

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

May 2002

This Annual Report is intended for reporting on the Federation's Annual Appeals only.

Appeal No. 01.49/2001

Appeal Target: CHF 534,340 (USD 329,000 / EUR 365,000)

Operational Developments

With its extreme climate, vast steppes and fragile soil, Mongolia is one of the most sparsely populated countries in the world. Large areas of the country are regularly hit by natural disasters, including drought, harsh winters with heavy snow, strong winds and dust storms, floods, and forest and steppeland fires.

The disasters that struck Mongolia in 2000 and 2001, combined with the inherent poverty in much of the country, increased the overall vulnerability of groups that the Mongolia Red Cross Society (MRCS) attempted to assist through its core programmes.

Mongolia continued to struggle with the affects of a transition from a command economy and communist rule to democracy and a market economy. As was apparent with other countries in a similar situation, this transition had a major impact on the overall economy and resulted in a marked increase in unemployment and poverty, with a widening gap between rich and poor.

In 2001 the population of Mongolia reached 2.4 million people, with 33 per cent (800,000) resident in the capital city, Ulaan Baatar. While 49 per cent of all households live in apartments, the remaining 51 per cent live in Ger districts, many in substandard conditions. Lack of funding from the central government has resulted in a deterioration in the quality of public services, such as health care, water systems and education, and has left the state struggling to pay the already very low salaries of teachers, doctors and nurses. Old age pensions were also minimal and paid irregularly. Poverty was visible in the numbers of people scavenging, street children, increasing alcoholism, suicides and crime.

Although immunization successfully combated many childhood diseases, one out of four children were undernourished. Infectious diseases increased over 2000, particularly in cases of tuberculosis, vital hepatitis (A), dysentery, measles and sexually transmitted diseases (STD)s. These diseases were closely related to poverty, poor living conditions and to a lack of sanitation and hygiene. Cardiovascular illnesses and cancer continued to rise.

Infant mortality was reported at 30 cases per 1,000 live births

The MRCS has 33 branches covering each of the country's 21 *aimags* (provinces) and urban centres, and has a strong network and infrastructure, supported by the 1999-2001 Development Programme

and assistance from the Federation. The Development Programme prioritized financial sustainability, organizational decentralisation, disease and accident prevention, health and social welfare programmes, Red Cross Youth programmes and upgrading of the disaster preparedness programme. In 2001, 11 Gaz vans for *aimag* branches and a Nissan Patrol 4WD for headquarters, were purchased through the Mongolia Snowfall 2001 Appeal.

At the end of 1999, the Federation withdrew its permanent representative from Mongolia and support then came from the East Asia regional office, the South East Asia regional delegation and the Kuala Lumpur regional finance unit. With the 1999-2000 and 2000-2001 *dzud* disasters a number of field and logistics delegates were recruited, and August 2001 saw the arrival of a programme coordinator, who remained the sole delegate providing ongoing support and advice to the MRCS.

With the continuing affects of drought through 2000 and another severe winter, a second consecutive emergency appeal (Mongolia Snowfalls 2001 Appeal for CHF 2.8 million) was raised to assist nomadic herders. This relief operation targeted 11 of the affected *aimags*, and required considerable time and effort from MRCS staff, involving two phases and running throughout most of the year. In fact, at the time of writing, radios still had not been distributed, held up first by deliberations over what model was most suitable and then by considerations over the best source of supply. Extensions were requested from and approved by donors. The MRCS development programmes were slowed down and restricted by financial constraints in the early part of 2001, and a large percentage of the funding (CHF 200,000 from Japan Red Cross) arrived only in September. This has had a negative affect on what could have been achieved over the year.

Objectives, Achievements and Constraints

Disaster Response

Drought and lack of grass growth continued through 2000 and was followed by another severe winter, resulting in a high loss of livestock, drastically affecting the livelihood and food source of thousands of nomadic herder families throughout much of Mongolia.

The MRCS and the Federation raised funds through an emergency appeal for CHF 2.8 million to assist the most badly affected, with a varied package of commodities suited to needs. Beneficiaries were selected from 11 of the worst affected *aimags*, incorporating 80 *soums* (districts).

Objectives To assist 7,000 families with food relief. Two phases of distribution were planned involving 1,053 tonnes of wheat flour during each phase, rationed at 150 kilograms per family. To provide supplementary food over a year, in an operation involving two phases, enabling families to recover. To assist 15,000 families with first-aid kits for health care and radios as early warning and psycho-social support. To provide the MRCS with 11 vans for monitoring and distributions. To provide the MRCS branches with 16 containers as emergency storage.

Achievements With the experience gained from relief activities for herders affected by severe winter *dzud* conditions in 1999-2000, the MRCS was much better prepared to stage a second operation. The Federation provided support by placing a number of field and logistics delegates at appropriate times and by the appointment of a programme coordinator in late August. Phase 1 of the wheat flour distributions, amounting to 1,053 tonnes, began in June and was completed in late July. This was followed by the distribution of first-aid kits, which was completed in October. The second phase of wheat flour distribution of an additional 1,053 tonnes took place in the last three months of the year. The 11 Gaz vans and 16 containers were purchased locally and distributed in July and October respectively.

Constraints The purchase and distribution of radios and batteries was a difficult process. The decision of which radio to distribute involved much deliberation and testing before the model that the national societies and beneficiaries had originally requested was accepted. The process was further hampered by interference in the tendering for supply of the batteries, resulting in high level discussions in the Secretariat as to what course to take. At the time of writing, this had not yet been decided.

As a result of these complications it was necessary to request extensions in donor funding for this operation.

Distribution plan of commodities

Aimag	No.of Soums	No.of families receiving wheat flour Ph.1	No.of families receiving wheat flour Ph.2	No.of families receiving first-aid kits	Gaz van allocation	Container allocation
Arkhangai	8	805	805	2'000	1	2
Bulgan	9	770	770	2'000	1	1
Khuvsgul	12	1'225	1'225	2'500	1	2
Gobisumber	3	245	245	200	1	1
Dornogobi	7	617	617	1'200	1	1
Bayan-Olgii	3	280	280	600	1	2
Gobi-Altai	10	980	980	1'800	1	2
Khovd	6	420	420	1'250	1	2
Umnogobi	6	490	490	1'000	1	1
Khentii	8	595	595	1'050	1	1
Sukhbaatar	8	595	595	1'400	1	1
Total	80	7'022	7'022	15'000	11	16

Disaster Preparedness

Disaster Preparedness was a key programme in the overall Country Assistance Strategy (CAS) for Mongolia. Since 1995 the MRCS has defined its policy and operational directions for disaster prevention, disaster relief, disaster preparedness and warehouse management. Within the programme the MRCS has trained volunteers in disaster relief and gained a great deal of experience through the operations for the two *dzud* disasters. Staff increased their competencies in disaster prevention, needs assessment and the organization of relief activities. Within the framework of the disaster preparedness programme, the MRCS headquarters, by 2001, had acquired a stock of commodities to assist 200 households. An Eastern Regional Centre was established in the Dornod *aimag* with stocks to support 60 households. In 2001 three other strategic DP centres were established and stocked, and volunteers were trained in these areas in disaster preparedness and disaster relief.

In September, the MRCS received two Hyundai lorries, donated by Korea Red Cross. In Ulaan Baatar, the construction of a central warehouse with MRCS funds was also planned, and, by year's end, was close to completion. The double storied building had garage facilities for four vehicles and two lorries and had storage and office space on its upper level. For several months in 2001 a 10-minute radio programme was broadcast on the Mongolian radio "Khurd", featuring disaster preparedness, basic first aid and disaster prevention.

As a result of the 2000-2001 *dzud* disaster and the response made by the MRCS and the Federation, DP activities were curtailed in the first half of the year. Also, with the lack of funding until the last quarter of the year it was difficult to implement all but three of the planned projects.

Objective To establish three disaster preparedness centres in the strategic *aimags* of GobiAltai, Arkhangai and Gobisumber, and stock them with enough relief commodities to assist 30 families in each *aimag*.

Achievements During the year the DP centres were established. Disaster preparedness stocks of blankets, clothing, boots, felt for Gers, tents, soap and bandages for 90 families were purchased and distributed to the centres. On the Federation's recommendation, a fund of US\$ 1,690 was held in readiness to buy wheat flour and rice as part of the planned stock. This ensured that there were no unnecessary food losses or spoilage.

Objective To continue the broadcasting of disaster prevention and disaster preparedness messages on Mongolian radio.

Achievements Broadcasts resumed in October and were continued through the latter part of the year.

Constraints With the late arrival of funding, this programme was restricted to the last three months of the year.

Objective To conduct a training seminar on disaster preparedness, with first-aid instructors of the Railway Red Cross branch in Ulaan Baatar.

Achievements This project was planned and the date for implementation changed to January 2002. Funding was provided by the Federation.

Constraints Due to uncertainty of funding it was necessary to reschedule this seminar.

Humanitarian Values

The overall goal of this programme was to strengthen the Red Cross profile in Mongolia by disseminating the work of the MRCS and by fostering awareness of the Movement's Fundamental Principles, the Red Cross emblem and International Humanitarian Law, in order to boost membership and recruit volunteers.

The relief operation heightened the visibility of the MRCS and led to increased membership in the rural areas assisted.

Objectives To raise the profile of the MRCS and promote the Movement and its Fundamental Principles.

To increase the paid up membership and volunteer base of the MRCS.

Achievements To support dissemination within the Humanitarian Values programme, 18 branches were equipped with TV sets and VCRs, funded through the 2001 Appeal.

Objective To continue the recruitment and development of Red Cross Youth, involving young people in planned activities.

Achievements Much was achieved within the Red Cross Youth, which had an increasing number of members and ran many well-attended activities targeting the young throughout the country.

Workshops for school social workers and Red Cross teachers were run in Selenge and Uvs *aimags*, and focused on developing and expanding junior Red Cross activities in secondary schools. During the workshops activities were run under the themes of "Red Cross Eternal Challenges", "Children's Rights", First Aid and awareness and prevention of STDs/HIV/ AIDS.

Late in the year a competition was organized among university students, entitled "Red Cross Youth - Today and Tomorrow". This was run nationwide to select the best teams who were then brought to

Ulaan Baatar for the final stage of the competition which was broadcast on national television. The objective of this competition was to improve knowledge of the Movement, create motivation and to encourage new membership.

Red Cross Youth members were noticeably active during UN World AIDS Awareness Day and contributed to the activities held in Ulaan Baatar and other urban centres. Balloons produced by the Federation were handed out and messages of understanding and support collected. The Prime Minister of Mongolia attended the opening and participated in this activity.

In December, 70 representatives from 33 branches attended the 4th National Assembly of Red Cross Youth. Discussions focused on amendments of the statutes, activities carried out, and future objectives. The branch that had made the most significant contribution to Red Cross Youth was selected and given an award.

The Red Cross Youth newspaper, "Eternal Challenges" was published for nine months of the year, utilizing the funding available. Each edition produced 9,000 copies with information on activities, experiences, and offered the opportunity for members to express opinions and ideas.

A brochure on Red Cross Youth activities was also produced, with copies in English and Mongolian. To enhance visibility and recognition, and as a form of incentive, 20,000 badges were produced for distribution to members and volunteers.

Objective To work in cooperation with ICRC in the promotion of International Humanitarian Law and rules of combat for government and the armed forces.

Achievements At regular times during the year ICRC delegates visited Mongolia to continue their work with the MRCS.

In October a seminar on IHL was conducted with senior Army officers and a film featuring the Rules of War was shown. This was followed by the visit of the outgoing and the incoming ICRC heads of the regional delegation for South East Asia, with introductions to the MRCS and the Federation. During this visit, a two-day workshop was organized for government officials, the judiciary, academics and the media to disseminate and promote IHL.

Health and Care

The Health and Care programmes were also affected by funding constraints. Nevertheless, certain objectives were met, particularly in health and first-aid training, promotion of activities, recruitment of volunteers, in the numbers of blood donors and the expansion of health and first-aid activities at the *soum* level. HIV/AIDS awareness and prevention were mainly targeted at Red Cross Youth.

Objective To increase capacities in first aid and health training, to promote these activities, and to foster awareness of Red Cross principles and respect for the emblem.

Achievements A training centre for first aid and health instruction was established in the northern *aimag* of Orhon, with a supply of chairs, tables, white boards, a copy machine and a first-aid training kit. This was followed by a seminar on first aid and health care, attended by 30 people selected from local organizations. These trained volunteers then passed their newly learnt skills on to 15 people each from their local communities. A second seminar was held in neighbouring Bulgan *aimag*, run on similar lines.

Three humanitarian centres in the Ulaan Baatar districts were provided with first-aid materials, basic medicines and medical supplies to provide assistance to the poor and vulnerable and to enable first aid training to be conducted.

The seven humanitarian centres in the Ulaan Baatar districts were used as venues to conduct training sessions on Red Cross principles, the respect and use of the emblem, disaster preparedness and health care. A total of 4,819 people attended these sessions throughout the year.

Objective To increase awareness and prevention of prevalent diseases, promote the recruitment of blood donors and assist in the awareness and prevention of HIV/AIDS.

Achievements Five brochures were developed and printed on the following subjects:

Tuberculosis 6,000 copies

Brucellosis 6,000 copies

Cholera 5,500 copies

Blood donation 6,000 copies

HIV / AIDS 6,000 copies

These brochures were distributed to Red Cross branches for use in volunteer training, Red Cross Youth programmes and for distribution to the public.

The Social Care programme saw ongoing progress and development based around the seven humanitarian centres in Ulaan Baatar, and the development of an Outreach programme. Both these projects targeted the most vulnerable people in urban areas.

Objective To strengthen the capacity of the humanitarian centres, enabling them to provide services, skills and assistance to the vulnerable.

Achievements At five of the centres, a number of services were available for the poor and vulnerable. Meals were provided on a daily basis. During 2001, 12,641 meals were served. Hair cutting and tailoring was also provided free of charge or on a discounted basis according to the status of the beneficiary. A total of 1,335 people received haircuts and income of S\$ 809 was raised through the sewing workshops.

Constraints The late arrival of funding curtailed activities in the first half of the year and led to difficulties in paying staff, and covering costs of heating, water and food supplies. As a result, some of the centres were not able to function fully through the year.

Objective To establish two additional centres in Bagahangai and Chingeltei districts of Ulaan Baatar.

Achievements A six-room apartment was purchased in Bagahangai and rooms rented in Chingeltei district care centre. These facilities were equipped with kitchen utensils, hairdressing items and a sewing machine.

Objective To further develop an Outreach programme of social care, reaching the most vulnerable groups, particularly single parent families and the elderly.

Achievements This programme ran on a small scale from the humanitarian centre in Khan Uul district and was closely linked to the community based care for the elderly project in the southern *aimag* of GobiAltai, which was funded bilaterally by Help Age International and the Australian Red Cross. In Khan Uul, 160 elderly received home health care and 74 home help. The Outreach programme was expanded, through the efforts of an expatriate volunteer and a dedicated number of MRCS volunteers into two other districts of Songinokharhin and Bayangol. With the help of the districts' social welfare officers and Red Cross branch secretaries, the most vulnerable were identified. A total of 78 families were registered and the list increased as other areas were assessed and more volunteers joined. The beneficiaries were visited every two weeks and provided with traditional milk, tea and biscuits, newspapers, fuel, food and second hand clothing when appropriate. Other needs were attended to, such as assisting children to attend school, ensuring that medical care

was provided to those in need of such services and help with collecting pensions or finding employment.

A small library was established with books available for children.

Constraints The further development of the Outreach programme began late in the year and received very little funding as a result. Despite this, much progress was made through private donations and the dedication of the Red Cross volunteers, some of whom were themselves vulnerable, and came from the communities being assisted.

Organizational Development

Objectives The main objectives of this programme were to strengthen personnel resources and capacities, to improve financial resources and management and to give support to the Red Cross branches.

Achievements Through the ongoing decentralisation process of the national society, new Red Cross branches were established in the Ulaan Baatar districts of Bagahangai and Chingeltei. Throughout the year the seven district branches in Ulaan Baatar received funding for their running costs, enabling them to stabilize their activities and workshops, with a resulting increase in membership and numbers of volunteers.

The salaries of key staff at headquarters were covered, thus ensuring a stable working environment. In December a national seminar was held in Ulaan Baatar, bringing together all branch secretaries and accountants. The four day seminar was an opportunity to discuss information exchange and communication between branch levels and headquarters and it also dealt with state policy and the revised accounting law in Mongolia. Discussions were held on how to develop the finances of the national society and on accounting policy in line with international standards, and the production of guidelines and a manual that will provide instruction for Red Cross branches.

Coordination and Management

The MRCS continued to require extensive support in the core areas of disaster preparedness, health and care, information and dissemination, Red Cross Youth and organizational development. Management and coordination support was also given during the Emergency Relief operation. This was provided in the early part of the year through the East Asia regional delegation, the South East regional delegation and by the country office field and logistics delegates.

Support from the Federation was insufficient to fully meet MRCS needs and programmes, and a programme coordinator was therefore recruited to assist with further development.

In 2001, through its programme management, the Federation's country office, with support from the East Asia regional office, enhanced the image of the MRCS and participating national societies, by continuing to raise funds for core programmes and with contributions to the capacity building of the MRCS.

Funds were raised through effective and realistic international appeals.

The country office continued to promote the work of the MRCS with timely reporting to the East Asia regional delegation, the Secretariat, sister national societies and the donor community. The media were kept informed of MRCS activities, visibility was enhanced and awareness of the Movement in Mongolia increased.

Through the close working relationship between the country office and the regional finance unit in Kuala Lumpur, the Federation was able to provide accurate financial reports, thereby assuring its partners that expenditure of funding and income was appropriate. The MRCS was also assisted in its financial affairs, and its accounts were monitored monthly by the accounting firm, Arthur Andersen.

Conclusions

The second consecutive *dzud* disaster of 2000-2001 and the shortfall in funding had a major impact on the ability of the MRCS to manage all its ongoing development programmes. The implementation of a certain number of activities only became possible in the last three months of the year with the arrival of funding from the Japanese Red Cross.

The national society suffered from a lack of Federation support when the East Asia desk officer was withdrawn to assist with the Indian earthquake disaster; the society then had to contend with a number of short-term Federation delegates who assisted in the relief operation. Some of these relationships were tenuous and offered little support to the development programme. The lengthy delay in the procurement of radios to finalize the relief operation was also a source of frustration to the national society.

With the visit of the Federation's Secretary General in August, and support to the national society through the appointment of a programme coordinator in September, it is hoped that some of the difficulties can be overcome. The reestablishment of a more permanent presence to focus on development will increase the confidence of the national society in the Federation and is an important step forward.

There is a need to evaluate the MRCS programmes to assess whether they are in fact reaching the growing numbers of vulnerable people particularly in urban centres. In March 2002, the national society, with the assistance of the Federation, will undertake a Vulnerability and Capacity Assessment (VCA) which will assist it to review its organizational vision and operating strategies.

The MRCS and the national societies of Kazakhstan and Armenia took part in a study of "National Societies in Transition", which assessed the challenges and difficulties faced by national societies that were once part of the Soviet Union. This study will be linked in to the VCA and a planned learning review, and is hoped it will give some understanding of the issues faced and how to address them.

2001 was a challenging and difficult year for the Mongolia Red Cross Society. With the constraints of lack of funding, the demands of an emergency relief operation for a second consecutive year and uncertain support from the Federation, it was perhaps inevitable that many objectives would not be met.

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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>.

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INTERNATIONAL FEDERATION OF RED CROSS AND RED CRESCENT SOCIETIES

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Appeal No & title: 01.49/2001 Mongolia

Period: year 2001

Project(s): MN000, MN002, MN003, MN004, MN005, MN006, MN160

Currency: CHF

I - CONSOLIDATED INCOME 2001, CASH, KIND, SERVICES

FUNDING	CASH		KIND & SERVICES		TOTAL INCOME
	Contributions	Reallocations	Goods/Services	Personnel	
Appeal budget	534,340				
less Cash brought forward	52,272				
TOTAL ASSISTANCE SOUGHT	482,068				
<i>Contributions from Donors</i>					
Australian Govt.via Australian Red C (DC	401				401
Australian Govt.via Australian Red C (DC	3,248				3,248
Australian Govt.via Australian Red C (DC	-3,248				-3,248
Australian Govt.via Australian Red C (DC	-401				-401
Chinese Govt.via Chinese Red Cross (D	33,010				33,010
Japanese Red Cross (DNJP)	18,842				18,842
Japanese Red Cross (DNJP)	33,364				33,364
Japanese Red Cross (DNJP)	10,565				10,565
Japanese Red Cross (DNJP)	19,009				19,009
Japanese Red Cross (DNJP)	81,843				81,843
Japanese Red Cross (DNJP)	6,422				6,422
Japanese Red Cross (DNJP)	32,606				32,606
Norwegian Govt.via Norwegian Red Cro	119,691				119,691
Norwegian Red Cross (DNNO)	1,730				1,730
Norwegian Red Cross (DNNO)	13,299				13,299
Singapore Red Cross (DNSG)	6,986				6,986
Swiss Red Cross (DNCH)	43,322				43,322
TOTAL	420,688				420,688

II - Balance of funds

Opening balance	52,272
CASH INCOME Rcv'd	420,688
CASH EXPENDITURE	-233,611

CASH BALANCE	239,348

Appeal No & title: 01.49/2001 Mongolia

Period: year 2001

Project(s): MN000, MN002, MN003, MN004, MN005, MN006, MN160

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	9,691					9,691
Clothing & Textiles	50,373	11,860			11,860	38,513
Food/Seeds	33,707	15,819			15,819	17,888
Water	2,557					2,557
Medical & First Aid	6,348	522			522	5,826
Teaching materials	5,066	8,930			8,930	-3,864
Utensils & Tools	5,605	2,761			2,761	2,844
Other relief supplies	6,232					6,232
Sub-Total	119,579	39,892			39,892	79,687
<u>CAPITAL EXPENSES</u>						
Land & Buildings	16,690	10,342			10,342	6,348
Vehicles						
Computers & Telecom equip.	525					525
Medical equipment						
Other capital expenditures	26,980	12,712			12,712	14,268
Sub-Total	44,194	23,054			23,054	21,140
<u>TRANSPORT & STORAGE</u>	9,820	10,259			10,259	-439
Sub-Total	9,820	10,259			10,259	-439
<u>PERSONNEL</u>						
Personnel (delegates)	4,550	76			76	4,474
Personnel (local staff)	104,032	55,870			55,870	48,162
Training						
Sub-Total	108,582	55,947			55,947	52,635
<u>GENERAL & ADMINISTRATION</u>						
Assessment/Monitoring/experts	5,714	1,413			1,413	4,301
Travel & related expenses	29,140	7,232			7,232	21,908
Information expenses	77,158	23,931			23,931	53,227
Administrative expenses	81,375	52,361			52,361	29,014
External workshops & Seminars						
Sub-Total	193,387	84,937			84,937	108,450
<u>PROGRAMME SUPPORT</u>						
Programme management	36,031	16,194			16,194	19,837
Technical services	10,786	4,848			4,848	5,937
Professional services	11,961	5,378			5,378	6,583
Sub-Total	58,777	26,421			26,421	32,357
Operational provisions		-6,898			-6,898	6,898
Transfers to National Societies						
TOTAL BUDGET	534,340	233,611			233,611	300,728

Consumption rate: Expenditures versus income 56%
Expenditures versus budget 44%