

Emergency appeal preliminary final report

Mongolia: Extreme winter condition

Emergency Appeal n° MDRMN005	GLIDE n° CW-2016-000004-MNG
Date of Issue: 31 May 2017	Operation start date: 15 January 2016
Appeal budget: CHF 979,346	Operation end date: 28 February 2017
Amount advanced from DREF: CHF 158,459	Appeal coverage: CHF 849,299 (87%)
Current expenditure: CHF 832,216 (98%)	< see donor response >
Number of people affected: 965,000	Number of people assisted: 32,981 people (5,500 households + 5,175 children)
Host National Society: The Mongolian Red Cross Society (MRCS) has 33 mid-level branches and over 800 primary level branches. MRCS has more than 12,500 volunteers and 70,000 youth members nationwide, and seven established disaster preparedness centres.	
N° of National Societies involved in the operation: MRCS is working with the International Federation of Red Cross and Red Crescent Societies (IFRC) in this operation. Partner National Societies (PNS) who have extended support to the emergency appeal operation are American Red Cross, British Red Cross, Canadian Red Cross, Danish Red Cross, Finnish Red Cross, Japanese Red Cross Society, Red Cross of Monaco, Norwegian Red Cross, Swedish Red Cross, and The Republic of Korea National Red Cross. The emergency appeal response has also been supported by the governments of Canada and Denmark via their National Societies, as well as, from the European Union Humanitarian Aid and Civil Protection department (ECHO).	
N° of other partner organizations involved in the operation: National Emergency Management Agency (NEMA), Ministry of Food and Agriculture, Ministry of Labor, local social care departments, local governors' offices, Save the Children, World Animal Protection Organization, World Vision International, Mercy Corps, G-Mobile (mobile-phone operator), and Khan Bank.	

This preliminary final report provides an overview of the progress made during the past 13 months of the operation. The final report will be published to incorporate the final financial report which is currently being consolidated.

Description of the disaster

The Dzud¹ that started in November 2015 has affected 90 percent of the territory and a total of 965,000 people, mostly herders, putting them in isolation and causing a loss of their livestock, food shortage and the collapse of the household economy in remote pockets of the country. Among the affected population were 5,019 pregnant women, 20,874 children under age five, 6,117 people with disability and 4,173 vulnerable households living below the national poverty line. The heavy snowfall disabled livestock from accessing pasture land, and prolonged duration causing injuries and exhaustion, thus leading to 1.1 million livestock death.

The drought in the summer of 2015 caused insufficient growth of hay affecting the shortage of pasture land for the livestock of the herders who are still living a nomadic life in the affected areas. Herders were not able to have adequate collection of hay due to lack of manpower and cash to prepare for winter, while the livestock did not have enough pasture to graze on during winter. As livestock is the sole income source of the household, witnessing the deterioration and eventual death of their livestock further increased the stress on herder households and their family members who already feel uncertain about their future, and adopt negative coping mechanisms including but not limited to skipping entire days without eating, limiting the portion of meals a day, purchasing food on credit and selling remaining livestock².

¹ Dzud is a cyclical slow onset disaster unique to Mongolia. It consists of a summer drought, resulting in insufficient production of hay, followed by very heavy winter snow (10 to 350 cm), winds and lower than normal temperatures (-40C to -50 C) during which an excessive number of livestock die causing basic services, and in the longer term, livelihoods to collapse in vulnerable herder communities.

² Rapid Needs Assessment (Ver.2) Mongolian Dzud 2016-2017, Save the Children Mongolia, page 15, 22 January 2017

Comprehensive assessments in affected provinces conducted by the Mongolian government in late December showed that the serious drought of 2015 summer and autumn greatly reduced grass yields in pastures, which resulted insufficient hay growth for herders to prepare fodder for livestock for the coming winter.

In facing the extreme winter and shortage of hay and fodder, herders started to put more livestock on the market to exchange for cash to buy food, hay and other necessities. Following the rapid market assessment conducted by FAO in fall 2016, the oversupply of livestock on the market has resulted in decreased prices of all commodities drawn from livestock. Since the demand for meat and meat products has remained the same, herders were either unable to sell their livestock or forced to sell at a loss which resulted in acute cash shortage needed to cover immediate household needs. Many herders were forced into debt and bartered their livestock for food items. Thousands of vulnerable families were forced to reduce the amount and variety of their food to reduce household expenditure.

The harsh winter conditions also isolated the herder families who are living in remote areas and blocked their access to the nearest settlements where the essential public services such as medical service, grocery stores, hygiene facilities are located.

By spring, the severe winter situation had eased but the effect of the disaster prolonged, further increasing the death of livestock and their young offspring. By the end of April 2016, a total of 1,039,000 adult livestock had perished as a result of the Dzud. This number had cumulatively increased to 1,236,700 by June 2016. The main contributing factors were insufficient grass in pastures, weakened livestock, severe dust storms and lack of hay and fodder. The table below shows the livestock death toll of 2016 by months.

Month	Livestock death - cumulative
January	118,400
February	391,900
March	830,500
April	1,039,900
May	1,167,600
June	1,236,700

Following the Dzud, many herder households lost all their livestock. As they lose their only source of income they are left with no choice but to migrate to the city to seek employment for a living. The displaced herders mostly remain unemployed and are forced to live in extreme poverty.

In July 2016, the revised Emergency Appeal was issued to scale up the ongoing operation and strengthen the longer-term recovery component through approaches aimed at providing herder households with necessary skills, knowledge and confidence to build more diverse livelihoods. Climate change adaptation was taken into consideration during the recovery phase of the operation through awareness raising among the targeted beneficiaries and sharing best practices on climate-smart disaster risk reduction (DRR). This operation allowed MRCS to learn and adopt long-term economic development approaches in support of vulnerable herders.

As of February 2017, Mongolia is currently facing the second consecutive Dzud disaster. The northern parts of the country have been greatly affected by harsh winter conditions. The IFRC is assisting approximately 11,264 people from the 10 most affected provinces through the Emergency Appeal for severe winter condition ([MDRMN006](#)).

Summary of response

- 15 January 2016 - A [DREF](#) allocation of CHF 158,459 was approved for MRCS to support 7,500 people (1,500 households) affected by extreme winter through the provision of food and unconditional cash grants.
- 29 February 2016 - IFRC launched an [Emergency Appeal](#) for CHF 833,945 to support MRCS to scale up delivery of humanitarian assistance and support to 25,500 people (5,100 households) for 12 months, with a focus on detailed assessments, food security, nutrition and livelihoods, and community preparedness and risk reduction.
- 25 July 2016 - Appeal revised to increase the budget to CHF 979,346 and the target to 27,000 people (5,400 households) and refocused geographic scope from 20 to 17 provinces. See [Revised Emergency Appeal](#)
- A six-month report (operation update [no.3](#)) was issued on 27 August 2016 to provide consolidate information on the first six months of the operation; and the most recent update (operation update [no. 4](#)) was issued on 24 January 2017.

The emergency appeal supported the Mongolian Red Cross Society to provide immediate relief and early recovery actions to the most vulnerable herder population affected by the extreme winter condition in 17 provinces of Mongolia. At the completion of the operation, 32,981 people were directly reached with unconditional cash grants, food parcels, psychosocial first aid (PFA) for school children; diversification of livelihood, DRR towards dzud in early recovery phase of the operation.

For the first time, unconditional cash transfer programming was used by the MRCS new management structure in response to dzud with a high coverage of territory, affecting 17 out of 21 provinces. Cooperation with Save the Children, World Vision, NEMA and other members of the humanitarian country team was enhanced and further developed into long term partnerships.

The psychosocial first aid (PFA) for school children was implemented for the first time by MRCS in partnership with Save the Children based on their rapid needs assessment. In diversification of income for herder households, MRCS with technical assistance from World Vision Mongolia conducted a Rapid Market Assessment at the selected soums of the affected provinces to assess the local market opportunities and possibilities of herder groups' entry into the market. Following this assessment, the herders were formed into groups to develop their business plans and was supported with a seed fund for startup. This activity has created opportunity for herders to not be solely dependent on their livestock income.



Food parcel distribution to herder households in Bayan-Ulgii Province. Photo: MRCS

The table below provides a brief overview of MRCS/IFRC dzud response for the period November 2016 – February 2017.

Type of assistance	Beneficiaries reached	Description
2 months' worth of food parcels, unconditional cash transfer MNT 64,000	1600 households (approximately 8,000 people) (output 1.1)	Food parcels and unconditional cash transfers were distributed to 1,600 households (8,000 people) in 17 provinces and 300 households (1,500 people) received food parcels.
Unconditional cash transfer worth MNT 192,000	3500 households (approximately 17,500 people) (output 1.2)	Unconditional cash transfer was granted to 3,500 households (17,500 people) in 17 provinces based on the Cash Transfer Programming Feasibility Study.
Livelihood diversification activities	100 households (output 2.1)	Based on the rapid market assessment, small business grants were provided to 100 herder families of 9 newly formed target herder groups in nine soums from three provinces.
Psychosocial support	5,175 children (output 3.1)	Training for PFA has been conducted for MRCS staff, volunteers and school teachers by using special guideline developed and tailor-made specifically for Mongolia by Save the Children. In total 5,175 children were reached
Community preparedness and risk reduction activities	200 herders (outcome 4)	Regional herder's consultation meeting to raise the awareness of herder's in climate change and DRR was held twice in Uvs and Govi-Altai provinces.
Portable grass harvesters	300 grass harvesters (output 4.1)	A total of 300 grass harvesters were distributed to 16 provinces (Arkhangai, Bayankhongor, Bayan-Ulgii, Bulgan, Gobi-Altai, Darkhan-Uul, Dornod, Uvurkhanga, Sukhbaatar, Selenge, Tuv, Zavkhan, Uvs, Khovd, Khuvsgul, Khentii) and 1 district (Nalaikh). The location and the number of harvesters were allocated according to the state ranking of provinces in hay growth.

Financial Status

As revised in July 2016, the emergency appeal sought CHF 979,346 of which CHF 849,299 was raised (87 per cent coverage). The current expenditure recorded is CHF 832,216 (98 per cent of income). The financial status and financial report attached is issued on a preliminary basis due to working advances currently being cleared and expected to be complete in June 2017. A final report will be issued as soon as possible.

Acknowledgement and contribution

Contributions towards this appeal were received from American Red Cross, British Red Cross, Canadian Red Cross, Danish Red Cross, Finnish Red Cross, Japanese Red Cross Society, The Republic of Korea National Red Cross, Red Cross of Monaco, Norwegian Red Cross, and Swedish Red Cross, and. The emergency appeal response has also been supported by the governments of Canada and Denmark via their National Societies, as well as, from the European Union Humanitarian Aid and Civil Protection department (ECHO).

On behalf of the Mongolia Red Cross Society, IFRC would like to thank partners and donors for their invaluable support towards this operation.

Overview of Host National Society

Under the newly approved Law on the Legal Status of the MRCS passed by the Mongolian Parliament in late 2015 and approved by the President of the country in January 2016, the Mongolian Red Cross Society (MRCS) is an auxiliary to the government in humanitarian matters with a distinct recognized role in disasters and emergencies. The MRCS is a member of the National Emergency Commission and is actively involved in the planning and design of the national response to the emerging crisis.

From the beginning of the operation MRCS, with the support of IFRC, ensured a coordinated response and delivered timely information to partner National Societies (PNS) about the needs, progress, gaps, challenges, and responses in the operation. The appeal has been well covered because of these efforts. A close coordination is being maintained with the British Red Cross and the Finnish Red Cross to ensure synergy, avoiding duplication of efforts with ongoing programmes and projects that they are supporting on a bilateral basis.

Overview of Red Cross Red Crescent Movement in country

The MRCS is the largest humanitarian organization in the country with a wide network of middle and primary level branches in every administration unit. The branches play a leading role in providing relief, health and welfare assistance to the most vulnerable groups in the Mongolian population. It aims to serve the most vulnerable through a volunteer-based network, providing key services to targeted populations while promoting humanitarian values and volunteering. With 33 mid-level branches and 703 primary level branches working all over Mongolia, the MRCS network extends to communities nationwide.

MRCS works in partnership with many government and non-government agencies. It works closely with several partner National Societies in various programmes, such as community-based disaster preparedness and disaster risk reduction, relief and social care, community-based health and first aid, HIV prevention programmes and youth and organizational development within its organization. MRCS is currently implementing several disaster management programmes in partnership with the IFRC, British Red Cross and Finnish Red Cross that focus on both household preparedness and risk reduction and institutional disaster response preparedness in both rural and urban contexts.

IFRC has a well-established country office in Mongolia. It is comprised of a national programme coordinator, finance and administration manager and programme assistant, backed up technically and administratively by the country cluster support team (CCST) in Beijing. A regional disaster management and livelihoods coordinator based in Beijing has provided technical support to the operation up to February 2017. IFRC supports MRCS in the implementation of various projects such as National Society Development (NSD), community based DRR and climate change adaptation (CCA), which are funded by the Australian Red Cross, Japanese Red Cross Society and IFRC. In accordance with IFRC standard operation procedures (SOPs), the IFRC disaster and crises unit (DCU) team in the IFRC Asia Pacific regional office (APRO) coordinates the emergency appeal operation.

Overview of non-RCRC actors in country

The National Emergency Management Agency (NEMA) is the main disaster response coordinator and first responder to any disasters and emergencies in the country. The agency held limited stocks of hay from the state reserve to be distributed based on the government decision but not enough to make much impact during dzud situation as the need for feed was much more than in a normal year. NEMA also supports logistics of any government services such as ambulances, police services and operations of humanitarian organizations in affected areas, and plays a crucial role in the evacuation of severely affected herders from remote places. As part of the response actions in harsh winter situation, staff of Local Emergency Management Agencies (LEMA) cleared major roads in their region and helped vehicles that are stranded.

MRCS is a member of the Humanitarian Country Team (HCT). International organizations, INGOs, and local NGOs have approached MRCS for information, experience sharing, and have requested support from MRCS networks to assist herders in the eastern provinces. Mercy Corps has offered logistics support in two provinces where MRCS is distributing food parcels. MRCS took over the distribution from Ulan-Bator (capital city) to the province centers and Mercy Corps handled the distribution from province centers to beneficiaries. In early December, through an initiative by Save the Children, MRCS jointly organized a one-day “cash transfer programme (CTP) learning workshop” to discuss the challenges of previous winter’s cash transfer programmes in Mongolia. The workshop was attended by 25 participants from 12 organizations and agencies (MRCS, IFRC, Ministry of Social Protection and Labor, UNRC, UNDP, UNICEF, FAO, People In Need, Save the Children, World Vision, Caritas Czech Republic in Mongolia, and Mongolian Bank Association). To improve the inter-agency coordination mechanism, a Cash Coordination Working Group under the Humanitarian Coordination Team was established. It was further agreed to have a working group on CTP to improve programme implementation in any upcoming disasters.

Needs analysis and scenario planning

MRCS was monitoring the Dzud situation and the needs of affected people continuously through direct contact with the herders, exchanging information with stakeholders including PNS, international organizations, NGOs and with the local governments. Following assessments related to 2015-2016 Dzud disaster have been conducted by MRCS independently and jointly with the NEMA, PNS and other humanitarian actors.

- Cash feasibility study in Tuv province, December 2015
- Livelihood and DRR assessment with British Red Cross in June 2016
- Beneficiary satisfaction surveys
- Post distribution monitoring reports

The Dzud and DRR assessments conducted by the IFRC in Mongolia in January and February 2016 and findings from the other assessments emphasized that priority short term needs include financial support, technology and equipment for efficient hay collection, first aid training and kit for most herder households and noted that improving household level disaster risk reduction and preparedness will contribute in the longer term as recommended by post Dzud livelihood assessment done by British Red Cross in 2016.

Immediate household needs

Field assessments and surveys carried out by IFRC with MRCS using the Trilogy Emergency Response Application (TERA) have confirmed that cash, food, warm clothes and fuel (in this order of priority) are the items most needed. Findings of the assessments were in line with reports from NEMA shared in late 2015. Vulnerable herder families have insufficient cash to be able to meet their immediate needs. Many herders were heavily in debt as they have taken loans with high interest rates, making their financial situation even worse. Numerous assessments have confirmed that vulnerable herder families experience chronic cash shortages to meet their immediate needs. Financial support as a priority method has also been supported by findings of the Dzud and DRR assessments conducted by the British Red Cross in Mongolia in June 2016. Up to 89 per cent of interviewees of the beneficiary satisfaction survey developed from the post distribution monitoring of the emergency appeal reported that they prefer cash over in-kind and other types of assistance as it helps them meet their diverse needs. This has been repeated in stakeholder interviews that unconditional cash grant is a timely and the most appropriate assistance in times of Dzud and economic crisis.

Health and Care

Ambulance services have been disrupted in the affected areas and, in some areas there was a deficit of essential medicines. Based on the assessment carried out by the Save the Children in middle January 2016, psychosocial first aid support (PFA) is needed for school children who are from the Dzud affected families. Through the emergency appeal, MRCS and IFRC have established partnership with Save the Children to deliver the PFA to 5,000 school children from affected households and supported school social workers to continue this work throughout the year.

The Government of Mongolia addressed health issue as a key priority area and provided 36 ambulance vehicles to 19 provincial health centers to respond and deliver emergency health needs of herder households. However, there is still a challenge in the soum level to provide timely ambulance services to the needs. Most of the herder households do keep basic medicine for commonly known sicknesses knowing that ambulance services will take time to respond to calls.

Livelihoods

Vulnerable herder families had insufficient cash to be able to meet their immediate needs and mitigate rapidly approaching crisis. The economic difficulties faced by Mongolia and the oversupply of meat in the market made it impossible for poor herders to generate enough income to self-sustain their livelihood. The only practical and well-known way that herders can use to ensure the survival of their livestock in Dzud condition is to prepare during the summer by building sufficient hay stock and winter shelter for livestock. Serious drought during summer and extreme overgrazing

had made it impossible for many herders to make adequate preparations. The depletion of grass for winter grazing caused large numbers of animals to die from starvation.

Cash allowed beneficiaries to prioritize their immediate needs to be addressed. Findings from the cash transfer programming (CTP) feasibility studies have shown that the average herder household spent approximately CHF 30 - 40 for their daily basic food needs for two months excluding meat consumption in consideration that meat will be obtained from their livestock. The unconditional cash support enabled targeted families to utilize cash based on their priorities. Cooperation with Khan Bank was efficient and smooth for the operation.

World Animal Protection Organization (WAPO) also has a partnership with IFRC/MRCS and through this WAPO provided locally procured tarpaulins to be delivered by Red Cross to its selected households emergency appeal. This was used to provide temporary winter shelter for livestock. This was not funded under this appeal but was part of the MRCS's support to vulnerable herders.

Community preparedness and disaster risk reduction

Based on the vulnerability and capacity assessment completed in 2013, the various methods in responding to the effects of Dzud conditions have been recommended. This includes the creation of herders' associations to collect hay and provide the necessary agricultural tools and machinery. The practicality of such measures depends to a great extent on geographical location as not all areas are suitable for hay harvest, collection and strengthened winter shelter, and herders' basic knowledge on veterinary needs. The traditional method of hay collection by scythe is one of the factors for inadequate preparation for winter as often the vulnerable herder households lack manpower. This situation is exacerbated by insufficient amount of cash in the hands of herders, putting them in higher risk to be affected by Dzud. Also, the lack of cash causes low to zero maintenance in their livestock winter shelter, which contributes to the second major risk of dzud.

Risk Analysis

The procurement, transportation, blockage of roads and poor road conditions were some of the contributing factors that setback the planned time schedule. Moreover, the government elections held in June 2016, contributed greatly in the delay of humanitarian assistance during the parliament election campaign period. The political campaigning started in early May. These political candidates and parties used wide-range of PR activities including distribution of in-kind items to draw attention of the public. Coinciding with this event, the MRCS distribution was at higher risk of being misunderstood by the communities. As the communities were sensitive about the upcoming election and the race between the candidates, there was a high chance of reputational risk for the Red Cross. Therefore, MRCS actively promoted itself and the current operation in assisting the most vulnerable herder households impartial to other activities in the provinces. MRCS has received official request from the Parliament Election Committee to halt the operation until the end of the election. MRCS has responded quickly to such request and provided necessary information stating that Red Cross actions are an independent, neutral, and impartial that seeks to assist the most vulnerable people.

Overall Objective

Immediate humanitarian needs of up to 5,100 families affected by Dzud are met through the provision of household needs assistance, psychosocial health support, livelihoods support and community preparedness and disaster risk reduction activities for a period of 12 months.

Proposed strategy

The operation consisted of closely integrated sectors aiming to provide:

1. Immediate household needs assistance (food items and cash grants), including distribution of essential household food items and unconditional cash grants;

Item	Quantity	Number of households
Food Parcels: 1. Wheat Flour 25kg 2. White rice 10kg 3. Cooking oil 1ltr 4. Salt 500g 5. Tea block 1kg 6. Sugar 2kg	1	1600
Partial cash disbursement to supplement food parcels	MNT 64,000 (app CHF 32)	1600
Full cash disbursement	MNT 192,000 (app CHF 96)	3500

2. Health: Psychosocial support, in cooperation with Save the Children, provided to 5,000 school-children of affected herder families studying in soum centers and living in school dormitories

3. Livelihoods support: Diversification of income through vocational and business skills transfer and facilitating linkages with financial institutions was provided to around 100 herders with strong willingness and capacity to change their life style. Local training needs assessments have been carried out in cooperation with the Ministry of Labor to support the design of local vocational and/or business training plans.

4. Community preparedness and disaster risk reduction: Portable grass harvesters distributed to MRCS branches have been rented³ to herder teams for hay collection. The grass harvesters had to be returned to the branches after being used. Subsequently, the branches rent the grass harvesters to other herders in need to make it available for more herders.

5. MRCS institutional preparedness and disaster response capacity: The emergency operation further strengthened the capacity of the MRCS at all levels.

Operational support services

Human resources (HR)

A total of 300 volunteers from their respective Red Cross Branches have been mobilized for the response part of the emergency appeal. Up to 14 DM instructors of their respective branches were fully engaged in their affected provinces and soums while the entire DM team of MRCS headquarters supported by IFRC staff were coordinating and overseeing the implementation of the appeal. A regional disaster response team (RDRT) member was deployed in March for one month to deliver surge capacity on CTP implementation and the establishment of the beneficiary feedback mechanism.

Logistics and supply chain

The logistics team in MRCS effectively managed and coordinated supply chain activities, including procurement, storage and transport to distribution sites in accordance with the operation's requirements and aligned to IFRC's logistics standards, processes and procedures.

Procurement of food items has been done by MRCS with support from IFRC country cluster support team (CCST) and IFRC regional logistics unit (RLU) in Kuala Lumpur. Sourcing and procurement of relief items (food) were carried out in compliance with the IFRC standard procedures to ensure quality and timely delivery. Transportation of relief goods (food) was provided by NEMA in accordance with a Memorandum of Understanding between MRCS and NEMA. Local emergency management agencies (LEMAs) provided logistics and transportation support to the relief operation. In some areas, the services of local transportation companies were needed. The operation also includes the World Animal Protection Organization to deliver and distribute temporary winter shelters for livestock. The sourcing of non-food items (NFIs), personal protective equipment's (PPE) and 300 grass harvesters was done by KL RLU together with IFRC office in Mongolia.

Communications

The MRCS DM team along with IFRC gave live interviews to national television stations. Moreover, information was disseminated during the Humanitarian Conference held on 9 May 2016 under the auspices of the Deputy Prime Minister of Mongolia with a total of 500 participants comprising of key stakeholders, attracting high media coverage. The detailed information on the food distribution and unconditional cash grants were provided to the public during these events.

The communications team in IFRC AP regional office and CCST Beijing developed several materials for the Dzud response. 14 web stories were produced during the implementation time of Emergency Appeal.

- Link to web stories produced: <http://www.ifrc.org/en/news-and-media/news-stories/asia-pacific/mongolia/>
- Press release: <http://www.ifrc.org/en/news-and-media/press-releases/asia-pacific/mongolia/red-crosslaunches-emergency-appeal-as-extreme-winter-dzud-threatens-mongolian-herders/>
- Video produced and published on the IFRC Youtube channel (supported by Finnish Red Cross): <https://www.youtube.com/watch?v=cA4kL-TXDxk&t=187s>
- Red Cross Social care in Mongolia (produced by British Red Cross): <https://www.youtube.com/watch?v=Q4rk6nb-7uA&t=6s>

³ Minimal amount will be charged to herders as maintenance cost of harvesters

Security

The MRCS' operational coordination center ensured that volunteers and staff follow security rules when working in affected areas. IFRC is a member of various inter-agency groups including the HCT and Mongolia International NGO forum, which allows monitoring of any changes in security situation. MRCS, with its wide network of branches and volunteers was aware of any possible security threats and/or volatile situation. There were no security incidents reported during the operational implementing period.

Planning, monitoring, evaluation, reporting (PMER)

IFRC and NDRT members continuously monitored the implementation of the emergency operation. IFRC provided team members direct technical support in establishing the partnerships, planning, logistics and refresher training on PMER. Updates on the operation were shared during the emergency phase. A special telephone line was established at MRCS headquarters with a feedback and two-way communication mechanism to enhance community engagement and accountability. Messages to provide information on the distribution and cash disbursements, post distribution monitoring and a beneficiary satisfaction review, stakeholder interview and market price monitoring were conducted through telephone line and through on-site visits. The final evaluation was conducted in February 2017. A workshop on lessons learned from the emergency appeal operation has been organized in February 2017 among MRCS staff and NDRT members. Best practices, challenges of operational implementation were discussed during the workshop and these were reflected in the planning of the following appeal.

Progress against Outcomes

Food security, Nutrition and Livelihoods

Outcome 1: Immediate food and other priority needs of the targeted families are met	Outputs		% of achievement	
		Output 1.1 1,600 households (8,000 people) in 20 provinces are provided with food parcels and unconditional cash transfers. (food parcels for 2 months with MNT 64000 or CHF 32 per household)		100%
Activities		Is implementation on time		% of progress (estimate)
		Yes	No	
2.1.1 Identification of soums in 20 provinces across the country		X		100%
2.1.2 Beneficiary selection and registration		X		100%
2.1.3 Orientation and mobilization of volunteers at district levels		X		100%
2.1.4 Local procurement of food parcels		X		100%
2.1.5 Distribution of food parcels and provision of unconditional cash grants through bank transfer		X		100%
2.1.6 Onsite monitoring during the distribution		X		100%
Outcome 2: Immediate food and other priority needs of the targeted families are met	Outputs		% of achievement	
		Output 2.1 3,500 households (17,500 people) in 20 provinces are provided with unconditional cash transfers for meeting other priority needs. (MNT 192,000 per household for those not receiving food assistance)		100%
Activities		Is implementation on time		% of progress (estimate)
		Yes	No	
2.2.1 Identification of soums in 20 provinces across the country		X		100%
2.2.2 Beneficiary registration and cash form preparation		X		100%
2.2.3 Distribution of unconditional cash grants		X		100%
2.2.4 Post distribution monitoring and reporting		X		100%
Achievements				
Food Assistance				
Two-month food parcels along with MNT 64000 or CHF 32 unconditional cash grants were provided to beneficiary households to meet their immediate needs. Procurement of food items has been done by MRCS with support from IFRC. All procurement related to this emergency appeal followed IFRC standard procurement procedures. Improved road conditions, better coordination and collaboration with Mercy Corps on distributions have helped to reduce the cost of distributing the remaining food parcels. Beneficiary lists were submitted to Khan Bank to check for errors. The errors were corrected immediately by the MRCS based on information from the mid-level branches.				

Unconditional cash transfers

Unconditional cash grants equivalent to MNT 192,000 (CHF 96) were transferred to beneficiary households to help them meet their priority household needs. An agreement was made with Khan Bank and its local branches on the disbursement of cash to selected households. Khan Bank cross-checked the beneficiary list through the 'Know Your Customer' (KYC) process to verify the identity of the people who should receive cash. Local branches in soums, facilitated cash transfers to herder households. To ensure CTP is carried with high standards, the Emergency Appeal (EA) focal point of MRCS participated in CTP training organized by the CaLP⁴, and at the same time the operations received a RDRT who is specialized on CTP.

Meetings were held with World Vision International (WVI) who has an extensive expertise in rapid market assessment (RMA) to finalize the plans for RMA training for MRCS mid-level branch staff in June 2016. The RMA training for MRCS was held in August 2016. The training context, agenda and process were planned with WVI. The 100 herders were chosen from Bulgan, Dundgovi, and Uvurkhangai provinces. RMA is an intensive, one-time market-day snapshot of a business idea. This RMA was organized and led by the MRCS. RMA used simple, tested methods to count market customers, survey technique, and compile market observations and recommendations. RMA was facilitated jointly by the Economic Development Department of World Vision Mongolia and the EA Officer of MRCS.

The participants of RMA training were eight volunteers from each province, a total of 24 volunteers were selected to participate in a two-day training held in Ulaanbaatar city. After the training, the volunteers conducted a RMA to identify the needs of the herder families. Volunteers collected necessary information and analyzed the information with the coaching of WVI specialist and the EA project officer.

As a result, the volunteers identified the livelihood income diversification opportunities for herder households, and conducted necessary trainings for those herder beneficiaries. The herders were organized into groups and all the nine herders groups have commenced their start-up businesses following the skills training. All groups made an agreement with the local Red Cross branch for the utilization of grants and started their production in early November 2016 with most them having placed their products for sale in local shops.

Challenges

- Road blockages and distance for herders to soum centres caused some delays in the delivery of the aid.
- Errors in beneficiary registration (e.g. mismatches between beneficiaries' names and citizen ID cards, misspelling of names and registration numbers, migration of beneficiaries to different soums and provinces, and death of some beneficiaries) caused some delays in the distribution of cash.
- Some beneficiaries lacked knowledge of MRCS or were unaware of where assistance originated.

Lessons learnt

- MRCS to strengthen its community engagement strategy to include dissemination and promotional activities during distribution and follow up.
- Branches responsible for operational delivery of CTP should be further developed to also carry out data validation and post distribution monitoring (PDM) activities utilising a single common methodology. This should include follow up calls and/or visits to all recipients where possible.



Group skills training for herder families – learning how to bake.

Photo: MRCS

⁴ The Cash Learning Partnership

Health and care			
Outcome 3: The immediate and medium term risks to health of affected populations are reduced	Outputs		% of achievement
		Output 3.1 School going children affected by the Dzud are provided with psychosocial first aid support (PSS/FA)	
Activities	Is implementation on time		% of progress (estimate)
	Yes	No	
4.1.1 Mobilize volunteers for school based PSS/FA in collaboration with Save the Children	X		100%
<p>Achievements</p> <p>A memorandum of understanding was signed between MRCS and Save the Children through which the partners cooperated on the provision of psychosocial support and first aid to school children (aged between 7-16) from Dzud affected families. As part of the agreement PSS/PA training was facilitated by experts from Save the Children Tokyo, Japan. Manuals for the training of trainers and for volunteers were printed in Mongolian language and distributed to MRCS midlevel branch staff who then provided training to school teachers including dormitory teachers at schools.</p> <p>The project had four steps.</p> <ol style="list-style-type: none"> 1. Step one: ToT training in Ulaanbaatar 2. Step two: ToT training in province 3. Step three: ToT training in soum 4. Step four: ToT training for pupils <p>Altogether 5,175 children were supported through PFA. MRCS and Save the Children Japan organized a joint monitoring trip in Arkhangai province in May 2016. The training was appreciated by the teachers, students and other stakeholders since it used a contextual, new methodology in training manual, it was interesting, easy to understand for children, the games were very participatory, and the child-to-child approach was effective to give necessary information and knowledge to children on how to act during disaster situations and give necessary PFA to peers. For monitoring, the method of focus group discussion, in-class observation, interviews with children were used. The teachers and children who received the PFA were all giving positive comments about the PFA programme. It was the first time that the school-going dzud affected herders' children's psychological impact was highlighted and measures taken. Through this training an interactive environment between the children and their teachers were promoted.</p>			
<p>Challenges</p> <p>The PFA training materials only specific to Mongolian context was the main challenge to develop and mainstream throughout the country as the regions do vary in cultural context and perception of PSS for school-going children.</p> <p>As the introduction of the new thematic area for MRCS, institutional capacity building was a challenge. The staffs and volunteers of MRCS required more time in the training and practice to deliver the service to the most needed. Therefore, addressing the challenge and speeding up the response, school and dormitory teachers were actively engaged in trainings and service delivery.</p>			
<p>Lessons learnt</p> <ul style="list-style-type: none"> • The close partnership with the specialized organization enables the Red Cross to identify the gaps in areas which Red Cross is not actively engaged. • To deliver services in a timely manner, it is important to actively engage school and dormitory teachers alongside the Red Cross volunteers and staff. • The PFA training needs to be further analyzed by MRCS for the adoption and utilization in other fields. 			

Community preparedness and risk reduction

Outcome 4: Communities` resilience to disasters is protected	Outputs		% of achievement
	Output 4.1 Risk reduction measures are incorporated in disaster recovery programmes.		100%
Activities	Is implementation on time		% of progress (estimate)
	Yes	No	
5.1.1 Selection of beneficiaries for community preparedness and risk reduction activities	X		100%
5.1.2 Procurement and distribution of 300 portable grass harvesters	X		100%
5.1.3 Climate change adaptation and disaster preparedness training among herders	X		100%
5.1.4 Monitoring and reporting	X		100%

Achievements

A total of 300 grass harvesters were distributed to provinces consisting of rich pasture lands. This followed state ranking of provinces in hay growth. The procurement of grass harvesters was conducted via IFRC based on the specifications provided by the MRCS.

The provision of grass harvesters was done in early August before the harvesting season. After receiving the grass harvesters, each mid-level branch drafted a tripartite agreement between the beneficiary herder and his/her guarantor (local authorities, usually the community leader, soum governor or head of local social welfare department). The grass harvester was owned by the mid-level branch and rented out to beneficiary households at an operational cost. In case the herder does not have funds to run the machine, the local authorities would supplement the costs.

Some of the mid-level branches were renting the grass harvester for one sheep (monetary value is USD 10) as the maintenance cost of harvesters, a small amount of money, or for a few bundles of hay, the value for one-time maintenance of grass harvesters. This is to benefit more herders and contribute to the longevity of its utilization. This allowed the herders to prepare hay resources for the winter season at a very low cost.

During snowstorm and heavy snowfall, livestock have no choice but to stay in their winter shelter relying on hay resources.

The herder's consultation under the theme of 'Climate change adaptation, disaster risk reduction, building resilience and One Billion coalition' was organized with participation of 200 herders. The main consultation was about the Dzud risks, mitigation, experience sharing and winter preparation for upcoming winter bridging the communities with the local authorities to address the current needs and gaps in locally faced challenges in DRR. During the consultation meeting, the following recommendations were drawn by the herders and been widely discussed with the local authorities.

- Increase the number of veterinarian doctors and leaders at the bagh level
- Have government policy to support young herders and to transfer traditional DRR knowledge to young generation
- Cooperate with the meat processing companies and make decision on when, where and how to sell meat.
- Have sustainable policy to support cooperates and allow them to have long-term loan system.
- Renovate winter shelters and improve water wells.

These points need to be considered to reduce disaster risk and to be better prepared. The herders that participated in the consultation will further discuss deeper on these topics and develop an action plan in a collective approach.

Challenges

- There were two kinds of blades for the grass harvester. One was inappropriate to use for hay collection, while the other with a round metal blade was suitable for hay collection.
- The provision of the grass harvester was in August when hay harvesting season has already started. The transportation of grass harvesters, administration time for tripartite agreements took longer than expected to delay the efficient utilization of the grass harvesters.
- The outcome of the herder's consultation meeting needs to be owned by the local communities and followed-up and supported by the local authorities. But the current local situation as discussed during the meeting, local government does not have available resources and capacity to support the recommendations. This creates expectation from the Red Cross as the main organizer of the consultation to bridge the authority to the communities.

Lessons Learnt

- Any DRR activities need to be planned early enough to match with the local seasonal activities.
- Better facilitation is needed in herder consultations to give the ownership of DRR to the communities.
- Transfer traditional knowledge to young herders.
- The main action plan developed by the communities needs to be reflected in the local DRR plan of the following year. The roles and responsibilities of each action needs to be clearly defined in the local authorities' action plan.

Quality Programming / Areas Common to all Sectors

Outcome 5: Continuous assessment and analysis is used to inform the design and implementation of the operation.	Outputs		% of achievement
	Output 5.1 Needs assessments are conducted and response plans updated according to findings		Continuous
Activities	Is implementation on time		% of progress (estimate)
	Yes	No	
1.1.1 Mobilize MRCS staff and volunteers for assessments	X		100%
1.1.2 Mobilize/deploy regional tools to support MRCS staff and volunteers for assessments and implementation of activities	X		100%
1.1.3 Undertake assessments to determine specific needs of beneficiaries	X		100%
1.1.4 Develop detailed response plans with activities that will meet identified beneficiary needs	X		100%
1.1.5 Continued information collection from local branches	X		100%
Outcome 5: Continuous assessment and analysis is used to inform the design and implementation of the operation.	Outputs		% of achievement
	Output 5.2 Mechanisms are in place to facilitate two-way communication with and ensure transparency and accountability to disaster-affected people.		100%
Activities	Is implementation on time		% of progress (estimate)
	Yes	No	
1.2.1 Beneficiary satisfaction survey	X		100%
Outcome 5: Continuous assessment and analysis is used to inform the design and implementation of the operation.	Outputs		% of achievement
	Output 5.3 Management and delivery of the operation is informed by an appropriate monitoring and evaluation system		Continuous
Activities	Is implementation on time		% of progress (estimate)
	Yes	No	
1.3.1 Monitoring visits by joint MRCS HQ and IFRC teams	X		100%
1.3.2 Internal final evaluation	X		100%
Achievements			
<p>The Mongolian Red Cross with the support of IFRC was constantly assessing and monitoring the field situation through regular meeting with staff and volunteers working on the field as well as meetings with IO and NGO partner organizations including on-site monitoring by headquarters coordinators and operations coordinator. MRCS headquarters have been receiving weekly updates from operating branches. Regular monthly updates on the operation were developed and shared during the emergency phase.</p> <p>With support from IFRC, the MRCS has established a feedback and two-way communication mechanism using the Trilogy Emergency Relief Application (TERA) to enhance community engagement and accountability. Messages to provide information on the distribution and cash disbursements, post distribution monitoring and a beneficiary satisfaction review were conducted through telephone line and through household visits.</p> <p>Final evaluation was conducted in February 2017. Workshop on lessons learned from the Emergency Appeal Operation has been organized in February 2017 among MRCS staff and NDRT members. Best practices, challenges of operational implementation were discussed during the workshop. Having received hands-on-</p>			

training, volunteers and staff gained knowledge and skills that will go a long way into improving delivery of humanitarian assistance in an effective manner. The knowledge, techniques and skills obtained from training will be cascaded down to a wide volunteer base through peer learning.

Challenges

- Monitoring and evaluation framework was not in place during the operation.
- Beneficiary Satisfaction survey was collected in paper form, making it difficult and time consuming for data entry, cleaning and analyzing.
- Khan Bank communication and guidance provided to the local branch was poor. Specific guidance was not provided. Thus, local Red Cross had difficulty in placing banners and visibility within the bank during cash distribution.
- Based on the geographical location and remoteness of target households and communities, the outreach of NDRT members was time-consuming and required more resources.
- Sufficient BDRTs were not established at every EA targeted branches. Thus, required direct assistance and guidance from the headquarters and NDRT members onsite.

Lessons learnt

- A monitoring framework and tracking table to be developed for upcoming operations. This framework to also clearly articulate and support reporting expectations.
- MRCS needs to strengthen the disaster response capacity of mid-level branches and BDRTs for timely and effective onsite situational assessment/monitoring/information gathering. This will enable the reduction of cost in the M&E by decentralizing the operation support system.
- The utilization of new technology in the information management will reduce the effort of entering data (enumerators), data cleaning, and initial analysis. Moreover, it will increase the practical use of data by delivering the analysis on a timely manner.
- The cooperation with Khan Bank on CTP required more communication effort at the local level. Therefore, the communication channel between the Bank and Red Cross must be clearly stated in the agreement.

Contact information

For further information, specifically related to this operation please contact:

Mongolian Red Cross Society:

- Nordov Bolormaa, secretary general; phone: +976 11 323334; mobile: +976 99119395; email: nordovbolormaa@yahoo.com

IFRC country cluster support team (CCST) in Beijing; phone: +86 10 6532 7162; fax: +86 10 6532 7166:

- Gwendolyn Pang, head of CCST; email: gwendolyn.pang@ifrc.org
- Enkhjin Garid, Mongolia national programme coordinator; phone: +976 11 312720; email: enkhjin.garid@ifrc.org

IFRC Asia Pacific regional office in Kuala Lumpur; phone: +603 9207 5700; fax: +603 2161 0670:

- Martin Faller, deputy regional director; email: martin.faller@ifrc.org
- Alice Ho, operations coordinator; mobile: +60 13 360 0366; email: alice.ho@ifrc.org
- Riku Assamaki, regional logistics coordinator; mobile +60 12 298 9752; email: riku.assamaki@ifrc.org
- Pierre Kremer, partnership and resource development coordinator, email: pierre.kremer@ifrc.org
- Clarence Sim, planning, monitoring, evaluation and reporting (PMER) manager; email: clarence.sim@ifrc.org
- Patrick Fuller, communications manager; email: patrick.fuller@ifrc.org

IFRC Geneva:

- Susil Perera, senior officer, response and recovery, +412 2730 4529, susil.perera@ifrc.org
- Cristina Estrada, response and recovery lead, +412 2730 4260, cristina.estrada@ifrc.org

[Click here](#)

1. Preliminary final financial report [below](#)
 2. Click [here](#) to return to the title page
-

How we work

All IFRC assistance seeks to adhere to the Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations (NGO's) in Disaster Relief and the Humanitarian Charter and Minimum Standards in Disaster Response (Sphere) in delivering assistance to the most vulnerable.

The IFRC's vision is to inspire, encourage, facilitate and promote at all times all forms of humanitarian activities by National Societies, with a view to preventing and alleviating human suffering, and thereby contributing to the maintenance and promotion of human dignity and peace in the world.

www.ifrc.org
Saving lives, changing minds.



The IFRC's work is guided by Strategy 2020 which puts forward three strategic aims:

1. Save lives, protect livelihoods, and strengthen recovery from disaster and crises.
2. Enable healthy and safe living.
3. Promote social inclusion and a culture of non-violence and peace.

Disaster Response Financial Report**MDRMN005 - Mongolia - Extreme Winter Condition**

Timeframe: 14 Jan 16 to 28 Feb 17

Appeal Launch Date: 29 Feb 16

Preliminary Final report

Selected Parameters

Reporting Timeframe	2016/1-2017/4	Programme	MDRMN005
Budget Timeframe	2016/1-2017/2	Budget	APPROVED
Split by funding source	Y	Project	*
Subsector:	*		

All figures are in Swiss Francs (CHF)

I. Funding

	Raise humanitarian standards	Grow RC/RC services for vulnerable people	Strengthen RC/RC contribution to development	Heighten influence and support for RC/RC work	Joint working and accountability	TOTAL	Deferred Income
A. Budget		979,347				979,347	
B. Opening Balance							
Income							
Cash contributions							
<i>American Red Cross</i>		88,018				88,018	
<i>British Red Cross</i>		272,329				272,329	
<i>Danish Red Cross (from Danish Government*)</i>		53,438				53,438	
<i>European Commission - DG ECHO</i>		129,863				129,863	
<i>Finnish Red Cross</i>		50,248				50,248	
<i>Japanese Red Cross Society</i>		27,500				27,500	
<i>Norwegian Red Cross</i>		51,016				51,016	
<i>Red Cross of Monaco</i>		10,920				10,920	
<i>Swedish Red Cross</i>		122,201				122,201	
<i>The Canadian Red Cross Society (from Canadian Government*)</i>		25,659				25,659	
<i>The Republic of Korea National Red Cross</i>		17,000				17,000	
C1. Cash contributions		848,191				848,191	
C. Total Income = SUM(C1..C4)		848,191				848,191	
D. Total Funding = B + C		848,191				848,191	

* Funding source data based on information provided by the donor

II. Movement of Funds

	Raise humanitarian standards	Grow RC/RC services for vulnerable people	Strengthen RC/RC contribution to development	Heighten influence and support for RC/RC work	Joint working and accountability	TOTAL	Deferred Income
B. Opening Balance							
C. Income		848,191				848,191	
E. Expenditure		-832,216				-832,216	
F. Closing Balance = (B + C + E)		15,975				15,975	

Disaster Response Financial Report

MDRMN005 - Mongolia - Extreme Winter Condition

Timeframe: 14 Jan 16 to 28 Feb 17

Appeal Launch Date: 29 Feb 16

Preliminary Final report

Selected Parameters			
Reporting Timeframe	2016/1-2017/4	Programme	MDRMN005
Budget Timeframe	2016/1-2017/2	Budget	APPROVED
Split by funding source	Y	Project	*
Subsector:	*		

All figures are in Swiss Francs (CHF)

III. Expenditure

Account Groups	Budget	Expenditure					TOTAL	Variance
		Raise humanitarian standards	Grow RC/RC services for vulnerable people	Strengthen RC/RC contribution to development	Heighten influence and support for RC/RC work	Joint working and accountability		
	A					B	A - B	
BUDGET (C)			979,347			979,347		
Relief items, Construction, Supplies								
Clothing & Textiles	53,450		2,379			2,379	51,071	
Food	72,832		56,008			56,008	16,824	
Utensils & Tools			38,311			38,311	-38,311	
Other Supplies & Services			43,337			43,337	-43,337	
Cash Disbursement	407,583		371,283			371,283	36,300	
Total Relief items, Construction, Sup	533,865		511,318			511,318	22,547	
Land, vehicles & equipment								
Others Machinery & Equipment	52,500						52,500	
Total Land, vehicles & equipment	52,500						52,500	
Logistics, Transport & Storage								
Storage	480						480	
Distribution & Monitoring	30,000		14,342			14,342	15,658	
Transport & Vehicles Costs	29,000		3,836			3,836	25,164	
Logistics Services	3,150		10,000			10,000	-6,850	
Total Logistics, Transport & Storage	62,630		28,178			28,178	34,452	
Personnel								
International Staff	126,350		23,622			23,622	102,728	
National Staff	48,260		16,299			16,299	31,961	
National Society Staff	21,000		10,161			10,161	10,839	
Volunteers	7,920		7,846			7,846	74	
Total Personnel	203,530		57,929			57,929	145,601	
Consultants & Professional Fees								
Professional Fees			337			337	-337	
Total Consultants & Professional Fees			337			337	-337	
Workshops & Training								
Workshops & Training	36,050		13,560			13,560	22,490	
Total Workshops & Training	36,050		13,560			13,560	22,490	
General Expenditure								
Travel	7,500		17,398			17,398	-9,898	
Information & Public Relations	11,500		6,629			6,629	4,871	
Office Costs	4,250		1,250			1,250	3,000	
Communications	6,790		3,236			3,236	3,554	
Financial Charges	960		2,851			2,851	-1,891	
Shared Office and Services Costs			27,772			27,772	-27,772	
Total General Expenditure	31,000		59,137			59,137	-28,137	
Operational Provisions								
Operational Provisions			103,893			103,893	-103,893	
Total Operational Provisions			103,893			103,893	-103,893	
Indirect Costs								
Programme & Services Support Recover	59,772		50,333			50,333	9,440	
Total Indirect Costs	59,772		50,333			50,333	9,440	
Pledge Specific Costs								
Pledge Earmarking Fee			4,576			4,576	-4,576	
Pledge Reporting Fees			2,956			2,956	-2,956	
Total Pledge Specific Costs			7,532			7,532	-7,532	

Disaster Response Financial Report**MDRMN005 - Mongolia - Extreme Winter Condition**

Timeframe: 14 Jan 16 to 28 Feb 17

Appeal Launch Date: 29 Feb 16

Preliminary Final report

Selected Parameters

Reporting Timeframe	2016/1-2017/4	Programme	MDRMN005
Budget Timeframe	2016/1-2017/2	Budget	APPROVED
Split by funding source	Y	Project	*
Subsector:	*		

All figures are in Swiss Francs (CHF)

III. Expenditure

Account Groups	Budget	Expenditure					TOTAL	Variance
		Raise humanitarian standards	Grow RC/RC services for vulnerable people	Strengthen RC/RC contribution to development	Heighten influence and support for RC/RC work	Joint working and accountability		
	A					B	A - B	
BUDGET (C)			979,347			979,347		
TOTAL EXPENDITURE (D)	979,347		832,216			832,216	147,131	
VARIANCE (C - D)			147,131			147,131		