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# Emergency Appeal Final Report

## Mongolia: Severe winter



<b>Emergency Appeal n°</b> MDRMN006	<b>Glide n°</b> CW-2017-000001
<b>Date of Issue:</b> 10 September 2018	<b>Glide number:</b> CW-2017-000001-MNG
<b>Date of disaster:</b> 20 December 2016	
<b>Operation start date:</b> 4 January 2017	<b>Operation end date:</b> 2 February 2018
<b>Host National Society(ies):</b> Mongolian Red Cross Society	<b>Operation budget:</b> CHF856,387
<b>Number of people affected:</b> 157,000 people	<b>Number of people assisted:</b> 11,264 people (2,740 households)
<b>N° of National Societies involved in the operation:</b> Mongolian Red Cross Society, National Society works with International Federation of Red Cross and Red Crescent Societies (IFRC) in this operation as well as current Partner National Societies: Australian Red Cross, British Red Cross, Japanese Red Cross Society, Finnish Red Cross, Swedish Red Cross, and the Republic of Korea National Red Cross. The MRCS expresses its sincere gratitude to all the partners, and donors for their support towards helping vulnerable herders in Mongolia.	
<b>N° of other partner organizations involved in the operation:</b> National Emergency Management Agency (NEMA) of Mongolia, local governments, USAID, UN and its agencies, World Vision International, Save the Children, Caritas Czech, People in Need (PIN), G-Mobile, World Animal Protection Organization.	

### Emergency Appeal History:

- 17 December 2016: An [information bulletin](#) is issued highlighting the upcoming dzud and its potential impacts, especially in the northern part of country. It also indicates that shortage of food is already impacting more than 16,000 families that had to move to new pastures.
- 20 December 2016: The Government of Mongolia officially sent letters to the Mongolian Red Cross Society (MRCS) and other humanitarian actors in the country to request international assistance for the most vulnerable herder households who are experiencing extreme winter conditions.
- 4 January 2017: 117,349 Swiss francs (CHF) allocated from the IFRC's [Disaster Relief Emergency Fund](#) (DREF).
- December-January 2017: IFRC disaster risk management coordinator from Beijing country cluster support team (CCST) and the operations coordinator from the IFRC Asia Pacific regional office are deployed to assist MRCS team with assessments and operational support.
- 10 February 2017: IFRC issues [Emergency Appeal](#) (MDRMN006) for CHF 655,512 to assist 11,264 people.
- 10 October 2017: The IFRC issues revised Emergency Appeal to assist 11,264 people with an increase in activities and increased budget (from CHF 655,512 to CHF 856,387). See [revised emergency appeal](#).
- 24 November 2017: National Agency of Meteorology and the Environmental Monitoring issues Dzud risk map for winter 2017-2018, which indicates that 12 provinces are at very high risk of Dzud.

## A. SITUATION ANALYSIS

### Description of the disaster

Dzud is a condition created by threat multipliers and inter-linked factors that exacerbates already fragile situations of livestock herders in Mongolia. This term is unique to pastoral communities in Central Asia and can be caused by a combination of summer drought, heavy snowfall, and high winds in concurrence with extremely low winter temperatures which combine to cause unsustainable conditions for animal survival. In this condition, mortality of the livestock is caused by a combination of starvation because of being unable to graze and access fodder due to heavy snow, ice or drought, freezing due to extreme cold temperature, exposure to storms and wind, and a weakened immune system response due to exposure

A drought started in 2016 followed by extreme winter affected many vulnerable families living in the western and northern parts of Mongolia. In December 2016, there were 110 soums<sup>1</sup> in 13 provinces, around 32 per cent of the total territory started to experience hardship. This situation had evolved to affect 157,000 people (approximately 37,000 herder households) across 127 soums in 17 out of 21 provinces in Mongolia as of February 2017. The livestock death toll reached to 133,900 affecting the most vulnerable herders across the 17 provinces. As of February 2017, around 70 per cent of the country was covered with snow, in some mountainous regions, snow has piled up to as thick as 50 cm. Shortage of pasture and water led to large scale livestock loss and in some areas, the ice crust formed made it difficult for livestock to dig through to reach grass. Approximately 16,000 households (10 per cent of total number of HH with livestock) with some seven (7) million livestock, moved to nearby soums and provinces seeking for better pasture.

There were several breakouts of livestock infectious diseases and those areas were quarantined, prohibiting animals to move from those locations. Having a vast area of land, herders live far apart from each other, some only having a neighbor in 10 km distance. The distance of herders from the soum center and the market range from as near as 5 km to as far as 110 km. Due to blocked roads, transportation is made extremely challenging. The Local Emergency Management continuously worked on clearing the snow from roads to make it possible for herders to pass through. Government was in need of graders, dozers, ambulance cars, police cars and fuel.

Due to inadequate preparedness of State, caused by budgetary constraints, the State Emergency Commission headed by the Deputy Prime Minister requested humanitarian actors to provide assistance to the Dzud affected herders in Mongolia on 15 December 2016. Shortly after this, the Government Task Force, together with the Humanitarian Country Team (HCT) of which Mongolian Red Cross Society (MRCS) is one of the members, conducted emergency needs assessment.

While the price of meat, one of the main sources of income for herders, had declined to lowest levels due to oversupply, herders were in acute need of cash to be able to meet their priority needs including, but not limited to, food, basic household items, agriculture products and health care services. Because of the lack of financial resources to buy hay and fodder, herders were at high risk to lose their livestock at accelerating rates. The prospect of losing their livestock drove them to put even more livestock on the already severely saturated market, putting further downward pressure on prices. This combination of negative forces resulted in a vicious cycle of serious shortage of cash that is critically needed for immediate household basic priority needs.

The Mongolian government welcomed cash support to herders but had also reported an extreme shortage of ambulance vehicles and medical equipment to meet the needs for emergency transportation, and because of heavy snowfall and road blockages it had become extremely difficult to provide ambulance services in the northern and central parts of the country in a timely manner to save lives. Multipurpose unconditional cash grants to support life-saving basic needs, emergency agricultural inputs and first aid kits had been identified as priority needs by the Government task force and the HCT.

By June 2017, a total of 888,014 livestock had perished because of dzud. The extreme weather conditions continued throughout the summer of 2017. Around 80 per cent of the total territory or 94 soums were in drought, 153 soums were in drought-like condition.

### Summary of response

#### Overview of Host National Society

Mongolian Red Cross Society (MRCS) has 33 mid-level branches, existent in all provinces and districts as well as is a sole National Humanitarian Organization in Mongolia. Under the newly adopted 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 MRCS is an

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<sup>1</sup> Soum means district in Mongolia.

auxiliary to the government in humanitarian matters with a distinct recognized role in disasters and emergencies as stated in the Disaster Protection Law of Mongolia.

The MRCS is a member of the National Emergency Commission and the Humanitarian Country Team (HCT) who actively involves in the planning and designing of the national response to the emerging crisis. The MRCS's response conduct in close cooperation with National Emergency Management Agency (NEMA) and other HCT members.

The below table provides a brief overview of MRCS/ IFRC response for the period from February 2017 to January 2018 under the emergency appeal:

No.	Support/ service provided	People reached	Date
1	Herder households in Orkhon, Darkhan, Tuv, Khentii, Selenge Uvurkhangai, Dornod, Zavkhan, Khuvsgul and Uvs provinces were supported by unconditional cash grant (approximately CHF100 per HH)	2,740 households (HHs)	Feb-March 2017
2	First-Aid orientation by volunteers, FA kit together with manual distributed to herders	1,740 households	March- April 2017
3	Psychosocial First Aid (PFA) ToT training	6,750 students in 120 schools, 1,800 trainers trained	March- June 2017
4	Herder households in Tuv and Uvurkhangai provinces were assisted with hay (20 bundles per HH).	624 households	Dec 2017
5	Herder households of Darkhan, Tuv, Khentii, Selenge Uvurkhangai, Dornod, Zavkhan, Khuvsgul and Uvs provinces received winter shelter repair assistance.	55 households	Dec 2017- 2018
6	Herders were recruited to assist the repairing process of winter shelter of livestock. (app. CHF 4 per day for their work)	165 herders	Dec 2017 – Jan 2018
7	First Aid (FA), Psychosocial Support Service (PSS) and Disaster Risk Reduction (DRR) training	315 community members trained	Sep-Nov 2017
8	1,000 first aid kits are prepositioned and stored in MRCS warehouse.	-	Nov 2017

The MRCS has the experience in implementing Emergency Appeal operations in 2010 and 2016 due to the same type of disaster situation. Multipurpose cash grant was used as an emergency response and implemented through Khan Bank who has branches in every soum and province throughout the country. The MRCS has organized a psychosocial first aid (PFA) training of trainers (ToTs) in 17 provinces and equipped the mid-level branch staffs/ volunteers with personal protection clothes in cold weather in 2016.

The MRCS co-chairs the Cash Working Group with Save the Children. The working group has standardized the amount of cash within the HCT to be distributed to herders. MRCS' disaster response plan, modalities and mechanisms have drafted with the support of IFRC.

The MRCS National Disaster Response Team members (NDRT) have been activated to provide assistance to targeted communities.

### Overview of Red Cross Red Crescent Movement in country

IFRC has a well-established country office in Mongolia, with a National office coordinator, finance and administration officer, backed up technically and administratively by the country cluster support team (CCST) in Beijing. The IFRC supports the 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 and Japanese Red Cross Society. In accordance with the IFRC standard operation procedures (SOPs), the IFRC disaster and crises, prevention, response and recovery (DCPRR) team in the IFRC Asia Pacific regional office (APRO) coordinates the operation.

Additionally, from November 2017, MRCS with support from British Red Cross implemented Forecast-based Financing (FbF) intervention, developed by IFRC Climate Centre, to reduce the risk of Dzud. 2,000 households in 40 soums of 12 provinces, who were at extreme risk of dzud have been assisted with unconditional cash grants and animal care kits distributed in 2018. Meanwhile, IFRC is also assisting approximately 9,000 herders with unconditional cash grants, food parcels and animal care kits through another DREF operation (MDRMN007) which is still ongoing until mid of May 2018.

Apart from that, MRCS is currently implementing several disaster risk management programmes in partnership with the Australian, British and Finnish Red Cross Societies that focus on both household preparedness and risk reduction and institutional disaster response and preparedness in both rural and urban contexts.

## 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. The NEMA also provides logistics support to government services (such as ambulances) and the police. It also supports the logistics of humanitarian organizations in the affected areas and the evacuation of severely affected herders from remote locations. As part of their response, Local Emergency Management Agencies (LEMA) are responsible for clearing major roads and rescuing people in stranded vehicles.

State reserves provided herders with 2,410 tons of hay at no cost, 1,700 tons of fodder at 50 per cent discounted price. A total of 36 vehicles were provided to 19 provincial health centers to assist prompt delivery of services to citizens. Animal medicines and nutritional products were provided for some provinces at a cost of 41.8 million tugrug (equivalent to CHF 19,800). Four vehicles were provided to provincial Emergency Management Departments and Food and Agriculture Departments in key areas for provision of public services.

The World Animal Protection Organization (WAPO) and IFRC have a global partnership and through this partnership WAPO has supported IFRC/MRCS to conduct technical assessments for livestock needs. WAPO, through MRCS' networks have distributed 1,740 livestock kits to complement the multi-purpose cash assistance to affected herders.

The assistance provided by non-Red Cross Red Crescent organization is listed below:

No.	Organization	Assistance provided	Target Households
1	UN-CERF	Unconditional cash grant (approx. CHF100)	3,500 HHS
2	UNFPA	Dignity kit	2,465 HHS
3	UNICEF	Multi-micronutrient supplement	24,031 children
4	FAO	Hay and animal feed	2,157 HHS
5	People in Need (PIN)	Unconditional cash grant (approx. US\$100-150), animal feed	615 HHS
6	World Vision	Agriculture, food, and cash	1,190 HHS
7	Save the Children	Cash for education, school based DRR, PFA, WASH, emergency livestock package	33,159 children

At provincial level, there have been some duplication among humanitarian actors for intervention; however, there were no overlapping at the soum level, since beneficiary lists were shared among the actors to make ensure no duplication.

## Needs analysis and scenario planning

### Risk Analysis

**Immediate household needs:** Findings from several assessments carried out from December 2016 to February 2017 by the MRCS, the Deputy Prime Minister's task force and the Joint HCT assessment team and the analysis of secondary data indicated that due to early snowfall and colder than an average temperature during winter has caused many families to face extreme harsh conditions which pushed them to adopt negative coping strategies. Concerns for the affected herders included lack of access to food security and nutrition, basic household items, wash facilities, shelter, health services and psychosocial support. MRCS assessments confirmed that vulnerable herder families experience chronic cash shortages to meet their immediate needs. As result of the assessment which was carried out by the MRCS, the financial support was indicated that it met a most of the needs of affected and vulnerable herders as well as took the important role to overcome a harsh winter.

Assessments conducted by the British Red Cross in Mongolia in June 2016. Eighty (80) per cent of interviewees of the beneficiary satisfaction survey developed from the post distribution monitoring 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 again in stakeholder interviews that unconditional cash grant is a timely and the most appropriate assistance in times of dzud and economic crisis. Cash allows beneficiaries to prioritize their immediate needs to be addressed. Findings from the cash transfer programming (CTP) feasibility study in December 2016 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. Vulnerable herder families have insufficient cash to be able to meet their immediate needs and mitigate rapidly approaching crisis. The unconditional cash support of MNT 245,000 (approximately CHF 100) per family enabled targeted families to utilize it based on their priorities.

**Health and Care:** Dzud threat has had a devastating impact on the Livelihood of herders, especially on children's mental and psychological conditions. Most families send their school-aged children to boarding-schools at soum centres to study. Based on the assessment carried out by the Save the Children in the mid December 2016, psychological first aid (PFA) is needed for school children of the Dzud affected families. Thus, in the framework of emergency appeal, the MRCS and the IFRC have established a partnership with Save the Children to deliver the PFA to school children of Dzud affected households. This measure has been continued throughout the year of the 2017 by support of school social workers. Current PFA's technical capacity has built up greatly with support of Save the Children (STC). It enables the MRCS to take a comprehensive disaster response to mitigate in-depth negative impacts on the lives of herders and their children in future.

First Aid kits were required for herder households to meet their basic health care needs in case of any injuries caused by handling their livestock in harsh winter. It will also prevent any future health issues related to any untreated injuries with proper first aid care, also considering the government is facing a shortage of the ambulance. Furthermore, during winter time, it is extremely difficult for the ambulance to reach every place. Few of common injuries, the herders face are frostbites, cuts, sprains, and domestic injuries including burns. Having the first aid kits and knowledge to apply it will prevent herders from suffering from any untreated injuries. Due to lack of knowledge on first aid kit contents and its utilization is not commonly used and disseminated widely across the herders. There is a need to disseminate first aid kits to herders and equip them with the knowledge to utilize it to enable them to apply first aid to their families and neighbors.

**Livelihoods:** Because of the continuous economic depression which hit Mongolia since 2014, the country has hundreds of thousands unemployed people who now are unable to support their rural families through regular cash remittances. The economic difficulties faced by Mongolia and the oversupply of meat in the market make it impossible for poor herders to generate enough income to self-sustain. Affected by Dzud only drove these families further into the vulnerability and poverty cycle.

The only practical and well-known way that herders can use to ensure their livelihood is to keep their livestock. If the herders lose all their livestock, they have no choice but to give up their herder lifestyle and move to the city, increasing the rural to urban migration. In total during the 2009/2010 Dzud disaster 2.44% of the total populations moved to Ulaanbaatar city, whereas during the 2015/2016 Dzud 1.79% of the total populations moved to Ulaanbaatar city. Ex-herders, having only herding skills, are unable to find a job in the city, enroll their children in school and receive adequate health care. Therefore, it is important to save the herders livelihood and support them. The practical way to save their livestock in Dzud conditions is to build sufficient hay stock and winter shelter for livestock during the summer.

This year, the National Emergency Management Agency (NEMA) has calculated the sufficient amount of hay preparation at each administration level. Herders are to prepare 1.2 million tons of hay and the Soum reserve should have 30.8 thousand tons of hay. By the end of September, herders and the NEMA were able to collect 824.5 thousand tons of hay and the remaining unmet gap was 405.7 thousand tons hay. This means a number of livestock would not be able to survive and herders would be lacking in food and cash for upcoming winter.

Based on the previous Dzud operation's experience and outcomes from consultations with the Ministry of Food and Agriculture, the Ministry of Labor, World Vision International and Asian Development Bank, there is a continuous need to address the main risk factors related to impacts of Dzud to reduce future implications. By the result of the consultative meeting, all stakeholders noted that a comprehensive and complex action plan needed to be development in addressing the issue related to support to herders in preparation of adequate hay, fodder with sufficient quantities to overcome future extreme winter situation. Droughts during the last few years and this year's summer, lack of cash and overgrazing have made it problematic for many poor herders to make adequate preparations.

Grass harvesters were provided to beneficiary herders the last year through the Emergency Appeal to enable them to harvest hay for winter preparation as it was reported as three times more efficient as the traditional scythe. Herders were able to collect hay during last summer. However, drought situation that continued for two consequent years, worsened by the Dzud disaster in winter, limited the growth of hay in the summer of 2017, making it difficult for individual herders to find hay to collect. This situation was observed and led to a decision of not adopting grass harvester distribution as a livelihood support and winter preparation measure to reduce risk of dzud among the herder households this year.

**Community preparedness and disaster risk reduction:** Based on the vulnerability and capacity assessment in 2013, and Dzud and DRR assessment by the British Red Cross in 2016, the various methods mitigating 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 to strengthen their livelihood. The practicality of such measures largely depends on geographical location and the weather condition of the year as not all areas are suitable and available for hay production.

Hay is crucial for the survival of livestock during the harsh months of winter and spring as an immediate relief, and supports herders to save their livelihood.

Reducing the number of livestock by destocking was highly recommended by the livelihood experts from the Red Cross Movement but considering current operational capacity of the MRCS, and winter situation of Dzud affected areas and condition of other herder households, this option will be implemented with high cost and will require much more human resources from the operation and local government. Considering current local market price of livestock and raw materials, the de-stocking would have similar input with CTP but with higher operation cost, higher amount of time and human resources. Therefore, this is not considered in this appeal.

Longer-term DRR in terms of mitigating future Dzud include: crop production (vegetable); sustainable pasture management; supporting the development of herder groups and cooperatives; and re-stocking with hay. Re-stocking was done by the MRCS, the Ministry of Food and Agriculture and Save the Children as recovery following the Dzud responses. But the outcomes were uncertain. There were no significant outcomes from the re-stocking programmes done by the MRCS and Save the Children. The Ministry of Food and Agriculture had negative recommendation on their re-stocking programme due to its contribution towards the inactiveness of herders in preparation for future Dzud. Instead, recommendation was to give full ownership to herders through their own active involvement in preparation for extreme winters. This includes business support such as training, financial and business literacy, small scale production units start up grants, market integration and links. These, to a greater extent, would require a much longer duration of operation, flexible funding and specialized technical capacity, which MRCS currently lacks.

Nevertheless, the findings from the interviews with herders and relevant stakeholders during monitoring and evaluation visits stressed the gap of community members taking ownership over Dzud preparedness. It was suggested by many herders to form cooperatives and herders' groups that works together to better prepare for Dzud and self-support themselves and their group members in times of disaster as they are the first responders. There is a need to coordinate and form community groups equipped with first-aid, PFA knowledge, disaster management and train them as disaster response teams. Increasing community engagement and accountability (CEA) through engaging the community members in the process of preparedness, response and recovery will play a significant role in increasing the community ownership and programme sustainability.

**Shelter:** The targeted population comprised semi migrant people carrying smaller compact traditional gers<sup>2</sup> with themselves and they were able to cope with harsh winters. Therefore, no shelter activities were proposed in this operation previously. However, the National Emergency Management Agency (NEMA) announced that about 133,110 herder households were forced to go on otor<sup>3</sup>, or migrate to nearby Soums<sup>4</sup> and provinces in search of better pasture.

Ger is insulated with felt covers. More than one layer of ger insulation becomes necessary during the winter months as winter temperature often drops below -40C. Having no adequate insulation, the ger is not able to keep the heat inside; resulting in cold living space and inefficient use of fuel. The severe winter threatens nomadic herder households, especially vulnerable families who lack the resources to stockpile fuel for heating. Inefficient use of fuel can cause households to run out of fuel for heating and living in freezing living space can be life-threatening if not addressed properly. The ger insulation help herder households to stay warm during winter, ensure efficient use of fuel for heating and increase the level of winter safety by decreasing the risk of exposure to severe cold. Another shelter needed to address was the winter shelter for livestock. Each year, families mend and repair their winter shelter. However, due to lack of cash, many families were unable to mend and repair or insulate their winter shelters. This exasperates the livestock death toll if they are not kept in warm shelters. Therefore, there was a need for ger insulation as well as repairing of winter shelter in the Dzud affected communities to reduce the risk.

**Cross Cutting Issues:** When planning the emergency operation, gender issues have been taken into particular consideration to meet minimum standards. Mongolian culture and social structure have few special implications with regards to gender issues and any related concerns were addressed during implementation of the appeal.

MRCS staff and volunteers have been instructed to give their special attention to cross cutting issues such as the needs of the women, elderly, marginalized groups, people with disabilities and children that have been considered for the selection of the most vulnerable beneficiaries. MRCS/IFRC constantly monitored the operation to ensure that these issues were properly addressed as these were not included in past emergency appeal operation. MRCS volunteers and staff have been instructed to properly document any cases of domestic violence and refer these to the local authorities.

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<sup>2</sup> A traditional yurt (from the Turkic languages) or **ger (Mongolian)** is a portable, round tent covered with felt and used as a dwelling by nomads.

<sup>3</sup> Nomadic way of traveling between soums to look for better grazing place.

<sup>4</sup> Soum is the smallest administrative unit in Mongolia.

## B. OPERATIONAL STRATEGY AND PLAN

### Overall Objective

The overall objective of the operation was to deliver humanitarian assistance to 2,740 vulnerable households (approx. 11,264 people) affected by Dzud, with a focus on health, shelter and non-food relief items and livelihood support. The operation also included Dzud preparedness and National society capacity building activities, in which 315 herders were trained as branch disaster response team (BDRT) members, equipped with DM, PSS and first aid knowledge.

### Proposed strategy

The operation consisted of closely integrated sectors aiming to provide:

- **Cash-transfer component** included unconditional cash grant to 2,740 households (11,264 people) to meet their immediate needs, and cash for work to 165 vulnerable herders to mend and repair winter shelters.
- **Health:** Psychosocial support, in cooperation with Save the Children, was provided to 6,750 children at 120 boarding schools and school dormitories away from their herder parents. 1,000 basic First Aid kits along with its manuals and training were provided to dzud affected households.
- **Community preparedness and disaster risk reduction:** MRCS distributed 15,000 bundles of hay in advance of winter, to cover 624 vulnerable households to reduce the risk of livestock loss. In addition, 1,000 first aid kits are prepositioned and stored in MRCS warehouse.
- **Livelihood:** Given that most of the herders rely on only one source of income, facing the challenges of having sufficient cash from pasture, many of herders were not able to repair its winter shelter and many families were sharing winter shelters during winter times. By recruiting some skillful herder to repair the winter shelter for community members, by adopting cash for work, it didn't only address the shelter needs, but also gave them an alternative source of income. In total, 55 winter shelters were repaired and 165 herders received some money in exchange for the work. The daily wage for the herders was calculated in accordance to the government minimum salary.
- **Shelter:** 100 ger winterization kits were provided to 100 herder households, to repair and strengthen their gers prior to the winter, to ensure that herders stay warm during winter.
- **MRCS institutional preparedness and disaster response capacity:** 15 selected community members consisting of herders, local doctors, bagh leader and relevant stakeholders from 21 each province (jointly chosen and registered by the NEMA and the MRCS) were selected and trained as branch disaster response team (BDRT), and coordinated by Red Cross mid-level branches. They were trained in first aid, PSS and disaster response and familiarized by necessary knowledge in disaster risk reduction. These community teams will serve their areas with facilitation and guidance from the MRCS. These teams will also be utilized as channels of information related to potential disaster such as snowstorm, dust storm dissemination to the herder communities.

Summary of activities and outreach by sectors:

Sectors	Intervention	Number of people to be reached
<b>Shelter and NFIs</b>	Provision of unconditional cash grant for immediate needs	2,740 households, 11,264 people
<b>Livelihood</b>	Cash for work – for shelter repair	165 herders
<b>Shelter</b>	Receive winter shelter repair assistance through the livelihood cash for work activity mentioned above	55 herder households, 275 people
	Provision of Ger winterization kit	100 herder households
<b>Health</b>	Conduct PFA training	6,750 children in 120 schools
	Conduct PFA ToT	1,800 people in schools
	Distribution of first aid kits and first aid training	1,000 people
<b>Preparedness</b>	Preposition of hay	125 households
	Preposition of first aid kit	1,000 people
<b>NS capacity building</b>	Training on DM, first aid, PSS	315 herders trained

Four key aspects have been factored into the strategy for this operation:

- **Movement-wide approach:** MRCS was responsible for the overall coordination and implementation of the disaster response operation. IFRC was the primary operational partner of MRCS.
- **Cash transfers:** It has been determined that one of the best response approaches is through unconditional cash grants to empower the affected herders, preserve their dignity and allow them to prioritize their diverse needs on their own. The Government of Mongolia approved this intervention and set up a cash grant value harmonized across all the humanitarian actors in country (UN agencies, NGOS, MRCS, etc.). Cash for work modality was used to meet two diverse needs – lack of cash on hand and mending the winter shelters.
- **Integrated programming and resilience-building:** Cash grants fulfilled the needs of the affected people and thereby contribute to their resilience.
- **Lessons learned from the previous operation:** MRCS has gained valuable experience from the 2015-2016 dzud operation, which was taken into consideration when planning this operation. Applying the lessons learned from previous dzud operations, the local working groups comprising local authorities, the LEMA, the MRCS and members of the community were set-up to ensure that only those who met the selection criteria were assisted in an accountable and transparent manner. The local working group is headed by soum or provincial deputy governor. The main responsibility of the working group is to take necessary actions against disaster management including ensuring prevention, response, and rehabilitation of disaster in coordination with various relevant stakeholders including public and private organizations and individuals.

**Cash transfer component:** MRCS has strong experience in cash transfer programme (CTP) gained from the previous dzud operations of 2015-2016 as well as risk assessment based on dzud operations that was carried out in 2010. The operation was closely monitored and supported by the IFRC. The recent cash transfer programme feasibility study conducted by the NDRT in late 2016 had the same findings as it was done in late 2015 by the IFRC CCST Beijing assessment team. In addition, according to the findings from joint assessment on Livelihoods and dzud DRR conducted by the MRCS and British Red Cross, it has been prioritized that financial support for vulnerable households should:

- Cover basic household needs such as food, clothing and boots, ger “winterization”;
- Prepare adequately for next winter: fuel and transport costs for going on otor so livestock gains enough fat and strength to sustain the next winter, repair winter shelter, buy winter animal feed stocks (hay, fodder, desert plants and nutritional supplements
- Enable the repayment of formal and informal loan repayments including food bought on credit
- Cover educational fees, stationary and travel costs to school.
- Health expenditure, as elderly people and people with chronic diseases, have reported not being able to seek medical attention or stopped buying medicines

Unconditional CTP provided the necessary flexibility and opportunity for affected herders to spend the cash grant on their most needed priorities.

**Community engagement and accountability (CEA):** Community engagement, compliance and feedback Hotline was set up by the MRCS and the IFRC to receive feedback from the communities. The Hotline operated 24 hours a day to ensure that everyone has access to information and space for feedback. During the cash transfer, through complaint boxes at Khan bank branches and volunteers worked in the respective bank branches to collect feedback from the beneficiaries of targeted 10 provinces. A few monitoring visits as well as lessons learnt workshop was organized in order to capture stakeholder feedback including beneficiaries, local authorities, the LENA and NGOs on the operations. Needs assessment was conducted with direct observation as well as household interview methods to ensure the reflection of community engagement. The post distribution monitoring was conducted in randomly selected 150 households from 4 provinces using Magpi – mobile data collection tool.

## Operational support services

The MRCS with support of the IFRC made its emergency appeal to help dzud affected vulnerable herders in Mongolia. In a total, CHF 855,818 was raised for the emergency appeal from January 2017 to February 2018.

## Human resources (HR)

MRCS has mobilized 220 local volunteers, 13 NDRTs and 30 staffs of mid-level branches in support of the operation. There is one designated Emergency Appeal officer in charge of the operation at the headquarter facilitating the operation in the mid-level branches. Staffs responsible for PMER, IT, communication, finance, logistics and human resource supported the operation from the MRCS headquarters. The operation mobilized a surge capacity delegate for one month to oversee and

provide technical support to the operation, including aspects of planning, monitoring, evaluation and reporting (PMER). A regional disaster response team (RDRT) was deployed to support the cash transfer component of the operation in February 2017. The IFRC Country Office in Mongolia and country-cluster support team (CCST) in Beijing and AP regional office in Kuala Lumpur have provided a wide range of technical, administrative and logistical support to the operation.

## **Logistics and supply chain**

Logistics activities aim at effectively managing the supply chain, including, procurement, fleet and transport to distribution sites in accordance with the operation's requirements and aligned to IFRC's logistics standards, processes and procedures.

All planned procurements of relief items, such as first aid kits (FA) for both immediate distribution and prepositioning stocks, hay and ger winterization kits were concluded on time and delivered to final destinations. Local procurements were conducted jointly by IFRC CO and MRCS with the support of IFRC AP Operational Logistics, Procurement and supply Chain Management (OLPSCM) department in Kuala Lumpur. The MRCS led in organizing transportation of relief items required in this operation and for having man power in distribution of goods.

IFRC OLPSCM department in Kuala Lumpur extended its technical support to NS, and IFRC CO and CCST respectively.

## **Communications**

With support from the regional communications unit in Kuala Lumpur, MRCS's communications officers supported the development of stories about the appeal and how families were coping. Partner National Societies were provided with information on the response through Newswire updates. The MRCS prepared a TV programme about the emergency appeal, interviewed beneficiaries and broadcast it through national broadcasting channels in Mongolia. The Finnish Red Cross Field Communication Unit was deployed to Mongolia in early February to produce a documentary video and documentary films on the appeal and response.

A press release and press conference to engage international media received 377 media and social media mentions with a peak (190 mentions) on a day of its release, 16 February 2017. Coverage included Reuters, Associated Press, Washington Post, Voice of America, EFE, AFP, France 24, China Daily, the New York Times, NHK and more. On social media, highlights were @ChinaDaily USA Red Cross makes emergency appeal for Mongolia as cold threatens herders <http://ow.ly/3sUs3094ifL> @Federation #RedCross on helping herder families to survive the dzud over the months.

## **Security**

There were no significant security risks related to dzud operation. The road blockage caused by heavy snowfall hindered the timely mobility to target areas. These issues were handled by the National emergency management agency in a timely manner.

The early snowfall in autumn limited the time to spend for disaster risk reduction and livelihood activities. The training and livelihood activities were planned and took place before November 2017.

MRCS/IFRC regularly monitored the operation both remotely and through field visits, as well as conducted internal audits.

## **Planning, monitoring, evaluation, & reporting (PMER)**

NDRT members continuously monitor the implementation of the emergency operation. MRCS with IFRC support had provided team members with refresher training on PMER in December 2016. MRCS headquarters receive weekly updates from operating branches. Weekly/monthly update formats are developed and introduced to responding branches.

Regular monthly updates on the operation have been developed and shared during the emergency phase. A special telephone line has been established at MRCS headquarters, with the telephone number communicated to beneficiaries through TERA. All bagh seven leaders were notified through TERA. The bagh leaders then reached the beneficiary households without cellular network or cell phones through word of mouth. Similarly, messages to provide information on the distribution and cash disbursements, post distribution monitoring and a beneficiary satisfaction review conducted through household visits. Reporting on the operation was carried out in accordance with the IFRC minimum reporting standards.

A Hotline number was set up to ensure 24/7 communication with beneficiaries in receiving complaints and providing necessary information. The MRCS has also used traditional beneficiary communication methods such as face-to-face communication, leaflets, complaint boxes and bill boards. The post distribution monitoring was conducted by household interviews. A regular TV programme on nationally broadcasted TV and permanent hotline to receive feedback operated.

## C. DETAILED OPERATIONAL PLAN

### Health and Care

**Needs analysis:** Dzud threat has had a devastating impact on the livelihood of herders, which has an impact on the mental and psychological condition of herders and their children. Assessment carried out by “Save the Children” International Non-Government Organization (NGO) in the mid December 2016, psychological first aid (PFA) is needed for school children of the dzud affected families.

According to Health review conducted in 2016, the most of families and organizations in Mongolia, they do not have a first aid kits for any medical emergency need, thus, first aid kits were required for herder households to meet their basic care needs in case of any injuries caused by handling their livestock in harsh winter.

**Population assisted:** In a total, 8,864 beneficiaries were assisted directly.

Outcome 1 : The immediate and medium-term risks to the health of affected populations are reduced.	Outputs		% of achievement
		<b>Output 1.1:</b> Provision of First Aid kits to affected herder households. <b>Output 1.2:</b> School-going children affected by Dzud are provided with psychosocial first aid (PFA) support.	
Activities	Is implementation on time?		% progress (estimate)
	Yes (x)	No (x)	
1.1.1. Identification of soums in 4 provinces across the country /In cooperation with local government/	X		100%
1.1.2. Beneficiary selection and registration	X		100%
1.1.3. Local procurement of first aid kits	X		100%
1.1.4. Distribution of first aid kits	X		100%
1.1.5. Onsite monitoring during the distribution	X		100%
1.2.1. PFA TOT training at the province level	X		100%
1.2.2. PFA service for school children at soum school levels	X		100%

#### Achievements

**First Aid:** In March 2017, 1,000 first aid kits were distributed together with the animal care kit provided by the World Animal Protection Organization to target households of provinces of Khuvsgul, Zavkhan, Uvs and Selenge. 139 out of 1000 beneficiaries, who received FA kit, were randomly selected for beneficiary satisfaction survey. 94 per cent of respondents stated that they've found FA kit distributed by the MRCS very useful.

**PFA:** Having appreciated by school teachers and social care workers as an effective way to assist dzud affected children, PFA ToT training was conducted for second year in collaboration with Save the Children Japan in Mongolia. The training was facilitated by trainers who were trained by last year's PFA ToT, with support from Save the Children. In a preparation for training, the MRCS has procured 867 pieces of puzzle toys and 300 training manuals in Mongolian language to school classrooms and dormitories to provide safe and children-friendly environment for children.

The training had four steps:

- **Step one:** ToT training in Ulaanbaatar

The PFA ToT was organized in Ulaanbaatar from 19-22 April 2017. Mid-level branch staff of each target province and 8 NDRT members attended ToT of PFA. Total 74 ToTs were prepared on PFA.

- **Step two:** ToT training in province

Each one of the trained ToTs went back to their respective provinces and trained secondary school teachers, dormitory teachers and social care workers from each target soums. At least 7,790 people received psychological counseling through training and individual meeting.

- **Step three:** ToT training in soum

Trained 3,500 secondary school teachers from each soum went back to their respective soums and selected 15 students from their school to present the “I support my friend” methodology. The students volunteered to participate in the project and age, sex, and diversity were taken into consideration during the selection process. The students were in grade 6-11.

- **Step four:** ToT training for pupil

Peer-to-peer support was provided by the 15 trained students in the secondary schools of each soums. In total, around 6,750 students of 120 schools in 10 target provinces have been reached with PFA support.

### Challenges

It was so difficult to reach the neediest target areas due to blocked roads. Furthermore, most of the schools and dormitories do not have a library for children or inadequate rooms for social workers to have an individual psychological counselling.

### Lessons learnt

In order to meet the objective of this outcome, the MRCS was required to consider carrying out a comprehensive project on the improvement of behaviour change related to health. In addition, MRCS was required to work with prepared TOTs on PFA as well as upgrade their skills for promoting a permanent access to people when they need PFA in their target areas even during peacetime.

## Food Security, Nutrition and Livelihoods

**Needs analysis:** Based on the NDRT assessments, herder families were in desperate need of cash. Because of the market situation and weather condition, vulnerable herders were in food insecurity, lack of heating fuel to cope with freezing temperatures and a high risk of significant livestock losses. Vulnerable herders had very limited cash and with horses as their only means of transportation, they were not able to reach the nearest market to buy food, warm clothes, hay for their livestock or coal and firewood to heat their gers. The livelihood of the affected herders can be supported by cash for work modality in repairing the winter shelters.

**Population assisted:** There were 2,740 (about 12,604 people) vulnerable herder households in 10 provinces were assisted. Each dzud affected herder family assisted with CHF100 in order to meet their immediate needs.

Outcome 2: Immediate food and other priority needs of the targeted families are met.	Outputs		% of achievement
	<b>Output 2.1:</b> Target population of 2,740 households in 10 provinces are provided with unconditional cash transfers for meeting priority needs. <b>Output 2.2:</b> Livelihoods of affected herders supported by cash for work modality in repairing winter shelters		
Activities	Is implementation on time?		% progress (estimate)
	Yes (x)	No (x)	
2.1.1 Identification of soums in 10 provinces across the country	X		100%
2.1.2 Beneficiary registration and cash form preparation	X		100%
2.1.3 Distribution of unconditional cash grants (MNT 245,000/ CHF 100) through bank transfer	X		100%
2.1.4 Post distribution monitoring and reporting	X		100%
2.2.1 Herders registered for cash for work	X		100%

### Achievements

**Unconditional cash transfers:** MRCS delivered unconditional cash assistance equivalent to MNT 245,000 (CHF100) to 2,740 beneficiary households through a local bank named Khan Bank, to help them meeting their immediate needs. The first round of distribution of cash grants started on 25 February 2017 across four targeted provinces, reaching 1,000 households and second round of distribution of cash grants started on 15 March 2017 across seven targeted beneficiaries, reaching 1,740 households.

No.	Name of Province	Number of Beneficiaries (households)
1	Orkhon	70
2	Darkhan	140
3	Tuv	455
4	Khentii	275
5	Selenge	392
6	Uvurkhangai	280
7	Dornod	280
8	Zavkhan	209
9	Khuvsgul	379
10	Uvs	260
	<b>Total</b>	<b>2,740</b>

Having collaborated in the past on cash transfer experience, implementation of cash distribution through Khan Bank was efficient and convenient to all parties involved. Compared to last year's operation, errors that occurred during distribution

(mismatches between beneficiaries' names and citizens' ID cards, misspelling of the names and registration number etc.) declined through thorough checking and screening of beneficiary lists.

**Monitoring and evaluation:** Red Cross staffs and volunteers in branches level, trained on disaster response and cash transfer program conducted onsite monitoring of the cash distribution process at bank offices. Daily reports of the onsite monitoring process and post distribution monitoring were sent to the Headquarter. The information and monitoring data was collected using mobile data collection system - Magpi.

To ensure that activities were implemented in line with management's directions and agreed standards among others, monitoring teams comprising of NDRT members and IFRC have conducted field visits to Khuvsgul, Uvs, Zavkhan, Tuv, Darkhan, Selenge, Orkhon and Dornod provinces to monitor and evaluate cash-transfer program by visiting Mid-level and Primary level branches, local governments, Khan bank local branches, local supermarkets and beneficiary households.

MRCS together with IFRC in-country team organized a regional workshop on challenges and lessons learned of past two cash transfer assistance among with Mid-level branch staffs, volunteers of Zavkhan, Uvs and Khovd provinces in the end of June. The participants discussed about the challenges and achievements they experienced while implementing the emergency appeal operations and framed following recommendations.

**Media awareness raising broadcast:** In the frame of the Appeal, the MRCS conducted weekly or monthly broadcast programme on its activities for herders through "Malchin" broadcast channel. The "Malchin" broadcast channel was one of the most popular TV channel among the herders. The purpose of the media programme was to raise awareness on what and how the MRCS implementing its humanitarian program to assist dzud affected herders. Besides, it was intended to improve an understanding of urban population about the impact of dzud on the entire of herder families as well as the importance of joint effort in assisting vulnerable herders.

**Post distribution monitoring:** From April to May 2017, monitoring teams of Red Cross Mid-level branches Secretary Generals and staffs were assigned to each of the CTP implemented locations to conduct household interviews, price monitor the local markets and conduct stakeholder interviews. The teams were given an orientation on conducting the questionnaires and the procedures to be followed while administering into the field. In total, monitoring teams visited 248 randomly selected households and conducted interviews on their perception of the sufficiency of the amount and usage of cash grant they received, and their overall level of satisfaction with the beneficiary selection and distribution process. According to post-distribution monitoring report, 93 per cent of the beneficiaries stated that cash assistance helped them very well to overcome dzud and most of the stakeholders agreed that CTP was the most appropriate type of assistance provided. The beneficiary satisfaction of CTP is good and fair in general.

**Cash for work:** 165 skilled herders of Darkhan, Tuv, Khentii, Selenge Uvurkhangai, Dornod, Zavkhan, Khuvsgul and Uvs provinces were recruited to provide winter shelter repairing assistance for 55 vulnerable herder households. Each herder received MNT 12,000 (approximately CHF 4) per day for their work.

## Challenges

Initially, it took some time to accurate civil data between Khan bank and the State Registration Office. However, it has been checked and corrected in a timely manner to ensure unconditional cash grant received in the selected beneficiaries through khan bank.

## Lessons learnt

**Selection criteria of the beneficiaries:** While the operation aimed to assist herders who had less than 200 livestock, but there were also herders who were greatly affected by Dzud but couldn't receive assistance since they had more than 200 livestock to begin with. It was crucial to focus more on vulnerable herder families during Dzud, but there was a need to consider about herder families who had more livestock since they faced more challenges to keep their livestock safe and prone to psychological pressure. Thus, it was suggested to review the beneficiaries' selection criteria through the emergency committee meetings, to consider having a wider range of affected herder families.

**Cash Transfer Programming (CTP) trainings for volunteers:** As CTP was highly recommended and appreciated by the beneficiaries in the previous operations, CTP would still be considered for future implementation. It is crucial to equip more volunteers with CTP knowledge in peacetime, which will facilitate the implementation of the future operations and ongoing programming. community engagement and accountability.

## Community Preparedness and Disaster Risk Reduction

**Needs analysis:** Financial and technical support is needed for disaster preparation and disaster risk reduction among herders. It was clear during previous assessments. Financially and socially capable herders prepare for winter enough or close to enough and the most vulnerable groups have no capacity to prepare and putting them at risk.

In order to take ownership over dzud preparedness, it was suggested by many herders to form cooperative and herder groups that work together on Disaster risk reduction and a better preparedness. The purpose of these self-support herder groups would be the first responders in times of disaster. Also, as key findings of various surveys, it noted that the importance of having preposition of stocks including hay, first aid kits, fodders and food in warehouse for usage of the most critical time of disaster.

**Population assisted:** In a total of 874 vulnerable herders and volunteers were reached out directly before winter of 2018 through training and distribution of hay.

Outcome 3: Communities' resilience to disasters is protected.	Outputs		% of achievement
	Output 3.1: Risk reduction measures are incorporated in disaster recovery programmes.		
Activities	Is implementation on time?		% progress (estimate)
	Yes (x)	No (x)	
3.1.1 Selection of beneficiaries for hay distribution	X		100%
3.1.2 Hay procurement	X		100%
3.1.3 Preposition of hay to be stored in NEMA warehouse	X		100%
3.1.4 Procurement of 1,000 first aid kits	X		100%
3.1.5 Preposition 1,000 first aid kits in MRCS warehouse	X		100%
3.1.6 Support in the CBFHA workshop	X		100%
3.1.7 Monitoring and reporting	x		
<b>Achievements</b>			
<p>To improve community resilience on risk reduction of potential disaster, the following proactive measures were implemented:</p> <ul style="list-style-type: none"> <li>624 vulnerable households in Tseel, Bornuur, Lun, Buren, Erdenesant, Bayankhangai, Delgerkhaan soums of Tuv province and Kharkhorin, Ulziit, Khairkhandulaan, Bayangol soums of Uvurkhangai provinces received 20 bundles of hay assistance in advance to upcoming winter, which was predicted to be extremely harsh. The soums were chosen from areas of extreme risk of dzud, based on dzud risk mapping published by the National Agency of Meteorology and the Environmental Monitoring. The amount of hay procurement was reduced from 25,000 bundles to 15,000, due to rapid price fluctuation and procurement delay related to financial transactions.</li> <li>CBFHA workshop were conducted where 250 volunteers attended.</li> <li>To improve the institutional coping strategy as well as its mechanism for risk reduction, the MRCS prioritized to improve the preposition of stocks and logistical arrangement. In this regard, 1,000 first aid kits were procured for preposition of first aid kits.</li> </ul>			
<b>Challenges</b>			
Due to series of droughts and lack of green coverage in Mongolia, it was a challenge to find hay and fodders to procure.			
<b>Lessons learnt</b>			
Preposition of stock as well as disaster risk mitigation fund was so important to provide timely assistance. Furthermore, local capacity on disaster risk management have to be looked at seriously and comprehensively. The system needs to be created including structure, training, planning and implementing etc.			
Through the Forecast-based Financing (FbF) mechanism supported by British Red Cross and IFRC Climate Change, more accurate data in related to Dzud can be released in advance, which facilitate the preparedness effort. The MRCS will continue using the FbF mechanism for early warning and early action as well as dzud preparedness.			

## Shelter and Settlements

**Needs analysis:** 75 per cent of the total herder population will go on otor and for vulnerable herder households, ger insulation will be a big problem, as they need to divide their existing one for insulation. This puts the herder households at risk during harsh temperatures of winter. The ger, having inadequate insulation were not able to sustain the heat generated from burning fuel. Excessive use of fuel used to heat the ger causes families to run out of heating fuel. Winter shelter support aimed to help vulnerable herder households to save their livestock from extreme cold and this was assisted by CFW modality. In addition, warm winter shelter for livestock is critical to stay warm during winter. Thus, the measures related to repair of livestock shelter and insulation of the Ger needed to be taken.

**Population assisted:** In a total of 320 beneficiaries were assisted where 100 herder families received Ger winterization kits, 55 livestock shelters were repaired, and 165 herders participated in cash for work.

Outcome 4: Shelter and settlement needs for herders are met.	Outputs		% of achievement
		<b>Output 4.1:</b> Ger winterization kit is provided to target population <b>Output 4.2:</b> Winter Shelter are repaired to assist targeted community members.	
Activities	Is implementation on time?		% progress (estimate)
	Yes (x)	No (x)	
4.1.1 Selection of beneficiaries to receive ger winterization kits	X		100%
4.1.2 Procurement of ger winterization kits	X		100%
4.1.3 Distribution of ger winterization kits	X		100%
4.1.4 Monitoring	X		100%
4.2.1 55 herder households are identified	X		100%
4.2.2 165 skillful herders repair winter shelters	X		100%
4.2.3 Monitoring	X		100%
<b>Achievements</b>			
<p><b>Ger winterization kit</b>            MRCS procured 100 ger winterization kits locally and distributed it to 100 households in nine provinces to assist them to repair their gers before winter of the 2018.</p> <p><b>Repairing winter shelters</b>            Through cash, 165 skilled herders were recruited to repair winter shelters for livestock for 55 vulnerable herder households in Darkhan, Tuv, Khentii, Selenge Uvurkhangaï, Dornod, Zavkhan, Khuvsgul and Uvs provinces. In December, 2017, there were 23 winter shelters completed. In total, 55 winter shelters were reconstructed. The MRCS mid-level branch staffs closely monitored the repairing process and informed regular updates to the Headquarter. It took about two weeks to reconstruct one animal winter shelter.</p>			
<b>Challenges</b>			
Reconstruction of livestock shelters and ger winterization kits related measures were costly to implement it to a wider outreach.			
<b>Lessons learnt</b>			
For the implementation of any disaster preparedness measure, reconstruction of livestock shelters and improvement of Ger insulations need to be planned and implemented in future as it requires more sustainable planning and it takes for implementation.			

## National Society capacity building

**Needs analysis:** Findings from monitoring visits and recommendations from the evaluation of the previous operation pointed to a gap for community members to take ownership over dzud preparedness, capacity to self-support and to be the first responders. To do this, they need to coordinate and form community groups equipped with first-aid, PFA knowledge, disaster management and train them as disaster response teams. Increasing community engagement and accountability (CEA) through engaging the community members in the process of preparedness, response and recovery will play a significant role in increasing the community ownership and programme sustainability. Also, development and revision of Dzud Preparedness Plan and the Contingency Plan as well as Capacity Building Programme for the NS are needed.

**Population assisted:** 315 community members from 21 provinces trained in first aid, PSS and disaster response. The teams are expected to deliver first-aid, PSS and disaster response trainings to their respective communities, respond to disasters, support its members and neighbours, disseminate information and serve as channels to the herder communities. In the frame of this scope, there were over 200 MRCSC staff including head and branch offices attended training on DRR.

<b>Outcome 5: National Society capacity is strengthened for dzud disaster response.</b>	<b>Outputs</b>		<b>% of achievement</b>
	<b>Output 5.1:</b> Emergency response planning is clearly designed for Dzud disaster response. <b>Output 5.2:</b> Enhance the capacity of mid-level branches to document the emergency operation on a timely manner. <b>Output 5.3:</b> Strengthen the response capacity of local branches.		100%
<b>Activities</b>	<b>Is implementation on time?</b>		<b>% progress (estimate)</b>
	<b>Yes (x)</b>	<b>No (x)</b>	
5.1.1 Develop Dzud preparedness plan	X		100%
5.1.2 Update MRCS contingency plan	X		100%
5.1.3 Increase coordination with stakeholders	X		100%
5.1.4 Organize lessons learnt workshop among humanitarian organizations, NEMA and other organizations	X		100%
5.2.1 Organize lessons learnt workshop for staffs	X		100%
5.2.2 Organize disaster response training for staffs	X		100%
5.2.3 Procure desktop computers for mid-level branches	X		100%
5.3.1 Selection of 315 community members to be BDRT	X		100%
5.3.2 Organize FA, PSS and DRR trainings	x		100%
<b>Achievements</b>			
<p><b>Dzud preparedness plan and contingency plan</b>  MRCS has developed the integrated Dzud preparedness and contingency plan, in close consultation with the NEMA and herder communities. The findings and recommendations from previous relevant evaluations, assessments and workshops were taken into account.</p> <p>In August 2017, MRCS organized a workshop on lessons learned on dzud response among Humanitarian country team members such as Mercy Corps, People in Need Mongolia, Save the Children, World Vision Mongolia and herders' representatives. In December 2017, under the framework of early warning and early action, the MRCS hosted Humanitarian Country team meeting on the theme of "dzud preparedness". The HCT members enhanced their coordination for the preparedness of the winter of 2017/2018. All HCT members, as well as the Ministry of Food and Agriculture participated in the meeting.</p>			
<p><b>Lessons learned workshop and training</b>  The MRCS organized numerous lessons learned workshops at Headquarter, mid-level branches and primary level branches. In 2017, MRCS HQ team organized training on dzud disaster preparedness at 30 mid-level branches.</p>			
<p><b>Response capacity of local branches</b>  From September to November 2017, 15 community members consisted of herders, local doctors, community leaders and other relevant personnel were selected jointly by MRCS and the NEMA as a CBDRR team, from each 21 provinces of Mongolia. The CBDRR team were trained as Branch Disaster Response Team member. All 315 community members participated in first aid, PSS and disaster response. The skilled trainers from the NEMA and the MRCS facilitated the trainings. The pre- and post-training survey showed a significant increase in relevant knowledge and high amount of satisfaction of participants.</p>			
<b>Challenges</b>			
There were no major challenges in the implementation of this measure.			
<b>Lessons learnt</b>			
The findings and recommendations from previous relevant evaluations, assessments and workshops were taken into account in preparation and planning for dzud preparedness and the contingency plan.			

## Quality Programming / Areas Common to all Sectors

Outcome 6: Continuous and detailed assessment, analysis are used to inform the design and implementation of the operation	Outputs		% of achievement
		Output 6.1: Needs assessments are conducted and response plans updated according to findings	
Activities	Is implementation on time?		% progress (estimate)
	Yes (x)	No (x)	
6.1.1 Mobilize MRCS staff and volunteers for assessments	X		100%
6.1.2 Mobilize/deploy regional tools to support MRCS in conducting assessments and implementation of activities	X		100%
6.1.3 Develop detailed response plans with activities that will meet identified beneficiary needs	X		100%
6.1.4 Continued information collection from local branches	X		100%
6.1.5 Monitoring visits by joint teams of MRCS headquarters and IFRC	X		100%
6.1.6 Lessons learnt workshop in 11 provinces by region	X		100%
6.1.7 Beneficiary satisfaction survey	X		100%
6.1.8 Final evaluation	X		100%
<b>Achievements</b>			
<p><b>Assessments</b> Prior to launching the response, MRCS analyzed situational data from the authorities as well as from its branches in order to effectively plan the CTP component and develop a comprehensive detailed work plan, including cooperation with local stakeholders. Further, the IFRC supported the MRCS on deployment of a RDRT member. The RDRT was deployed from Bangladesh Red Crescent to Mongolia for one month in February 2017. The deployed RDRT member provided a technical support in planning of the activities, building up of expertise in CTP of respective MRCS counterparts, including at the HQ and mid-level branches, in beneficiary registration, in monitoring of encashment processes, and other activities.</p> <p><b>Lessons learnt workshop</b> MRCS together with the IFRC in-country team organized a regional workshop on challenges and lessons learned of past two CTPs among mid-level branch staffs, volunteers of Zavkhan, Uvs and Khovd provinces in the end of June 2017. The participants discussed about the challenges and achievements they faced while implementing the emergency appeal operations.</p> <p><b>Community engagement and accountability</b> To further ensure the community engagement and accountability, MRCS set up a permanent Hotline to receive beneficiary feedback and complaints. In addition, TV programmes on the project implementation and its achievement were prepared and broadcasted nation-wide.</p> <p><b>Final Evaluation</b> A final evaluation was carried out between 1-4 May 2018. The final evaluation report was ready at the end of May 2018. One RDRT was deployed by the IFRC from Pakistan Red Crescent Society who provided a technical support on the final evaluation.</p>			
<b>Challenges</b>			
Main challenges are captured in the final evaluation report which is attached at the end of this report.			
<b>Lessons learnt</b>			
Lessons learnt are captured in the final evaluation report which is attached at the end of this report.			

## D. THE BUDGET

The Emergency Appeal sought CHF 856,387 of which CHF 855,818 was raised. The total expenditure recorded was CHF 848,918 (99.2 per cent of income), leaving a balance of CHF 6,900. The balance funds will be transferred to Operational Plan 2018 for the IFRC country office to enable the country office to continue to support MRCS long-term programmes. Details of the expenditure are outlined in the attached final financial report.

## Contact information

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[Click here](#)

1. Final Financial Report [below](#)
2. Final Evaluation Report [below](#)
3. Click [here](#) to return to the title page

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## 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.

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



**Save lives,**  
protect livelihoods,  
and strengthen recovery  
from disaster and crises.



Enable **healthy**  
and **safe** living.



Promote social inclusion  
and a culture of  
**non-violence** and **peace.**

## Disaster Response Financial Report

## MDRMN006 - Mongolia - Severe Winter

Timeframe: 02 Jan 17 to 02 Feb 18

Appeal Launch Date: 10 Feb 17

Final Report

## Selected Parameters

Reporting Timeframe	2017/1-2018/7	Programme	MDRMN006
Budget Timeframe	2017/1-2018/2	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
<b>A. Budget</b>			855,818			855,818	
<b>B. Opening Balance</b>							
<b>Income</b>							
<b>Cash contributions</b>							
Airbus			5,330			5,330	
American Red Cross			201,508			201,508	
British Red Cross			122,832			122,832	
European Commission - DG ECHO			124,744			124,744	
Finnish Red Cross			53,315			53,315	
Japanese Red Cross Society			21,600			21,600	
Red Cross of Monaco			10,853			10,853	
Swedish Red Cross			111,554			111,554	
The Canadian Red Cross Society (from Canadian Government*)			26,733			26,733	
<b>C1. Cash contributions</b>			<b>678,469</b>			<b>678,469</b>	
<b>Other Income</b>							
DREF Allocations			177,349			177,349	
<b>C4. Other Income</b>			<b>177,349</b>			<b>177,349</b>	
<b>C. Total Income = SUM(C1..C4)</b>			<b>855,818</b>			<b>855,818</b>	
<b>D. Total Funding = B + C</b>			<b>855,818</b>			<b>855,818</b>	

\* 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>B. Opening Balance</b>							
<b>C. Income</b>			855,818			855,818	
<b>E. Expenditure</b>			-848,918			-848,918	
<b>F. Closing Balance = (B + C + E)</b>			6,900			6,900	

## Disaster Response Financial Report

## MDRMN006 - Mongolia - Severe Winter

Timeframe: 02 Jan 17 to 02 Feb 18

Appeal Launch Date: 10 Feb 17

Final Report

## Selected Parameters

Reporting Timeframe	2017/1-2018/7	Programme	MDRMN006
Budget Timeframe	2017/1-2018/2	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	
<b>BUDGET (C)</b>				<b>855,818</b>			<b>855,818</b>	
<b>Relief items, Construction, Supplies</b>								
Construction - Housing	21,905			26,413		26,413	-4,508	
Construction Materials				18,329		18,329	-18,329	
Clothing & Textiles	1,256			1,256		1,256	0	
Seeds & Plants	48,959			48,939		48,939	20	
Medical & First Aid	70,698			65,615		65,615	5,083	
Teaching Materials	8,871			10,410		10,410	-1,539	
Cash Disbursement	279,420			280,115		280,115	-695	
<b>Total Relief items, Construction, Sup</b>	<b>431,109</b>			<b>451,077</b>		<b>451,077</b>	<b>-19,968</b>	
<b>Land, vehicles &amp; equipment</b>								
Computers & Telecom	2,000			1,797		1,797	203	
<b>Total Land, vehicles &amp; equipment</b>	<b>2,000</b>			<b>1,797</b>		<b>1,797</b>	<b>203</b>	
<b>Logistics, Transport &amp; Storage</b>								
Distribution & Monitoring	13,888			32,537		32,537	-18,649	
Transport & Vehicles Costs	8,711			15,069		15,069	-6,358	
<b>Total Logistics, Transport &amp; Storage</b>	<b>22,599</b>			<b>47,606</b>		<b>47,606</b>	<b>-25,007</b>	
<b>Personnel</b>								
International Staff	2,791			2,791		2,791	0	
National Staff	33,434			15,047		15,047	18,387	
National Society Staff	25,139			37,317		37,317	-12,178	
Volunteers	4,821			9,989		9,989	-5,167	
<b>Total Personnel</b>	<b>66,185</b>			<b>65,144</b>		<b>65,144</b>	<b>1,041</b>	
<b>Workshops &amp; Training</b>								
Workshops & Training	10,824			139,501		139,501	-128,677	
<b>Total Workshops &amp; Training</b>	<b>10,824</b>			<b>139,501</b>		<b>139,501</b>	<b>-128,677</b>	
<b>General Expenditure</b>								
Travel	15,641			13,667		13,667	1,974	
Information & Public Relations	3,660			28,588		28,588	-24,927	
Office Costs	10,940			16,112		16,112	-5,173	
Communications	1,826			7,027		7,027	-5,202	
Financial Charges	40			-630		-630	670	
Shared Office and Services Costs	17,967			20,363		20,363	-2,396	
<b>Total General Expenditure</b>	<b>50,074</b>			<b>85,127</b>		<b>85,127</b>	<b>-35,053</b>	
<b>Operational Provisions</b>								
Operational Provisions	215,275						215,275	
<b>Total Operational Provisions</b>	<b>215,275</b>						<b>215,275</b>	
<b>Indirect Costs</b>								
Programme & Services Support Recover	51,874			51,366		51,366	508	
<b>Total Indirect Costs</b>	<b>51,874</b>			<b>51,366</b>		<b>51,366</b>	<b>508</b>	
<b>Pledge Specific Costs</b>								
Pledge Earmarking Fee	4,451			4,473		4,473	-22	
Pledge Reporting Fees	1,427			2,827		2,827	-1,400	
<b>Total Pledge Specific Costs</b>	<b>5,878</b>			<b>7,300</b>		<b>7,300</b>	<b>-1,422</b>	
<b>TOTAL EXPENDITURE (D)</b>	<b>855,818</b>			<b>848,918</b>		<b>848,918</b>	<b>6,901</b>	
<b>VARIANCE (C - D)</b>				<b>6,901</b>		<b>6,901</b>		

**Disaster Response Financial Report**

MDRMN006 - Mongolia - Severe Winter

Timeframe: 02 Jan 17 to 02 Feb 18

Appeal Launch Date: 10 Feb 17

Final Report

**Selected Parameters**

Reporting Timeframe	2017/1-2018/7	Programme	MDRMN006
Budget Timeframe	2017/1-2018/2	Budget	APPROVED
Split by funding source	Y	Project	*
Subsector:	*		


All figures are in Swiss Francs (CHF)

**IV. Breakdown by subsector**

Business Line / Sub-sector	Budget	Opening Balance	Income	Funding	Expenditure	Closing Balance	Deferred Income
<b>BL3 - Strengthen RC/RC contribution to development</b>							
Disaster risk reduction	855,818		855,818	855,818	848,918	6,900	
Subtotal BL3	855,818		855,818	855,818	848,918	6,900	
<b>GRAND TOTAL</b>	<b>855,818</b>		<b>855,818</b>	<b>855,818</b>	<b>848,918</b>	<b>6,900</b>	

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## Emergency Appeal – Final Evaluation Report Mongolia

 International Federation  
of Red Cross and Red Crescent Societies

Appeal **MDRMN006**

**19/10/2017 – 02/02/2018**

Glide n° **CW-2017-000001**

**CHF 856,387**

**11,264 Beneficiaries**



### DISASTER BACKGROUND:

Dzud<sup>1</sup> is a disaster that affects the herder households in Mongolia which constitutes almost half of the population, by threatening their health, income and livelihood. Nomadic herders in Mongolia rely fully on livestock and livestock related raw material income for their living. Livestock is free-range pastoral and serves as a main source of food and transportation. In December 2016, there were 110 soums<sup>2</sup> in 13 provinces, around 32 percent of the total territory starting to experience hardship. This situation had evolved to affect 157,000 people (approximately 37,000 herder households) across 127 soums in 17 out of 21 provinces in Mongolia as of February 2017. The livestock death toll reached 133,900 affecting the most vulnerable herders across the 17 provinces. As of February 2017, around 70 percent of the country was covered with snow, in some mountainous regions depth recorded as 50 centimeters. Shortage of pasture and water led to large scale livestock loss and in some areas, the ice crust formed making it difficult for livestock to dig through the ice to reach grass.

<sup>1</sup> Dzud is a Mongolian term for a severe winter in which large number of livestock die, primarily due to starvation due to being unable to graze, in other cases directly from the cold.

<sup>2</sup> Sub-province in Mongolia (An administrative unit).

**LAUNCHING EMERGENCY APPEAL:**

Mongolian Red Cross Society (MRCS) is a leading humanitarian organization of the country that is delivering humanitarian services to vulnerable people as an auxiliary to the Government of Mongolia and thereby contributing to the development of society while prioritizing humanitarian values. At the onset of Dzud in December 2016, an information bulletin was issued highlighting the upcoming Dzud and its potential impacts. The bulletin informed that more likely, it is the northern part of the country that will be most affected.

MRCS, with support of International Federation of Red Cross Red Crescent Societies (IFRC) allocated 117,349 Swiss francs from the IFRC's Disaster Relief Emergency Fund (DREF) to support the most vulnerable herder families based on the forecast and information bulletin.

After a detailed assessment of the situation and rising needs, MRCS launched an Emergency Appeal for 655,512 Swiss francs to assist 11,264 families on 10<sup>th</sup> February, 2017. The IFRC issued revised Emergency Appeal for 856,387 Swiss francs to assist 11,264 families.

The overall objective of the Emergency Appeal was to deliver humanitarian assistance to some 11,264 families affected by Dzud, with a focus on health, shelter, non-food relief items, disaster risk reduction, livelihood support and National Society capacity building.

**SPECIFIC OBJECTIVES OF THE EMERGENCY APPEAL OPERATION 2017**

The operation included the following integrated sectors:

- 1 Cash Grant**

It includes unconditional cash grants to **2,740 households** (11,264 people) to meet their immediate needs, and **'Cash for Work' to 165** vulnerable herders to mend and repair their winter shelters.
- 2 Health**

Psychosocial support for **6,750 children at 120 boarding schools** and living in school dormitories away from their herder parents. **1,000 basic First Aid kits** along with manuals and training for Dzud affected households.
- 3 Community preparedness and DRR**

Due to drought conditions this year, prepositioning of **15,000 bundles** of hay in advance of winter, to cover 1150 vulnerable households in order to reduce the risk of livestock loss. The procured bundles stored in the National Emergency Management Agency's relief stock warehouses. In addition, **1,000 first aid kits** also prepositioned and stored in MRCS warehouse.
- 4 Livelihood**

Given that most of the herders rely on only one source of income, facing the challenges of having sufficient cash from pasture, many of the herders are not able to repair winter shelters and many families are sharing shelters. By recruiting some skilful herders to repair the winter shelters for community members through cash for work also gives them an alternative income source. In total, **55 winter shelters were repaired and 165 herders** received cash in exchange for the work.



6	<b>Quality Programming (Areas common to all sectors)</b>	<b>Outcome 6:</b> Continuous and detailed assessment and analysis is used to inform the design and implementation of the operation	▪ <b>Output 6.1:</b> Participation in assessments and continuous collection of information from local units
7	<b>Program Support Services:</b> For effective & efficient coordination, following program support functions are in place: <ul style="list-style-type: none"> <li>▪ Human resource</li> <li>▪ Logistics and supply chain</li> <li>▪ Information technology</li> <li>▪ Information management</li> <li>▪ Communication</li> <li>▪ Security and safety</li> <li>▪ Planning, Monitoring, Evaluation and Reporting (PMER)</li> <li>▪ Partnerships and resource mobilization</li> <li>▪ Finance and administration</li> <li>▪ Legal and risk management</li> </ul>		
<b>Alignment with IFRC's Strategic Objectives:</b> Strategic aim 1: Save lives, protect livelihoods, and strengthen recovery from disasters and crises			

### COORDINATION AND PARTNERSHIPS

Effective coordination and partnerships with Movement Partners and other stakeholders plays a key role in success of response operation. MRCS has an enduring partnership with NEMA and other state agencies. The NEMA is the main disaster response coordinator and responder in the country. It also provides logistics support to government services (such as ambulances), the police and for some humanitarian organizations in the affected areas.

State reserves provided herders with 2,410 tons of hay at no cost, and 1,700 tons of fodder at a 50 per cent discounted price. A total of 36 vehicles were provided to 19 provincial health centers to assist the prompt delivery of services to citizens. Animal medicines and nutritional products were provided for some provinces at a cost of MNT 41.8 million (19,800 Swiss francs). Four vehicles were provided to provincial emergency management departments and food and agriculture departments in key areas for the provision of public services.

The World Animal Protection Organization (WAP) and the IFRC have a global partnership and through this partnership WAP has supported MRCS to conduct technical assessments for livestock needs. WAP through MRCS' networks have distributed 1,740 livestock kits to complement the multi-purpose cash assistance to affected herders. Other organizations who have provided assistance to herder families, include UN-Central Emergency Response Fund (CERF), UNFPA, UNICEF, FAO, People in Need (PIN), World Vision and Save the Children.

As for the International Red Cross and Red Crescent Movement, only IFRC has a presence in country. Some National Societies such as Australian Red Cross, British Red Cross, Japanese Red Cross, Finnish Red Cross and the Republic of Korea National Red Cross are remotely supporting MRCS. Both IFRC and MRCS are active members of the Mongolian HCT. The HCT holds regular meetings to coordinate response actions planned by its members.

### EVALUATION OF EMERGENCY APPEAL OPERATION & DREF OPERATION:

In order to evaluate the emergency appeal operation, final evaluation was conducted by MRCS in May 2018.

### **PURPOSE OF THE EVALUATION**

To determine what degree the humanitarian objectives of the interventions have been achieved and how the utilized methodologies have facilitated and contributed to the results attained. Particular focus will be on 6 outcomes as stated in above framework, as well as the other areas of focus providing recommendations on how this capacity can be further strengthened at both MRCS headquarters and branch levels.

The desired result of the evaluation is to provide best practices, lessons learned and recommendations that may inform MRCS, IFRC and other Movement Partners in establishing better guidelines, priorities and plan, in implementation of ongoing or future operations that would improve the service delivery and accountability to the affected communities, donors and other stakeholders.

### **SCOPE OF THE EVALUATION**

The focus was on the interventions in 10 provinces where assistance was provided to some 11,264 people for 13 months with a focus on health, livelihood, DRR, shelter and national society capacity building.

### **EVALUATION OBJECTIVES AND CRITERIA:**

#### **SPECIFIC OBJECTIVES OF THE EVALUATION:**

The evaluation aimed to:

- Assess the extent to which interventions under the operation have achieved its objectives.
- Determine the beneficiaries' access to services to meet their basic needs such food and shelter by interviewing branch staff.
- Assess the capacity of the MRCS (particularly of the Mid-Level Branches) to deliver relief and recovery assistance effectively and make recommendations on how this capacity can be further strengthened.
- Follow up with the previously learned lessons and their importance for MRCS.
- Examine the coordination and internal communication.

The evaluation highlighted good practice, lessons learnt and areas of improvement to inform future response operations, together with recommendations on how to proceed.

#### **CRITERIA:**

The evaluation criteria set OECS was used to guide the evaluation recommendations:

- a. Relevance and appropriateness
- b. Coverage
- c. Efficiency
- d. Effectiveness
- e. Impact

## f. Sustainability

**METHODOLOGY:**

The evaluation utilized a wide range of data collection methods, including document review, a consultative workshop involving all the contributors and small group meetings.

The methodology adhered the [IFRC Framework for Evaluations](#), with particular attention to the processes upholding the standards of how evaluations should be planned, managed, conducted and utilized.

The evaluation was conducted on two aspects:

- ❶ To evaluate learnings from previous evaluation commissioned for the emergency appeal of severe winter in 2016.
- ❷ To evaluate the effectiveness of DREF operation 2018

**FINAL EVALUATION OF EMERGENCY APPEAL OPERATION 2017 (MDRMN006):**

The evaluation team was consists of a team leader and 2 members who focused on respective sectors. The evaluation time was 10 days, including preparation of the report and facilitation of an evaluation workshop.

The detailed evaluation design was prepared by the Evaluation Team Leader; however;

- The data collection methods was decided by the MRCS EMT (DM & PMER), in consultation with the Evaluation team leader.
- A **3-days evaluation workshop** was organized by MRCS involving all contributors to assess all the phases of emergency operation starting from designing to implementation and monitoring and evaluation related activities. Moreover, as the Disaster Protection Law of Mongolia was updated in 2017 and included the specific roles and responsibilities of MRCS, it was a good opportunity to sensitize the branches on the law, its implementation and dissemination. By the new law, the local government funds will include some fund allocation for DRR, and MRCS needs to prepare institutionally to access the DRR funds in the local level.
- **Learning from past exercise:** It was done with relevant stakeholder at HQ and branches involved in emergency operation of Emergency Appeal and DREF operation. Exercise has assisted MRCS to revisit the previously learned lessons and to determine their importance for future responses.

To gather first-hand information about the emergency operation, an evaluation workshop was organized by MRCS at their Youth Training center in Ulaanbaatar. A 'Phase-wise Evaluation Matrix' was used to assess all the phases of emergency operation using DAC criteria set by OECD. In order to individually assess and rate all the planned actions, a '9-boxes Appraisal Model' was used before the 'Phase-wise Evaluation Matrix'. It was agreed between MRCS and IFRC that MRCS will re-visit the recommendations previously made by an evaluation, to see what is the so

far progress against each recommendation and should they be considered for future emergencies.

### FINDINGS OF THE EVALUATION OF EMERGENCY APPEAL OPERATION:

The findings are based on the data collected through an evaluation workshop, a learning from past exercise, documents review and discussion with staff of MRCS HQ and mid-level branches;

First day of the 3-days workshop was allocated for assessing province-wise targets and risk mapping carried out by the branches. The second day of the workshop was allocated for evaluation of emergency response phases, appraisal of planned actions and learning from past. The last day was allocated for a DM Coordination for future responses and preparedness.

### LEARNING FROM PAST:

A learning from past exercise was done involving all contributors. The recommendations made during the last evaluation conducted in 2016 were taken into consideration for follow-up.

No.	Recommendation	When it was made	Status/ Progress	Decision (Want to keep it or not)	Responsibility
1	MRCS HQ to <b>improve the monitoring</b> of the workload and capacity of mid-level branches when planning and implementing emergency operations especially in relation to <b>budget allocations</b> .	2016	<b>No progress</b> , but MRCS HQ has adopted efficient approach to improve involvement of branches.	Yes	All (HQ *& Branches)
2	MRCS to roll out <b>BDRT training</b> to strengthen its primary level branch visibility and capability.	2016	MRCS conducted BDRT trainings over the last year for all the MLBs.	Yes, keep organizing refresher training for BDRT members	HQ DM & Branches
3	Mid-level branches responsible for the delivery of cash transfers should also <b>carry out the relevant data validation and PDM</b> activities using mobile data collection and communication tools.	2016	MRCS is using Magpi in all surveys and PDMs	Yes	HQ PMER/ Branches
4	MRCS to strengthen its <b>community engagement activities</b> during emergencies to improve beneficiary consultation practice and exchange of information.	2016	<ul style="list-style-type: none"> <li>▪ MRCS is ensuring community engagement in all its activities.</li> <li>▪ # of calls on hotline has significantly increased.</li> <li>▪ NDRT members assigned some rolls to make phone</li> </ul>	Yes	All

			calls to randomly selected beneficiaries for beneficiary satisfaction survey and complaints.		
5	MRCS/IFRC to ensure that future preparedness and relief activities are better aligned with known seasonal risks and vulnerabilities. (e.g. spring thaw)	2016	All plans are based on detailed assessment.	Yes	All
6	MRCS to develop more expertise in livelihoods and slow onset DRR at the mid-level branch consistent with its pending national DRM strategy.	2016	Numerous capacity building trainings for branches have been organized last year. MRCS request for IFRC livelihood coordinator to work on capacity building of the HQ staffs on this matter.	Yes	HQ
7	MRCS to further evaluate the impact and sustainability of the livelihoods market training activity prior to undertaking future similar initiatives.	2016	<b>No impact evaluation could be done</b> – MRCS is planning to carry out in 2018.	Yes	HQ PMER
8	Subject to a positive evidence based review, MRCS is to consider the expansion of child focused PSS/FA in future operations.	2016	<ul style="list-style-type: none"> <li>▪ Conducted TOTs at MLBs</li> <li>▪ Developed training material</li> </ul>	Yes	HQ
9	MRCS to also train its future BDRT volunteers in PSS/FA to be delivered during assessment/monitoring and relief activities with adult beneficiaries.	2016	BDRTs trained and deployed in operations	Yes	All/ Health
10	MRCS with its partners to further develop its early warning / early action systems at all levels with government and NGOs including forecast based financing for future Dzud preparedness and response.	2016	<ul style="list-style-type: none"> <li>▪ 12 branches implemented FbF programme.</li> <li>▪ Coordination with Climate Centre and Meteorology office of Mongolia</li> </ul>	Yes	All
11	MRCS to closely monitor the use and review the validity and sustainability of hay harvesters prior to the procurement for further units in 2017	2016	In consultation with MLBs on use of hay harvester, it has been decided maintenance cost of the hay harvester would be costlier and MLBs would not able to	No	HQ/ MLBs

			cover the cost related to maintenance of the harvester therefore this activity is not included in the future programmes.		
12	MRCS to review and clearly define the purpose of charging a fee for the use of hay harvesters to beneficiaries and to seek additional external policy advice as to the ethics of such an undertaking where required.	2016	In consultation with MLBs it has been informed that no fee was charged from beneficiaries in exchange for using hay harvester but rather beneficiaries themselves expressed their interest to donate hay; Distribution of hay harvesting activity is cancelled in future programme;	No	HQ/ MLBs
13	Appeal revisions and operations updates in 2017 should promote & reflect the strong community & development day to day activities and expertise of MRCS, its national & international partners which also contribute in operation.	2016	Long-term recommendation & HQ is working on it	Yes	HQ
14	MRCS to incorporate the results of the recent IFRC PMER Capacity Self-Assessment findings where relevant into PMER support for future emergencies.	2016	<ul style="list-style-type: none"> <li>▪ Using Maggi for surveys</li> <li>▪ Standard assessment templates</li> <li>▪ Engagement of RDRT PMER</li> </ul>	Yes	PMER
15	MRCS with IFRC assistance to develop a monitoring and reporting framework, with tracking table with measurable indicators specifically for the 2017 plan of action.	2016	<ul style="list-style-type: none"> <li>▪ PMER framework is in progress</li> <li>▪ Tracking table is implemented</li> </ul>	Yes	PMER
16	MRCS to develop some policy guidance informed by the recent DRCE and OCAC and VCA findings in relation to preparing for and responding to slow onset events such as Dzud.	2016	MRCS developed Dzud preparedness plan and FBF SOP which supports early action protocol	No	DM/ PMER
17	IFRC with MRCS agreement to place the 2017 appeal budget holder responsibilities within an IFRC	2016	Feedback will be shared with IFRC APRO (IFRC CO)	Yes	IFRC CO

	position at the country level in Mongolia.				
18	IFRC to review and update the Asia Pacific response SOPs to focus on more clearly identifying technical and operational decision making responsibilities between the regional and country IFRC cluster offices.	2016	Close follow-up needed with IFRC APRO	Yes	MRCS HQ
19	IFRC to invest in refreshing its POA toolbox and checklist so that it is fit for purpose and better reflects modern project management technology, principles and processes.	2016	Close follow-up needed with IFRC APRO & GVA.	Yes	MRCS HQ & IFRC CO

**APPRAISAL OF PLANNED ACTIONS:**

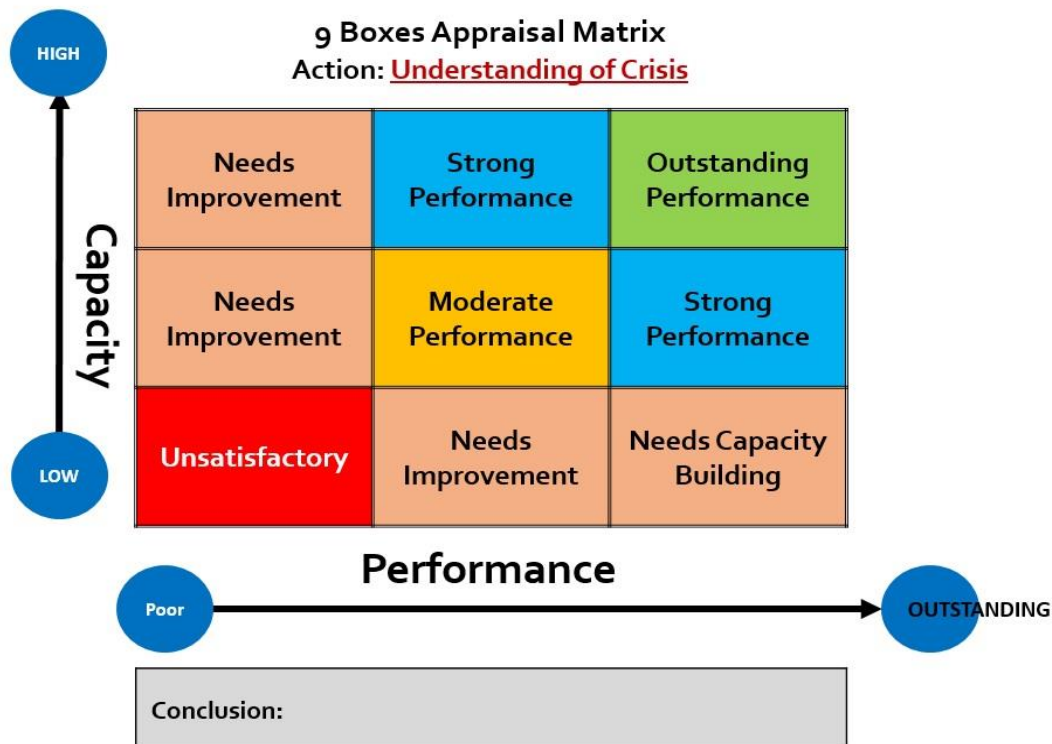
A '9-box Appraisal Model' was used to evaluate 6 key actions of an emergency response operation. The concept of 9-box appraisal model is based on following measures;

- a) National Society’s capacity to perform the action
- b) How the National Society has performed the action

Following key actions of an emergency response operation were assessed using the 9-box appraisal model;



A visual illustration of 9-box model used for the exercise is given below;



Total **43 participants** joined for the appraisal exercise and voted for each box of the matrix as shown above. All the boxes has different levels and carry a recommendation for the national society. The **6 charts** with appraisal model and an action were pasted on the stands. Then, each participant was given **6 small sticky notes** and invited to past one sticky note in one box at each chart. The box with *maximum votes* were considered to make conclusion and recommendations.

As a result, following are the conclusive results of each action performed by the National Society;

No.	Action	Votes	Conclusion
1	Understanding of Crisis	14/43	Need Capacity Building
2	Multi-Sector Assessment	12/43	Strong Performance
3	Selection of Humanitarian Action	15/43	Strong Performance
4	Selection of Beneficiaries	17/43	Strong Performance
5	Implementation of Activities	26/43	Strong Performance
6	Coordination & Partnerships	18/43	Strong Performance

#### PHASE WISE EVALUATION OF EMERGENCY APPEAL OPERATION 2017 (MDRMN006)

A wall walk methodology was used to evaluate all the phases of emergency appeal operation and the 'Evaluation Criteria' set by 'Development Assistance Committee (DAC)' of OECD was applied to evaluate individual phases.

Participants of the workshop were divided into 4 groups with 10 in each group, and all the groups scored all the phases keeping in mind the DAC criteria. The scoring range was 0-3 (= Low and 3= Very high). Each box of the matrix received 4 scores from 4 groups and then, an average score was calculated for each box.

Total score was calculated at the end and on the basis of total attained score, a status was given to each phase;

- Below 30% = Poor
- Below 50% = Needs improvement
- Below 85% = Satisfactory
- Above 85% = Outstanding

Evaluation Criterion	Phase-Wise Evaluation					
	Preparedness (DRT/ Stocks)	Assessment (Data collection, analysis, report)	Planning (Caseload, Area selection etc.)	Service Delivery (Health, DRR, Shelter, Livelihood)	M&E (Process Monitoring, PDMs)	Coordination (Internal/ External)
Relevance	1	2	3	3	3	2
Effectiveness	2	2	2	3	3	3
Efficiency	2	3	3	3	3	2
Coverage	1	1	2	2	2	2
Impact		2		2		
Sustainability	1	3	2	2	3	3
<b>Grand Total</b>	<b>7 (47%)</b>	<b>12 (67%)</b>	<b>12 (80%)</b>	<b>15 (83%)</b>	<b>14 (93%)</b>	<b>12 (80%)</b>
<b>Status</b>	<b>Needs improvement</b>	Satisfactory	Satisfactory	Satisfactory	<u>Outstanding</u>	Satisfactory

**ACHIEVEMENTS:**

As a result of data collected and the analysis of information, it can be established that MRCS have achieved its set targets for the operation within the schedule and cost.

No.	Intervention	Target	Achieved	Achieved within Time
1	Livelihood	Cash grant for 2,740 households	2,740 HHs	Yes
		55 winter shelter were repaired by engaging 165 herders for cash for work	<ul style="list-style-type: none"> <li>▪ 55 Gers</li> <li>▪ 165 herders</li> </ul>	Yes
2	Health	Distribute 1,000 FA kits & manuals	1,000	Yes
		Psychosocial Support to 6,750 children in 120 schools	6750 school children	Yes
3	Shelter	100 Ger winter kits	100	Yes
4	DRR	Distribute 15,000 <sup>4</sup> Hay bundles	15,000 bundles	Yes
5	National Society Capacity Building	Recruit and train 315 BDRTs	315 BDRTs	Yes
6	In term of 'Quality Programming' MRCS was able to achieve the following; <ul style="list-style-type: none"> <li>▪ Conducting a comprehensive needs assessment</li> <li>▪ Targeting of most vulnerable beneficiaries in affected areas</li> <li>▪ HCT coordination</li> <li>▪ Establishment and functioning of a hotline number</li> <li>▪ Regular monitoring of the distribution processes</li> <li>▪ Conducting a lessons learned workshop</li> </ul>			

<sup>4</sup> Initially it was planned that MRCS will purchase 25,000 Hay bundles, but due to fluctuation in rates, total 15,000 Hay bundle could be purchased by MRCS.

**RECOMMENDATIONS FOR FUTURE APPEALS:**

1. **Understanding of the Crisis** – An attempt should be made by MRCS to organize a training on ‘Understanding the Crisis’ for its staff and volunteers involved in emergency response operations. It should be done before the coming winter. This will help MRCS and its staff to precisely understand the hazards and ultimate crisis for better programming in future.
2. **Increased number of DRTs and Stocks** – MRCS should improve its preparedness actions such as to increase the number of its disaster response teams and to increase its stocks to effectively cope with the disastrous situations in future. It was learned during the evaluation, that MRCS should place more focus on relevance of its stocks and it should be placed on strategical locations.
3. **MRCS Disaster Management Policy** – MRCS should disseminate updated DM Policy based on findings and recommendations of DRCE, OCAC and VCA exercises.
4. **Framework for PMER** – Although the MRCS is doing well in monitoring and evaluation, however, it should start working to develop its ‘PMER framework’ for community programming and emergency responses.
5. **Involvement of Mid-Level Branches in Planning & Budgeting** – MRCS continue to ensure that its mid-level branches are involved in planning and budgeting for all kinds of emergency operations. The capacities of the branches and anticipated workload should be aligned while developing plans and budgets.
6. **Continuation of MRCS Hotline Number** – MRCS established a hotline number during the emergency appeal operation and its DREF operation and it was observed that the people (beneficiaries and non-beneficiaries) are making contact with MRCS through the hotline number to give feedback and file complaints if they have any. This is a very good practice for beneficiary communication and accountability, therefore, it is recommended that MRCS should continue this practice for future emergency responses.
7. **Impact Evaluation of MRCS Livelihood Initiatives** – MRCS has implemented numerous livelihood initiatives during the previous emergency operations. It is recommended that MRCS should carry out an evaluation to assess the impacts of its livelihood initiatives and plan longer.

## REFERENCE DOCUMENTS



- Previous Appeals & Updates
- DREF MDRMN007
- Revised Emergency Plan of Action (EPoA)
- M&E Plan for DREF MDRMN007
- Survey Tools

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**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.



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