

FINAL REPORT



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

MONGOLIA SNOWFALLS 2001

24 March 2003

This Final Report is intended for reporting on emergency appeals

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

Appeal No. 07 / 01; Launched on: 14th February 2001 for 12 months for CHF 2,864,472 to assist 7,022 families / 35,000 beneficiaries with food and non food items, and an additional 15,000 families with first aid kits and radios. The operation was extended in March 2002, utilising unspent funding of CHF 703,000 in the "Relief Operation Extension" targeting 4,400 families / 24,200 beneficiaries. This part of the operation was completed in October 2002.

Period covered: 15th February 2001 - 31st October 2002 ; last Operations Update (no. 8) issued 24th July 2002.

Summary w

Introduction

The Mongolia Snowfalls 2001 Emergency Appeal was launched as a result of the severe 2000-2001 winter conditions (dzud).

This harsh winter came at a time when risk preparedness and management strategies were almost non-existent. The herding community, which represents between 33-50 of Mongolia's population, was the most affected by the disaster. In addition to the direct impact on animal and human mortality, dzuds undermine pastoral development strategies, and are major causes of rural and urban poverty.

The operation initially aimed to assist 7000 nomadic herding families through the provision of supplementary emergency food assistance and other relief items. An additional 4,400 families were assisted through the Operation Extension.

The initial duration of the operation was 12 months, beginning in February 2001. As the 2001-2002 winter progressed, it became obvious that further assistance was going to be needed as similar conditions affected the southwest and western areas of the country. This gave rise to the Relief Operation Extension which was implemented between June to October 2002.

The overall operation has been implemented over a period of 20 months. The first section of this report will deal with the response to the 2000-2001 winter emergency. This involved two Phases in 2001. The second section of the report covers the 2002 Relief Operation Extension.

The Final Section of the Report is an excerpt from the recent (November 2002) review of the Mongolia Red Cross Society (MRCSS) - International Federation cooperation program. This provides an independent view of the impact, effectiveness, efficiency and sustainability of the 1999-2000, 2000-2001 and 2002 extension, snowfall relief operations.

Red Cross Rethinking its Strategy in Mongolia

Following the previously mentioned review, the Mongolia Red Cross and the International Federation are now rethinking their strategy for responding to this repeated slow onset disaster.

The review found that previous Mongolia Red Cross/International Federation emergency operations have lacked integration with longer-term strategies, and relief practices have lacked innovation in incorporating rehabilitative/developmental elements.

The Mongolia Red Cross Society and the International Federation want to go beyond the traditional 'reactive response' to dzuds towards programmes which promote risk reduction and prevention.

This new approach will take time to come into being.

The Mongolia Red Cross in cooperation with the International Federation is currently in dialogue with its international partners, especially sister Red Cross National Societies, to encourage them to provide longer-term support to the National Society. This dialogue has involved the previously mentioned external review of development and emergency assistance, extensive consultation with all partners during and after the review, a follow up visit from the external reviewer to facilitate a strategic planning workshop, a partnership meeting involving all partners to find a joint way forward.

Meanwhile the current emergency appeal (2003) has incorporated capacity building initiatives aimed at strengthening the capacity of the National Society to mobilise communities to implement risk reduction, and prevention activities and/or post-disaster recovery initiatives at the grassroots level.

Balance of funds

A closing balance of 45,626 CHF is shown in the financial annex to this report. The Federation Secretariat is currently in dialogue with donors regarding the reallocation of these funds - part of which will be utilised to implement the accepted/prioritised review recommendations. The National Society and the delegation is currently negotiating the VAT refund for the operation, which may total USD15,000. If this refund materialises, it will be allocated to the National Society Development Programme.

Section 1: 2000-01 Relief Operation

The Disaster

For the first time in living memory, Mongolia was struck by two consecutive dzuds (in 1999-2000 and 2000-2001).

The Mongolian term *dzud* denotes any one of a range of winter conditions which threaten livestock survival, such as unusually abundant snowfall ('white *dzud*'), the formation of an impenetrable ice layer over pastures ('ice *dzud*'), or a lack of sufficient winter fodder following a summer drought ('black *dzud*') or due to soil compaction by grazing animals ('trampling *zud*'). The most significant of the risks faced by herders, severe *dzuds* historically occur in Mongolia with an average frequency of once every eight years.¹

¹ Templer et al. 1993

Dzuds impact on the food security of the livestock through the loss of available grass (caused by drought, rodent infestation, overgrazing and heavy snow cover) which severely undermines their ability to build up sufficient reserves of body fat to survive the winter.

With the onset of severe winter conditions in October 2000, which brought lower than normal temperatures along with strong winds and heavy snowfall, large numbers of already weakened animals stood little chance of survival.

The herders rely completely on their animals for their livelihood. Livestock (horses, yaks, cattle, camels, sheep and goats) are the main source of food (meat and dairy products), provide hides and fiber for shelter, clothing, barter and sale, dung for fuel and are used for transport.

The loss of livestock created significant food security problems and had a major impact on the ability of the herders to survive. The economy of the herders is based on their ability to sell or barter their animals, meat, fibers and hides, enabling them to purchase supplementary food and other essential non-food items, to access health care and to educate their children. The loss of so many animals over the past two years meant they no longer had the ability to provide for their families. The psychological impact on the herders has been immense. Given the close relationship that the herders have with their animals, the loss of even a few is seen as a failure. During this difficult time, a number of suicides were reported, and there has been a migration of herding families who have lost their animals to the urban centres, seeking assistance and a new way of life.

In February 2001, 21 of a total of 22 provinces in Mongolia were affected in some way by the disaster with 13 provinces considered by the government to be seriously affected. By the end of April 2001, the total number of livestock lost during the 2000-2001 winter amounted to over 2.1 million head, and as many as 76,000 herder families / 420,000 people were affected throughout Mongolia.

Coordination w

At the national level the State Emergency Commission (SEC) was responsible for the coordination of information and response to the disaster. The close link between the SEC and MRCS (the Secretary General of MRCS is a member of the committee) ensured that assistance received through the appeal was carefully coordinated with Government and NGO efforts.

Meetings were also hosted by UNDP involving all the main participants, ensuring that action was properly directed and that there was no overlapping.

At the local level, the Governors of the Aimags, and Presidents of the Soum Assemblies, are often appointed as the Chairmen of the Red Cross Branches. This served in a positive way in the selection of beneficiaries and ensuring fair and efficient distributions.

Red Cross Red Crescent Action

Assessment of Needs

Following the onset of the disaster, the Mongolian Red Cross Society began compiling information received from provincial branches. Using the information gathered from the reports, along with that provided by the government of Mongolia, the MRCS compiled a complete assessment report of the situation, including detailed statistics on the worst affected soums (counties) within the 11 most affected aimags (provinces).

Based on this information, the MRCS / International Federation identified 11 provinces that were not only the worst affected by the disaster, but were also hit badly in the dzud of 1999-2000 and severe

drought in the summers of 1999 and 2000. The aim was to provide relief to the most isolated victims of the disaster in those areas which had not benefited from any relief assistance over the past year.

The table below shows data provided by the State Emergency Commission of Mongolia on the identified 11 provinces and households affected and animal losses as of 15 January 2001

Province	No. of Counties	No. of Affected Counties	No. of Households in Province	No. of Households Affected	Animal Losses as of 15 January 2001
Arkhangai	19	10	18'777	4'432	10'026
Bulgan	16	9	8'194	4'685	42'299
Huvsgul	16	16	14'788	14'769	81'898
Gobi-Sumber	3	3	552	552	*
Dornogobi	14	6	4'035	1'704	6'990
Bayan-Olgii	13	5	11'775	4'824	23'397
Gobi-Altai	18	2	9'574	942	9'510
Hovd	17	9	10'368	5'956	56'000
Umnogobi	15	11	5'161	4'919	*
Khentii	21	10	7'798	4'055	*
Sukhbaatar	19	10	7'528	5'647	13'200
Total	171	91	98'550	52'485	243'320

* Proper figures were not available during compilation of the data.

The Snowfall Appeal 2001

Given the evidence of the impact of the disaster and the number of households affected by both the 1999-2000 and 2000-2001 disasters, an international response was needed to assist the MRCS in its plans to target the most vulnerable herders with relief assistance.

In order to respond to the growing needs, the Federation / MRCS launched an emergency appeal on 14 February 2001, seeking CHF 2,864,472 to assist up to 117,500 beneficiaries (35,000 with food and 82,500 with radio and first aid kits) over a 12 month period.

The generous contributions from donors enabled the Red Cross to respond to the prolonged and complex disaster. The 2001 snowfall relief operation was divided into two phases:

Phase 1 - March 2001 to September 2001, and

Phase 2 - October 2001 to March 2002.

The main objectives of the 2001 relief operation were as follows:

Objectives, activities and results w

Objective 1: To provide a total of 35,000 beneficiaries (over 7,000 herder families) in the 11 worst-affected provinces with supplementary emergency food assistance.

Establishment of Local Red Cross Distribution Commissions in 80 counties

80 local Red Cross Distribution Commissions were established to be responsible for distribution preparations and implementation. Commission members consisted of an average of five professionals

drawn from different social groups. Women were actively recruited. A typical Distribution Commission comprised : head of local parliament, district Red Cross branch secretary, school / clinic director, social worker, Bagh (sub-county) heads and herder representatives.

The diversity of the group members ensured a transparent decision making process in the selection of beneficiaries and the implementation of distributions. The group was also responsible for goods storage, accounting and production of regular reports on the progress of distributions to provincial branches, who then compiled a final distribution report for the MRCS headquarters.

Criteria for selecting counties and beneficiaries

Two detailed criteria for selecting counties and beneficiaries were drawn up by the MRCS by the end of February 2001, following the launch of the Appeal in February 2001. The criteria was developed based on the previous criteria produced for the 2000 snowfall relief operation.

Selection of 80 counties

Following the selection of the 11 provinces, the first criteria was then drawn up to identify the most affected counties of those provinces. The criteria used is outlined below:

- Highest livestock loss at both province and country level;
- More than 50 % of the households have less than 200 animals;
- With more families who have lost all of their livestock, and classified as most vulnerable;
- Most affected by recurring natural disasters over the last 5 years such as drought, snowfall, steppe and forest fire, flooding, strong wind and rodent infestation;
- Degradation of soil and pastureland due to the influx of migrating herdsman from other counties.

After the assessment conducted by the MRCS headquarters and the provincial branches, 80 counties in the 11 provinces were chosen to receive the assistance as shown in the table below:

Aimags (provinces)	No. of soums (counties)	No. of beneficiary households entitled to wheat flour and first aid kits
Arkhangai	8	2'805
Bulgan	9	2'770
Huvsgul	12	3'725
Gobi-Sumber	3	445
Dornogobi	7	1'817
Bayan-Olgii	3	880
Gobi-Altai	10	2'780
Hovd	6	1'670
Umnogobi	6	1'490
Khentii	8	1'645
Sukhbaatar	8	1'995
Total	80	22'022

Selection of beneficiaries

The initial lists of beneficiaries were drafted during Bagh meetings. These lists were submitted to local Distribution Commissions to select the most vulnerable households. Beneficiary lists were finalized when the Red Cross monitoring representatives checked all the lists against the collected data and the set criteria. This also avoided duplication of beneficiaries with other NGOs. For food assistance, 7,022 households were identified based on the criteria outlined below.

- Households with lower living standard, who had less than 300 animals with significant loss of animals, or left with no animals
- Households who were affected by the disasters for 2 consecutive years;
- Households with more than five members who suffered from significant loss of animals;
- Single head households;
- Poor households with many children, disabled or elderly member(s);
- Availability of income.

The same criteria outlined above was used in order to identify the second level of vulnerable beneficiaries who would receive first aid kits. A total of 15,000 herder families were chosen.

Distribution announcement to herder beneficiaries

The MRCS weekly five minute programme on the national radio, called “Eight Eleven Information Time” , broadcast up to date information on the upcoming distributions. Other communication mediums included:

- broadcasts on the local county radio station, including the reading of beneficiary names;
- beneficiary names posted at the county centre,
- local county Red Cross Distribution members or the head of Bagh informing identified Red Cross beneficiaries;
- word of mouth amongst herder families.

Transport

Transportation was a crucial component of the operation. Traveling in Mongolia is often difficult as the infrastructure is poor and badly maintained and the conditions challenging. The same transport company, “Avto 5 ”, was used for both Phases. The logistical system of the company worked well and most deliveries were made on schedule.

A group of trucks traveled together to ensure safety and backup. In order to cut costs and time, the wheat flour was delivered directly from the factory to the 80 counties. Drivers used a “Goods Received Note” - a comprehensive Red Cross distribution document - to ensure proper delivery and accountability among all concerned partners.

Phase 1 Distributions

A contract with a domestic wheat flour factory, “Altantaria”, was signed in mid-June 2001. A total of 1,053.3 metric tons of wheat flour was procured against 975 metric tons initially projected in the Appeal, thanks to considerable funding contributed by donors.

Distributions of wheat flour commenced in mid-June in 9 out of 11 provinces. The last 2 distributions in Bayan-Olgii and Khovd provinces were implemented in mid- July. A total of 1053.3 metric tons of wheat flour was distributed to :

7,022 households x 5.5 (average household size) = 38,621 beneficiaries.

Each family was entitled to a six month ration of 150 kgs (6 sacks x 25 kgs) as planned. Considering the average household size as 5.5, each family member received the equivalent of 155 grams of wheat flour per day, giving 550 kilo calories per person per day. The implemented distribution plan is as follows:

Aimags (provinces)	No. of soums (counties) assisted	No. of beneficiary	Distributed	Distribution period
-------------------------------	---	-------------------------------	--------------------	--------------------------------

	by the Phase 1 operation	households receiving food assistance	wheat flour amount (mt)	
Arkhangai	8	805	120.75	Late June
Bulgan	9	770	115.5	Late June
Huvsgul	12	1'225	183.75	Late June
Gobi-Sumber	3	245	36.75	Late June
Dornogobi	7	617	92.55	Late June
Bayan-Olgii	3	280	42	Early July
Gobi-Altai	10	980	147	Mid-July
Khovd	6	420	63	Mid-July
Umnogobi	6	490	73.5	Early July
Khentii	8	595	89.25	Early July
Sukhbaatar	8	595	89.25	Early July
Total	80	7'022	1'053.3	

Phase 2 Distributions

A contract with a domestic wheat flour factory, “Selenge Guril Tejeeel”, was signed at the beginning of October 2001. The same quantity of 1,053.3 metric tons of wheat flour was procured and distributed to the same 7,022 herder families as in phase 1. Each family received the same six month ration of 150 kgs.

Targeting the same beneficiaries gave better impact of the food aid, strengthening food security and preserving households’ assets over the critical winter season. Distributions lasted for one month during mid October - mid November 2001. The table below shows the implemented distribution plan for Phase 2.

Aimags (provinces)	No. of soums (counties) assisted by the Phase 1 operation	No. of beneficiary households receiving food assistance	Distributed wheat flour amount (mt)	Distribution Period
Arkhangai	8	805	120.75	Late October
Bulgan	9	770	115.5	Late October
Huvsgul	12	1'225	183.75	Late October
Gobi-Sumber	3	245	36.75	Mid-October
Dornogobi	7	617	92.55	Late October
Bayan-Olgii	3	280	42	Early November
Gobi-Altai	10	980	147	Mid-October
Hovd	6	420	63	Early November
Umnogobi	6	490	73.5	Early November
Khentii	8	595	89.25	Early November
Sukhbaatar	8	595	89.25	Mid-November
Total	80	7'022	1'053.3	

The lists of beneficiary names were read during the announcement and each name was called during distributions of goods. Upon the receipt of goods, each beneficiary signed the Distribution Justification sheet.

Objective 2: To provide a total of 15,000 herder families with first aid kits and radios.

Due to the delayed procurement process, the purchase of first aid kits and radios was rescheduled to Phase 2 instead of Phase 1 as initially planned.

First aid kits

A contract was signed at the end of August 2001 with a local supplier named “Tsombo”. Following discussion with the World Health Organization and the Ministry of Health regarding the original contents of the kits, it was suggested that some medications be removed. The procurement of 15,000 first aid kits with revised contents was completed in early September. The components of the kit included Aspirin; Oral rehydration salts; Vitamin C; Vaseline; Disinfectant, Bandages, Band aids, Thermometer and Torch. It was ensured that the kit contents were in accordance with the Federation Standards.

The medicaments that were removed from the kits were donated to the Ministry of Health for distribution to hospitals and medical centres where registered practitioners would ensure correct use. This was done during an handover ceremony covered by the local media.

The table below shows the implemented distribution plan

Aimags (provinces)	No. of soums (counties) receiving first aid kits	No. of beneficiary households receiving kits	First aid kit quantity distributed to beneficiaries
Arkhangai	8	2'000	2'000
Bulgan	9	2'000	2'000
Huvsgul	12	2'500	2'500
Gobi-Sumber	3	200	200
Dornogobi	7	1'200	1'200
Bayan-Olgii	3	600	600
Gobi-Altai	10	1'800	1'800
Khovd	6	1'250	1'250
Umnogobi	6	1'000	1'000
Khentii	8	1'050	1'050
Sukhbaatar	8	1'400	1'400
Total	80	15'000	15'000

Radios and Batteries

The decision of what model of radio to purchase became a long drawn out process. Initially “Freeplay” windup radios were suggested, but inconclusive testing and the large size and weight of the model available went against its selection. It was later decided to go with Russian made “Rossiya”, battery powered transistor radios that the NS and beneficiaries preferred. Each radio was to be supplied with 8 AA size “Samsung” batteries. The procurement process was also complicated and some of the deliveries from the radio supplier were late. The distribution of radios and batteries was delayed due to these difficulties until the third quarter of 2002, according to the schedule below :

Aimags	No of Districts	No of Households
Arhangai	8	2,000
Bulgan	9	2,000
Huvsgul	12	2,500

Gobi-sumber	3	200
Dorngobi	7	1,200
BayanOlgii	3	600
Gobi Altai	10	1,800
Khovd	6	1,250
Umnogobi	6	1,000
Khentii	8	1,050
Sukhbaatar	8	1,400
Total	80	15,000

Objective 3: To provide 11 vans to assist the MRCS with local monitoring and micro-distributions

A contract was signed and 11 Uaz 4WD vans were procured from Russia and shipped to Mongolia by train through a local supplier. All vans were handed over to the 11 Red Cross provincial branches at the end of July 2001. The vans distributed assisted the branches' work in monitoring and preparation for Phase 2 distributions. Lack of reliable vehicles was previously the major constraint for the provincial branches in visiting counties, which are often hundreds of kilometers away. The provisions of vans enabled them to oversee distributions. It was also confirmed that the vans were fully utilized to conduct micro-distributions - delivering aid items directly to beneficiaries - for those who were unable to attend distributions due to sickness or lack of transportation.

Objective 4: To reinforce the capacity of the local aimag (provincial) branches involved in the operation

11 fax machines were procured in mid September 2001 and distributed to the provincial branches during Phase 2. Fax machines helped facilitate communication capacity and enhance more speedy, reliable and regular contacts between the branches and the headquarters.

Objective 5: To reinforce the storage and disaster preparedness capacity of the provinces

16 shipping containers were purchased in early September 2001. The containers were used to transport the wheat flour and first aid kits to the 11 provinces. The containers are utilized as mobile storage facilities to securely stock relief items for times of emergency. The chart below indicates the implemented distribution plan.

Province	No. of container(s) to be delivered
Arkhangai	2
Bulgan	1
Huvsgul	2
Gobi-Sumber	1
Dornogobi	1
Bayan-Olgii	2
Gobi-Altai	2
Hovd	2
Umnogobi	1
Khentii	1
Sukhbaatar	1
Total	16

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

During the relief operation, a total of 80 county Red Cross Distribution Commissions were established with the responsibility of managing the distributions. The staffing at the county level was then greatly reinforced having 5-6 volunteer members in each distribution commission. Although no additional staff at the headquarters and provincial levels was employed for the operation, the experienced staff at the headquarters and other provincial branches have constantly been involved in managing and overseeing the distributions, complementing the understaffed Disaster Preparedness department.

Monitoring

Various mediums were used to continuously monitor the relief operation :

- Bimonthly visits by Field Delegate and the Head of the Disaster Preparedness and Response Department to distribution points;
- Attendance and supervision of distributions by the Red Cross monitoring representatives;
- Interviews conducted by Field Delegate of the beneficiaries assisted by the relief assistance;
- Regular contacts between the provincial branches and the headquarters on distribution preparation, implementation and progress;
- Submission of Distribution Reports from the provincial branches to the MRCS headquarters.

National Society Capacity Building

This second response to a winter disaster has further developed the capacity of the NS, reinforcing procedures, improving communication and coordination and involving members and volunteers from other branches affected by the conditions. The latter have been trained in beneficiary selection, distribution methods, monitoring and reporting.

To assist the development of NS infrastructure and improve transport, storage and communications between HQ and the MRCS Branches, a number of items were purchased, as mentioned earlier. These were seen as essential for the implementation of the relief operation and as assets for the future development activities of the NS.

The final distributions of Phase 2 were completed in late November 2001, with Radio and battery distributions still pending. This stage of the year was leading into the 2001-2002 winter, which developed into a third dzud event in the southwest and western areas of Mongolia. In late January 2002 the situation had deteriorated to such an extent that there was growing concern for the herder families in the region, resulting in the MRCS / Federation decision to respond to the increasing needs.

Section 2: 2001-02 Extension Operation

Summary w

The winter of 2001-2002 was also cold and stormy with over 20 recorded snowfalls, following another summer of drought and poor grass growth. The southwest and western areas of Mongolia again suffered dzud conditions, with all soums of GobiAltai and Bayankhongor, and parts of Uvs, BayanOlgii, Khovd, Zavkhan and Uverkhangai aimags being affected. The cumulative affects of 3 years of difficult conditions had a drastic affect on the survival of nomadic herding families. Many families were poorly prepared and others were forced to migrate with their livestock in search of better over wintering areas, resulting in overgrazing.

During the winter an additional 1.6 million head of livestock was lost in the stricken area, the breeding stock was devastated and predictions were for a food shortage in the spring.

This was confirmed by a MRCS / International Federation assessment trip in late January 2002, with 30,041 families / 165,000 people reported to have lost all their animals or not having enough left to support themselves. The movement of these families from the grasslands to the urban centres continued.

The MRCS / International Federation 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.

Coordination w

The initial information relating to the deteriorating situation was received from the MRCS branches in the area, and confirmed by the State Emergency Commission. Further discussion were held with JCS who were operational in GobiAltai, World Vision in Bayankhongor and ADRA in Zavkhan. All these agencies voiced similar concerns and supported MRCS reports.

Further meetings were held with SEC, UNDP, UNICEF, JCS, World Vision, ADRA and other organisations to ensure a good flow of information. The Mongolian Government announced that they would not be seeking international assistance and would attempt to cope with their own resources. The Federation Programme Coordinator met with a representative of WFP who had been alerted to the situation, and was informed that WFP did not have resources in the region to respond.

In March, UNDP organised a major meeting to coordinate responses to the disaster. JCS reported that they had approached the Swiss Government for CHF 225,000 to provide food aid to GobiAltai and Bayankhongor aimags. JCS proposed to distribute a monthly ration to 2,570 families from 16 soums in GobiAltai and that World Vision, their implementing partner would assist 740 families from 6 soums in Bayankhongor, with a five monthly package of food aid. ADRA were to assist families in some soums of Zavkhan aimag. These distributions were planned for April and May.

Objectives, activities and results w

With CHF 703,000 it was proposed to assist 4,400 families / 24,200 people in 6 of the affected aimags with a 3 monthly relief package of 150 kg. of wheat flour, 5 l. 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 based on learning from previous operations, using the experience of the MRCS and their 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 drawn up by MRCS personnel in collaboration with local authority staff and notification of distributions posted by notices, radio broadcasts, and by word of mouth.

Objective 1 : To provide a 3 monthly food ration to supplement dwindling food reserves.

The distribution of this food was essential in supporting the selected families through a difficult time when stocks of dried meat were depleted, and dairy products were few. It would also assist the families in preparation for winter.

Objective 2 : To provide a set of winter clothes and a pair of boots to the head of the household, which could be a man or a woman.

During the past winter these items were worn out by the labours of the herders in trying to manage their livestock. By providing these items the small assets of the a herding family can be used on other essentials.

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 NS.

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 moving to the urban centres. For the NS, the question still to be fully answered is how to continue assistance to this group within the core programmes.

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

The visiting of MRCS members and local authority staff, combined with the distribution of commodities is seen as having deeper affects, and will help some depressed families deal with the loss of their animals and livelihood. Local entertainment staged by the MRCS at sites of distribution and ongoing visiting of vulnerable families by volunteers is recognised as important in helping people cope.

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

The following items have been purchased and delivered to the NS :

- 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 aims to strengthen the communications capacity at Branch level. The provision of another 4WD vehicle is essential for transport in difficult terrain where the population is sparsely distributed or remote.

The satellite telephones and GPS are necessary safety items which could save MRCS staff lives, particularly during the harsh winters when travel can be very difficult and risky.

Relief Distributions of food and basic non-food items

The following tables outline the distributions implemented in August and September 2002.

Deliveries and loading of commodities took place as planned, and transportation was handled by the same company , “Avto” 5.

The experience of the MRCS Relief team, Local Authorities and the transportation company in this stage of the operation, resulted in the quick and efficient implementation of distributions.

Aimags (Province)	No. of Soums (districts)	No. of Households	Wheat flour Metric tonnes	Cooking oil litres	Block tea kgs
Gobi Altai	18	2'065	309.75	10'325	4'130
Bayanhongor	20	1'054	158.1	5'270	2'108
Khovd	7	385	57.75	1'925	770

Overhangay	5	160	24	800	320
BayanOlgii	7	385	57.75	1'925	770
Uvs	8	351	52.65	1'755	702
Total	65	4'400	660	22'000	8'800

Aimags (provinces)	No. of Soums (districts)	No. of Households	Warm clothes (set)	Leather boots Male (pairs)	Leather boots Female (pairs)
Gobi Alti	18	2'065	2'065	1'652	413
Bayanhongor	20	1'054	1'054	843	211
Khovd	7	385	385	308	77
Overhangay	5	160	160	128	32
BayanOlgii	7	385	385	308	77
Uvs	8	351	351	281	70
Total	65	4'400	4'400	3'520	880

Section 3: Review of the 1999-2000, 2001-02, 2002 Relief Operations

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

1.1 Relevance

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

Objectives and Planning

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

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

1.2 Targeting

In general, assistance seems to have been given to the most vulnerable within the herder and ex-herder communities in rural areas. The creation of committees at local level to prioritise beneficiaries from

local authorities lists of very vulnerable was appropriate: whilst the relationship between some Red Cross branches and their governmental counterparts is often very close, objectivity was introduced in places by including representatives of the potential beneficiary population. Further transparency has been possible through the publication of beneficiary criteria and lists, local scrutiny has been possible in places, and individual grievances have been voiced at public meetings.

There have been anomalies - inevitable given the tight-knit nature of the communities and the prevalence of the local authorities in establishing the basic lists. But overall beneficiary selection and targeting appears to have functioned well, with a tradition of informal communal responsibility and a degree of transparency helping to prevent widespread misuse or inaccurate targeting. Interestingly, SCF's review of its 2000 relief operations adds some objective agreement to this conclusion. It found that its own targeting was accurate and its food inputs were relevant to priority needs. This comments favourably on Red Cross targeting, given that SCF had cross-checked its beneficiary lists with the Red Cross lists, and had aligned its food inputs to those of the Red Cross'.²

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

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

Relief Items:

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

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

Radios have been hugely appreciated, as they are the foremost means of public information, they are particularly important for extremely isolated families reliant upon good weather information, they are used to receive health, agricultural and other advice, and would appear to form an important aspect of personal and communal psychological well being.

The major question over relevance of inputs relates to the provision in the 2001 emergency appeal of 15,000 first aid kits. The rationale is in many ways clear (households engaged in demanding physical activities, often many hours and even days away from emergency medical care). And certain items in the kits (especially bandages) were well received. However, the appropriate training accompanying the

² *An Evaluation of SCF-UK's 2000 Emergency Project in Mongolia*, Christopher Eldridge, November 2000)

kits was not evident, and there was a desire to have certain items included (medicines), which could have been misused. The issue of emergency health care to very remote households is a hugely complex one, and cannot be partially addressed by a simple First Aid kit distribution.

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

1.3 Impact

On the Vulnerable

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

Some idea of impact can perhaps be gained by using SCF's impact analysis in their evaluation of their 2001 emergency assistance in Khovd aimag.³ This does include a household economy analysis: the case study portrays a herding family with a financially unsustainable herd of 33 animals. The study reveals a household deficit of around 100,000 tugrig in 2001, plus the accumulating effect of an increasingly loss-making herd. This equates, for example, to five months of the official 'poverty line' income per household member, the total cost of sending two children to school (clothing and items), or to about half the family's annual budget for food which they cannot produce themselves (wheat, or wheat and rice).

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

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

Whilst extremely crude, this brief analysis gives some indication of the potentially significant impact of the Red Cross's relief inputs to individual beneficiaries. Interestingly, a World Vision study has found that "the Red Cross supplied significant amounts of food to relatively few particularly vulnerable families", and that such aid "contributed significantly to post-dzud survival and recovery."⁴ Such analysis should be regularly happening within the MRCS/International Federation operations in order to better understand the effect of their actions, to better design future inputs, and to better demonstrate to donors the difference made by their contributions.

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

³ *Evaluation Report: Emergency Project to Vulnerable Families, Khovd Aimag, Mongolia*; D. Hadrill, L. Sida (June 2001)

⁴ *Drought and Zud But No Famine (Yet) in the Mongolian Herding Economy*, H. Siurua and J. Swift, World Vision 2002.

Impact on the National Society

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

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

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

The provision to the NS of hardware such as transport, communications equipment and salary support.⁵ The extent of this support has been appropriate to the nature of the appeals which resourced them. Communications and transport between HQ and some aimags have been facilitated to some extent. However, the impact of these inputs are not significant when considering overall capacity or branch support.

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

1.4 Effectiveness

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

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

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

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

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

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

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

1.5 Efficiency

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

1.6 Sustainability

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

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

For further details please contact:

The Mongolian Red Cross Society in Ulaanbaatar; Phone 976-11-312684; Fax 976-11-323334; email redcross@magnet.mn

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

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

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

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

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

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

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

John Horekens
Director
External Relations

Simon Missiri
Head
Asia Pacific Department

INTERNATIONAL FEDERATION OF RED CROSS AND RED CRESCENT SOCIETIES

Interim report	
Annual report	
Final report	x

Appeal No & title: 07/2001 Mongolia snowfalls
Period: years From 2001 to 2003 (21/03)
Project(s): PMN505
Currency: CHF

I - CONSOLIDATED RESPONSE TO APPEAL

FUNDING	CASH		KIND & SERVICES		TOTAL INCOME
	Contributions	Comments	Goods/Services	Personnel	
Appeal budget	2,864,472				
less					
Cash brought forward					
TOTAL ASSISTANCE SOUGHT	2,864,472				
<u>Contributions from Donors</u>					
Australian Government (DGAU)	226,218				226,218
Austrian Govt.via Austrian Red Cross (DGNAT)	111,553				111,553
Canadian Govt. Red Cross Aid Trust (DGNCA01)	127,467				127,467
Canadian Red Cross (DNCA)	21,625				21,625
Danish Red Cross (DNDK)	47,059				47,059
DFID - British Government (DFID)	603,064				603,064
Donor - Unidentified (D000)	-67				-67
ECHO/MNG/210/2001/01001 (DEMN02)	500,250				500,250
Finnish Govt.via Finnish Red Cross (DGNFI)	128,916				128,916
German Govt.via German Red Cross # 1 (DGNDE1)	429,675				429,675
German Govt.via German Red Cross # 2 (DGNDE2)	161,073				161,073
Japanese Red Cross (DNJP)	143,000				143,000
Netherlands Red Cross (DNNL)	77,902				77,902
Norwegian Govt.via Norwegian Red Cro (DGNNO)	120,015				120,015
Norwegian Red Cross (DNNO)	13,335				13,335
OPEC Fund For International Developm (DM18)	145,642				145,642
Private Donors-online donations (DPOLD)	1,248				1,248
Republic of Korea Red Cross (DNKR)	20,000				20,000
Swedish Govt.via Swedish Red Cross (DGNSE)	83,500				83,500
Swedish Red Cross (DNSE)	83,500				83,500
Swiss Government (DGCH)	250,000				250,000
Switzerland - Private Donors (DPCH)	18,233				18,233
Australia				35,482	35,482
Finland				14,784	14,784
Japan				40,082	40,082
New Zealand				97,741	97,741
TOTAL	3,313,209			188,089	3,501,298

II - Balance of funds

OPENING	
CASH INCOME Rcv'd	3,313,209
CASH EXPENDITURE	-3,267,583

CASH BALANCE	45,627

Appeal No & title: 07/2001 Mongolia snowfalls

Period: years From 2001 to 2003 (21/03)

Project(s): PMN505

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					178,584	-178,584
Clothing & Textiles		178,584			178,584	-178,584
Food & Seeds	793,650	929,320			929,320	-135,670
Water & sanitation						
Medical & First Aid	244,200	256,684			256,684	-12,484
Teaching materials						
Utensils & Tools						
Other relief supplies	679,202	286,478			286,478	392,724
Sub-Total	1,717,052	1,651,066			1,651,066	65,986
<u>CAPITAL EXPENSES</u>						
Land & Buildings						
Vehicles	116,400	122,363			122,363	-5,963
Computers & Telecom equip.	16,036	71,777			71,777	-55,741
Medical equipment						
Other capital expenditures	14,156	15,873			15,873	-1,717
Sub-Total	146,592	210,013			210,013	-63,421
<u>TRANSPORT & STORAGE</u>	246,130	462,502			462,502	-216,372
Sub-Total	246,130	462,502			462,502	-216,372
<u>PERSONNEL</u>						
Personnel (delegates)	285,000	152,621		188,089	340,710	-55,710
Personnel (national staff)		143,364			143,364	-143,364
Sub-Total	285,000	295,985		188,089	484,074	-199,074
<u>GENERAL & ADMINISTRATION</u>						
Assessment/Monitoring/experts	19,716	69,664			69,664	-49,948
Travel & related expenses	73,000	40,926			40,926	32,074
Information expenses	50,890	50,656			50,656	234
Admin./general expenses	11,000	145,808			145,808	-134,808
External workshops & Seminars						
Sub-Total	154,606	307,054			307,054	-152,448
<u>PROGRAMME SUPPORT</u>						
Programme management	193,151	208,998			208,998	-15,847
Technical services	57,819	62,563			62,563	-4,743
Professional services	64,121	69,402			69,402	-5,280
Sub-Total	315,092	340,963			340,963	-25,871
Operational provisions						
Transfers to National Societies						
TOTAL BUDGET	2,864,472	3,267,583		188,089	3,455,672	-591,200