
	Contributions	Comments	Goods/Services	Personnel	
Appeal budget	966,274				
less					
Cash brought forward	239,348				
TOTAL ASSISTANCE SOUGHT	726,926				
<u>Contributions from Donors</u>					
Canadian Red Cross (DNCA)	37,945				37,945
Donor - Unidentified (D000)	406				406
Finnish Govt.via Finnish Red Cross (DGNFI)	114,370				114,370
Finnish Red Cross (DNFI)	32,694				32,694
Icelandic Red Cross (DNIS)	43,000				43,000
Japanese Red Cross	51,743				51,743
Liechtenstein Red Cross (DNLI)	51,300				51,300
Luxembourg - Private Donors (DPLU)	275				275
New Zeland Private donors (DPNZ)	769				769
Private Donors-online donations (DPOLD)	1,182				1,182
Switzerland - Private Donors (DPCH)	15,437				15,437
TOTAL	349,121				349,121

II - Balance of funds

OPENING	239,348
CASH INCOME Rcv'd	349,121
CASH EXPENDITURE	-471,023

CASH BALANCE	117,446

Appeal No & title: 01.39/2002 Mongolia

Period: year 2002

Project(s): PMN000, 002, 003, 004, 005, 160

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	14,700	7,910			7,910	6,790
Clothing & Textiles	43,733	57,643			57,643	-13,911
Food & Seeds	25,085	7,290			7,290	17,794
Water & sanitation						
Medical & First Aid	29,400	35,609			35,609	-6,209
Teaching materials	13,125	8,867			8,867	4,258
Utensils & Tools		74			74	-74
Other relief supplies	630	1,432			1,432	-802
Sub-Total	126,672	118,826			118,826	7,846
<u>CAPITAL EXPENSES</u>						
Land & Buildings						
Vehicles						
Computers & Telecom equip.	8,050	4,445			4,445	3,605
Medical equipment	4,025					4,025
Other capital expenditures	38,483	7,420			7,420	31,062
Sub-Total	50,558	11,865			11,865	38,692
<u>TRANSPORT & STORAGE</u>						
	9,283	8,939			8,939	344
Sub-Total	9,283	8,939			8,939	344
<u>PERSONNEL</u>						
Personnel (delegates)	100,940	11,487			11,487	89,453
Personnel (national staff)	76,967	40,611			40,611	36,356
Sub-Total	177,907	52,097			52,097	125,810
<u>GENERAL & ADMINISTRATION</u>						
Assessment/Monitoring/experts	61,157	1,367			1,367	59,790
Travel & related expenses	39,218	11,993			11,993	27,224
Information expenses	169,255	93,868			93,868	75,387
Admin./general expenses	80,113	40,451			40,451	39,661
External workshops & Seminars	145,822	78,129			78,129	67,693
Sub-Total	495,565	225,809			225,809	269,756
<u>PROGRAMME SUPPORT</u>						
Programme management	65,156	32,182			32,182	32,974
Technical services	19,504	9,307			9,307	10,197
Professional services	21,630	10,324			10,324	11,306
Sub-Total	106,290	51,813			51,813	54,477
Operational provisions		1,674			1,674	-1,674
Transfers to National Societies						
TOTAL BUDGET	966,274	471,023			471,023	495,251