



IFRC/MRCS joint teams visiting the affected household in Bayanzurkh district, MRCS. (Photo: MRCS)

Appeal: MDRMN019	Total DREF Allocation: CHF 66,945	Crisis Category: Yellow	Hazard: Flood
Glide Number: FL-2023-000111-MNG	People Affected: 288,738 people	People Targeted: 11,033 people	
Event Onset: Sudden	Operation Start Date: 10-07-2023	Operational End Date: 30-09-2023	Total Operating Timeframe: 2 months
Targeted Areas: Arhangai, Darkhan-Uul, Dornogovi, Govisumber, Övörkhangai, Selenge, Töv, Ulaanbaatar, Zavkhan			

The donors for the IFRC DREF include Red Cross Societies, governments of Belgium, Britain, Canada, Denmark, Germany, Ireland, Italy, Japan, Luxembourg, New Zealand, Norway, the Republic of Korea, Spain, Sweden, and Switzerland, along with DG ECHO and Blizzard Entertainment, Mondelez International Foundation, Fortive Corporation, other corporate and private donors. The IFRC, on behalf of Mongolian Red Cross Society, would like to extend sincere gratitude for all for their generous contributions.

Description of the Event



Flood impact area in the risk-anticipated location. (Source: NEMA)

Provide any updates in the situation since the field report and explain what is expected to happen.

By the time the heavy rainfalls (up to 28.4 mm) had started on 3 July 2023 and continued through 8 July 2023, major rivers around Ulaanbaatar had already flooded, resulting in flash floods. With more precipitation forecast, the water level of rivers was expected to continue to increase. The water level of Tuul River, the longest river flowing across Ulaanbaatar City exceeded the hazardous level (260cm) by 10cm. According to disaster definition criteria stated into the Disaster Protection Law of Mongolia, a Flood hazardous level is defined when the river/stream water level reaches flood level, and water from heavy rains flows along ravines and beds mixing with mud, dirt, and stones.

In Ulaanbaatar, 26 locations were flooded, and 6 Central Districts of Ulaanbaatar was under a high level of readiness/alert since 5 July 2023. On 9 July 2023, the Emergency Status was further extended to 11 July 2023. The number of flooded locations was expected to increase due to anticipated precipitation.

On 7 July 2023, the Capital Emergency Commission warned that the impact of floods might extend, leading to a projected number of 288,738 people affected (i.e., the number of the population from the at-risk areas), among which 11,033 people living in the ger districts needing support with evacuation.

As of 8 July 2023, a total of 199 apartments/houses/gers and 702 infrastructural units, including electricity substations, roads, dams, bridges and tunnels had been affected. Some 830 people were displaced, and at that time, 160 people were evacuated to the temporary shelter. The number of displaced people was expected to further increase. With expected rainfall, transportation in Ulaanbaatar was likely to be severely affected.

In other parts of the country, flash floods occurred in 4 areas (soums) of Darkhan, Selenge, and Tuv Provinces due to heavy rainfall. As a result, 77 households were affected, and 89 gers (traditional Mongolian dwellings), 2 mobile houses, 1 vehicle, 100 sheep, 96 children, and 118 adults were evacuated.

As for infrastructure damages, 1 electricity station, 1 electricity transformation pillar and 2 main bridges had completely collapsed, and 2 more bridges had been severely damaged. Efforts were underway to address these infrastructure issues and restore normal operations. No health facility had been damaged/flooded.

MRCs allocated over 1.5 billion MNT (CHF 399,428) for this flood response operation, to which IFRC contributed approximately 17 per cent of the overall response operation.



Red Cross volunteers providing MHPSS to the affected people at shelter in Bayanzurkh District. (Source: Bayanzurkh Red Cross)



Blankets and mattresses pre-positioning at shelter in Bayanzurkh District. (Source: MRCS)

Scope and Scale

In July 1966, Mongolia experienced one of its worst floods in history. From 10 to 11 July 1966, the Ulaanbaatar area recorded 103.5 mm of daily rainfall, which accounted for about 43 per cent of the total annual precipitation. The floodwater velocity reached 4-5 m/sec, the flood discharge reached 1,700 cumec, and the water level rose to 151 cm within 24 hours, eventually reaching 311 cm at the highest level. Approximately 2,000 people lost their lives. IFRC had allocated CHF 654,800 of Emergency Appeal funding to support MRCS with the response and relief.

The heavy rainfalls in Ulaanbaatar on 4 July 2023 had broken a record of rain volume for the same period in the past 60 years. On 8 July, the Tuul River water levels reached 311 cm, the highest level since 1966. As of 10 July 2023, the water level of the Tuul River had remained at 263 cm. With more precipitation forecasted for 11 and 12 July 2023, the anticipated surge in floods resulting from the persistent heavy rainfall did not materialize. The expected peak water level on 12 July 2023 surpassing that of 1966, did not occur.

Compared with the situation in 1966 when the devastating floods occurred, the population of Ulaanbaatar had increased drastically from 200,000 in 1966 to 1,673,000 in 2023, with associated rapid urbanization and population movement in the past decades. Currently, 183,890 (64 per cent) out of 288,738 people in high-risk flood areas live in ger districts in Ulaanbaatar. Through MRCS analysis, among these people, households living in ger districts, especially those with pregnant women, three or more children under the age of 16 and members with disabilities or chronic diseases most likely to experience the impact due to exposure of physical location and difficulties in evacuating.

[1]Source:https://www.restec.or.jp/geoss_ap3/pdf/day2/WG/WG2/Short_Country_Reports/08_Mongolia.pdf

[2]<https://go.ifrc.org/emergencies/282>.

[3]A ger district is a form of residential district in Mongolian settlements. They usually consist of parcels with one or more detached traditional tented houses or gers (hence the name), surrounded by two-meter-high wooden fences.

National Society Actions

<p>Have the National Society conducted any intervention additionally to those part of this DREF Operation?</p>	<p>Yes</p>
<p>Please provide a brief description of those additional activities</p>	<p>By August 9, MRCS procured 1,780 kg of javelin disinfectant, 50 pieces of spray guns, 1,000 disposable face masks, 5,000 pairs of disposable gloves, 320 pieces of disposable gowns, 320 pairs of rain boots, and 320 pieces of raincoats with UNICEF support. These items were utilized by Red Cross volunteers engaged in sanitation and cleaning efforts for the contaminated/flood-affected areas in Ulaanbaatar. The overall impact includes the sanitization of 48,109 square meters in Chingeltei, Bayangol, Khan-Uul and Bayanzurkh districts, reaching 8,544 households through hygiene promotion, awareness-raising campaigns and benefiting 29,311 people directly, including 12,004</p>



women, 10,893 men, 3,411 girls and 3,003 boys. Additionally, the initiative involved 320 volunteers, consisting of 201 males and 119 females.

Furthermore, with support from UNICEF, MRCS distributed 110 hygiene pre-positioned kits to 110 flood-affected households of 219 men, 233 women, 89 girls and 71 boys. MRCS also procured educational kits including 250 kits for children of kindergarten age, 200 kits for children of primary school age and 220 kits for children of secondary school age. 120 children of secondary school age, 101 children of primary school age and 95 children of kindergarten age received the educational kits. The handover ceremony was organized at the 127th public school and was attended by Mr. Evariste Kouassi-Komlan, UNICEF Representative to Mongolia and staff from UNICEF Mongolia.

Between 21 September and 15 October 2023, with support from the Government of Australia and the Australian Red Cross, MRCS provided an unconditional cash grant of 550,000 MNT and kitchen sets to 500 households (150 in Bayanzurkh district, 70 in Songinokhairkhan district, 70 in Chingeltei district, 80 in Darkhan-Uul province, 30 in Selenge province, 20 in Uvurkhangai province, 30 in Khuvsgul province, 30 in Khovd province and 20 in Tuv province). The cash value was increased from MNT 370,000 to MNT 550,000 to allow the people buy mattresses and blankets from local markets.

As of 20 September 2023, with support from the Embassy of the Federal Republic of Germany, MRCS assisted 200 households with mattresses, blankets, and 370,000MNT of unconditional cash assistance (100 in Bayanzurkh district, 30 in Bayan-Ulgii province, 30 in Khovd province and 40 in Uvurkhangai province).

IFRC Network Actions Related To The Current Event

Secretariat	<p>IFRC Country Cluster Delegation for East Asia (CCD EA) and Asia Pacific Regional Office (APRO) supported MRCS in developing and monitoring this IFRC-DREF application.</p> <p>A team of 2 delegates from IFRC CCD EA visited Mongolia for on-site, joint monitoring between the 25 September 2023. During the visit, the MRCS and IFRC joint team visited the affected area of Bayanzurkh District and had a meeting with the District Red Cross Branch team and two affected households about the operation. The delegates also attended the Lessons learnt workshop on Imminent DREF operation on the urban flood on 26 September 2023, to contribute their feedback and support on the Imminent DREF operation on the urban flood at the MRCS youth training center.</p>
Participating National Societies	Partner National Societies (PNSs) are not present in Mongolia.

ICRC Actions Related To The Current Event

ICRC is not present in Mongolia.

Other Actors Actions Related To The Current Event

Government has requested international assistance	No
National authorities	<p>On 5 July 2023, the State Emergency Commission convened at 5 PM. In his capacity as the Head of the Commission, the Deputy Prime Minister issued orders to initiate special measures, including the reconstruction of damaged infrastructures, the dissemination of information on preventing potential impacts of forthcoming rainfall to the public, and extensive cleaning in affected areas to prevent the spread of contagious diseases. These orders were directed to the relevant government agencies.</p>



Furthermore, on 6 July 2023, a task force for flood response and preparedness was established, comprising all departments of the National Emergency Management Agency (NEMA), the Ministry of Health, the Ministry of Construction and Urban Planning, the Research Center for Communicable Disease, the Armed Forces, Border services and the Police. The Mongolian Red Cross Society (MRCS) was present, but no NGO member was present. This task force was responsible for making necessary decisions, sharing information, providing coordination and informing decision-making processes.

On 8 July 2023, NEMA took action to construct a temporary dam using sandbags at Selbe River where the dam had collapsed. Approximately 2,945 personnel and 475 vehicles from NEMA, the Capital Governor's office, State Landscaping Services, the Police, the Department of Geodesy and Water Construction, and the Water and Sewerage Authority were deployed to address the 26 affected locations. Their efforts were focused on draining standing water and undertaking necessary actions, as of 8 July 2023.

NEMA assisted in evacuating 526 affected individuals to the safe areas, including elderly people, disabled individuals, and children who were isolated due to standing water and floods. Additionally, 306 vehicles were relocated from the flooded areas. Ground transportation was restricted, except for vehicles mobilized for response efforts in the Sukhbaatar district, 153 staff members and 41 vehicles worked in Bayanzurkh, Sukhbaatar, Chingeltei, and Songinokhairkhan districts to repair the electricity outage and the electricity was resumed on 10 July 2023.

20 households who lost their gers completely because of the flood, received 20 new gers from the government.

UN or other actors

UNICEF provided 10 heavy-duty suction pumps (able to benefit 1000 households), 20 essential medicines (sufficient for 20,000 people for 30 months) and medical device kits to the government response efforts. A Humanitarian Country Team (HCT) meeting was held on 10 July 2023 to address flood response and coordination, with the participation of IFRC and MRCS.

Save the Children assisted flood-affected children who are at the age of kindergarten and school, including school essentials to over 288 children, two types of multivitamins to 278 children, non-food items to 125 households, and provided psychosocial first aid training to 298 flood-affected children by August 31. Moreover, Save the Children provided gers to 25 households, disinfection to 250 households and provided psychosocial support to 20 affected individuals.

In addition, World Vision allocated food parcels to 35 households in the Bayanzurkh district of Ulaanbaatar and 35 households in Tuv province who had been affected by the flood.

Are there major coordination mechanism in place?

MRCS had close bilateral relationships with key stakeholders including NEMA, the National Agency of Meteorology and Environmental Monitoring (NAMEM), the Ministry of Labor and Social Protection and the Ministry of Health. MRCS worked as a member of the State Emergency Commission. Branch managers are members of District Emergency Commissions. MRCS is a member of the task force for flood response and preparedness established for this flood situation. HCT is active and was monitoring the situation. Overall, 11,083 people were projected to be in need of evacuation needs, fortunately, the event had lesser impacts than anticipated and nearly 1,000 people were evacuated.

Needs (Gaps) Identified



Shelter Housing And Settlements

According to NEMA, 18 locations in Ulaanbaatar had been identified as high-risk areas. These areas were inhabited by 288,738 people or 72,185 households, constituting 20 per cent of the total population of Ulaanbaatar. Among these individuals, 183,890 (or 64 per cent)



resided in ger districts.

Out of the 183,890 people living in ger districts, 11,033 individuals were identified by MRCS as the target population in need of assistance. This included families with pregnant women, members with disabilities, and chronic diseases and households with three or more children under the age of 16. They were considered priority for evacuation and for awareness-raising messages. No one was left behind in practice. When at temporary shelters, MRCS coordinated with NEMA, Health services and police to ensure specific basic needs were covered appropriately, starting from food and potable water distribution, MHPSS, protection, child-friendly spaces and regular health checkups.

Recognizing the need for evacuation due to the high risk of direct flood damage or prolonged isolation, MRCS, with support from NEMA, had been identifying potential shelters in the at-risk areas. MRCS mobilized volunteers teams to aid NEMA's evacuation efforts, given NEMA's reported shortage of available human resources for these tasks. MRCS also needed to equip its volunteers with personal protective equipment (PPE) and provide incentives to encourage their participation.

Immediate needs at the shelters included food, water, mattresses, and blankets. Ulaanbaatar does not have dedicated facilities for disaster shelters. NEMA identified shelter locations in high-risk areas, which included high school buildings and community halls.



Livelihoods And Basic Needs

There was an immediate need for food and water at the emergency shelters for displaced people. It was properly covered by the State Emergency Commission, via the Ministry of Labor, Social Protection and county-level offices during the entire period of temporary shelters.



Health

No health facility has been damaged or flooded. There were instances where people became isolated, and the emergency management agency conducted rescue operations using helicopters. MRCS's primary focus is on evacuating individuals before they face isolation or direct damage from floods.

The affected population were in shock and need for MHPSS due to the damage caused by the flash floods, MRCS mobilized the available MHPSS trained volunteers to provide MHPSS to the affected population at temporary shelters and households where available.



Water, Sanitation And Hygiene

As the heavy rain continued, the existing risks of contagious and water-borne diseases remained relevant. In particular, the majority of the population from at-risk areas lived in the ger districts and used pit latrines. The flooding had the potential to wash out pit latrines, thereby increasing the risk of spreading certain water-borne contagious diseases. The Ministry of Health had taken the lead in implementing disinfection measures.

Based on the anticipated WASH (Water, Sanitation, and Hygiene) needs, MRCS identified the need to include and disseminate safety measures for flood prevention, hygiene promotion, as well as flood preparedness and alerts. The media campaign focused on WASH with MRCS distributing key messages regarding potential health issues caused by floods, how to prevent them (emphasizing thorough handwashing), what symptoms people may experience if they fall ill due to water-borne diseases and which agencies to contact in case they or their family members became ill, among other relevant information.

Operational Strategy

Overall objective of the operation

The purpose of that IFRC-DREF allocation was to provide support to 11,033 people in need, who were at risk of being affected by the forecasted unprecedented peak of urban flooding in Ulaanbaatar.

Through Imminent IFRC-DREF, MRCS evacuated 1,788 people (355 girls, 281 boys, 601 women and 551 men) from 10 locations in Bayanzurkh district in Ulaanbaatar, Arkhangai, Uvurkhangai, Darkhan-Uul, Govi-sumber, Selenge, Zavkhan, Dornogovi provinces and



mobilized 500 blankets and mattresses at temporary shelters as an early action, the flood prevention campaign was implemented from July to September 2023 reaching 313,034 people.

Operation strategy rationale

To assess the extent of the potential impact, the government estimated that 288,738 people were at risk of flooding following prolonged precipitation in July 2023. This risk was particularly pronounced in 18 high-risk areas in Ulaanbaatar, where 20 per cent of the total population faced potential exposure to floods. Of this at-risk population, 183,890 individuals resided in the vulnerable Ger District, constituting 64 per cent of the total exposed population. MRCS identified 11,033 of these residents as particularly vulnerable and in need of immediate assistance.

Recognizing the urgency of the situation, MRCS sought funding from IFRC-DREF for imminent events to proactively mitigate the impact of the forecasted hazard. Imminent DREF's primary focus was on reducing the potential impacts before the disaster happens. The proposed actions included the dissemination of flood prevention messages and incentives for MRCS volunteers to support NEMA in the evacuation of at-risk individuals.

In collaboration with NEMA, MRCS mobilized 20 volunteers in each of the 26 at-risk locations, who were trained in Water, Sanitation and Hygiene (WASH), Psychosocial Support (PSS), and Epidemic Control for Volunteers (ECV). These volunteers worked towards the evacuation of at-risk people, with a specific focus on the Ger District to address their PSS needs and prevent potential WASH concerns.

In anticipation of immediate needs at shelter sites, MRCS mobilized 500 pieces of mattresses and blankets from its central disaster warehouse. This stock was replenished through the Imminent IFRC-DREF to ensure readiness for the upcoming event.

The funding request for the imminent IFRC-DREF covered various aspects, including the replenishment of prepositioned items for immediate needs, incentives for 520 volunteers, and costs associated with a media campaign on flood safety measures, preparedness, and hygiene promotion.

Given the limited timeline of the imminent IFRC-DREF, MRCS, in collaboration with NEMA, focused on realistic and achievable interventions. This involved identifying potential shelters, prepositioning essential items, and prioritizing large-scale mass campaigns for disease prevention, particularly in the emergency WASH sector needs. Daily coordination with all involved actors ensured effective communication and response.

While some ongoing health activities were unrelated to the IFRC-DREF, MRCS incorporated integrated approaches, such as awareness campaigns on WASH, addressing both health and hygiene promotion, as well as shelter awareness for flood risks. Looking ahead, MRCS and IFRC remained open to adjusting and scaling up the response if further gaps emerged after the initial assessment period.

Targeting Strategy

Who was targeted by this operation?

Households that resided in ger districts were identified as particularly vulnerable due to their geographical location and the characteristics of their housing. More specifically, households with pregnant women, families with three or more children under the age of 16, and households containing a member with a disability or chronic disease were deemed to be at a heightened risk of experiencing the impact of flooding, primarily due to their physical location and the challenges associated with evacuating.

MRCS assisted 1,788 people (355 girls, 281 boys, 601 women, and 551 men) who met these criteria for evacuation with support from NEMA in Ulaanbaatar and promoted key messages to raise public awareness on WASH and flood preparedness in Arkhangai, Uvurkhngai, Darkhan-Uul, Govi-Sumber, Selenge, Zavkhan and Dornogovi provinces that were identified as at risk of flood due to the upcoming precipitation and the increase of river water level.

Regarding assistance, which encompassed providing blankets and mattresses to individuals residing in shelters or evacuation centers, MRCS aimed to maintain the same standards as previously mentioned. The goal was to deliver this aid to 500 people based on MRCS's existing stock capacity.

The media promotion initiatives had a more extensive target, aiming to reach out to communities and all individuals in at-risk areas, with an estimated indirect reach of 300,000 people. This effort was designed to disseminate crucial information about flood prevention and preparedness, ultimately enhancing the overall safety of the affected population, through the production of 3 reel videos, 12 posters, and 5 videos, MRCS reached 313,034 people overall via media campaign.



Explain the selection criteria for the targeted population

For the evacuation operation, MRCS established a close collaboration with NEMA, with the primary objective of identifying and reaching out to households in at-risk areas. These targeted households included those with pregnant women, families having three or more children under the age of 16, and individuals with disabilities or chronic diseases, as they faced the greatest risk due to their location and potential evacuation challenges. Notably, the evacuation of elderly individuals without caregivers, who represented a small segment of Ulaanbaatar's population, fell under NEMA's jurisdiction.

In terms of immediate relief efforts, MRCS focused their support on vulnerable individuals residing in shelters who met the specified criteria. This approach ensured that assistance was promptly provided to those who were most in need during the ongoing flood crisis.

Total Targeted Population

Women	3,899	Rural	2%
Girls (under 18)	1,977	Urban	98%
Men	3,778	People with disabilities (estimated)	4%
Boys (under 18)	1,379		
Total targeted population	11,033		

Risk and Security Considerations

Please indicate about potential operation risk for this operations and mitigation actions

Risk	Mitigation action
The number of projected people to receive assistance may exceed the targeted number of affected people.	MRCS was monitoring the situation and received regular updates from NEMA and communities via branches and volunteers. MRCS secured relief funding from the Australian government, and the Embassy of the Federal Republic of Germany to assist 700 households therefore it didn't scale up from the DREF funding.
Here was an assumption of risks that delays in the transportation of the items due to more precipitation was anticipated according to the initial assessment. However, the anticipated precipitation has occurred, the MRCS was able to deliver the humanitarian assistance as planned.	MRCS pre-agreed with NEMA and local emergency management authorities on the utilization of their vehicles in anticipated transportation vehicle challenges occurring at the time of the implementation period.

Please indicate any security and safety concerns for this operation

MRCS volunteers and staff were working in environment with risk of water-borne, infectious diseases, MRCS insured all the volunteers who are being engaged in the operation with IFRC insurance. Also, protective personal equipment was purchased with UNICEF funding.

Implementation



Shelter Housing And Settlements

Budget: CHF 29,072

Targeted Persons: 11,033

Assisted Persons: 2,288



Indicators

Title	Target	Actual
# of vulnerable population identified and evacuated	11,033	1,788
# of people provided with essential household items	500	500

Narrative description of achievements

- MRCS mobilized 520 volunteers in supporting the identification and evacuation of 1,788 (355 girls, 281 boys, 601 women and 551 men) vulnerable people alongside NEMA as the actual impacted population is smaller than anticipated.
- MRCS has provided 500 pieces of mattresses and blankets from MRCS warehouses to 8 evacuation centers.
- After the provision of the immediate non-food items including blankets and mattresses, MRCS has announced an open tender for procurement of 500 pieces of mattresses and blankets.
- Procurement of the blankets and mattresses were made and the items were received in August 2023.

Lessons Learnt

- At some branches, the registered and trained volunteers were not available for immediate recruitment, the branches had to mobilize volunteers from branches closely located for the operation. In the future, branches shall update its volunteer data more regularly and develop plan for cross-branch volunteer mobilization to ensure the immediate deployment.
- Engagement from the Shelter Cluster was coordinated via MRCS, which in return received and delivered timely information among the members. It was acknowledged that the Shelter Contingency Plan needs to be reviewed by integrating related learning and experiences from the flood event.

Challenges

- In the temporary shelter, the peace of the affected population was frequently disrupted by media and TV reporters attempting to conduct interviews. This disruption led to a decline in the number of individuals willing to stay at the shelter. Subsequently, law enforcement intervention was sought to secure the shelter, limiting reporters' access to the temporary shelter area.
- The current outreach falls below the targeted reach due to challenges in accurately estimating the intended numbers using a blanket methodology. It is advisable to incorporate a degree of flexibility in anticipating needs within the Imminent DREF or Anticipatory Action to enhance responsiveness to dynamic and evolving situations.
- The Imminent DREF restricts assistance at Temporary Shelters, WASH activities within the community, and MHPSS post-floods during the presence of displaced individuals. Given the heightened public health risks in densely populated urban areas with disrupted services after such crises, it is vital to position MRCS as a key responder beyond the Immediate DREF phase. This involves undertaking early warning and evacuation roles. Strengthening MRCS's preparedness for urban disasters is imperative, and securing regular DREF is essential to support these efforts.



Water, Sanitation And Hygiene

Budget: CHF 5,181

Targeted Persons: 300,000

Assisted Persons: 313,034

Indicators

Title	Target	Actual
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# of number of people reached (indirectly) by hygiene promotion activities	300,000	313,034
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Narrative description of achievements

- Water, sanitation, and hygiene (WASH) assessment has been carried out during the flood response operation and the assessment report has been produced. According to the assessment report, MRCS needs major improvements in the WASH sector including human resources, equipment, and tools as well as the prepositioned items.
- MRCS has produced three types of reels, 12 types of posters, and 5 types of short films providing key messages on flood prevention, preparedness, and actions to take during a flood, messages on good hygiene practices, and prevention of water-borne diseases. The key messages have been promoted through the MRCS Facebook page and YouTube channels reaching over 313,034 people. This early warning and key messages enabled the community to prevent or take necessary early action before the crisis happened.

Lessons Learnt

- During the Imminent DREF, MRCS effectively addressed the risk of WASH-borne disease. Notably, there were no reported WASH-related diseases, and the MRCS successfully raised public awareness of WASH-borne diseases before, during, and after the floods. Disinfecting actions and the distribution of hygiene items were instrumental in preventing the spread of diseases.
- MRCS incorporated measures to secure WASH services for those affected in temporary shelters. This includes the distribution of hygiene items, disinfecting actions, and public awareness campaigns.
- According to the WASH assessment report, MRCS identified several gaps for future focus, including the absence of a long-term WASH preparedness or response plan with Standard Operating Procedures (SOPs), insufficient human resource capacity (40 volunteers and one master trainer), the lack of contextualized training modules, and the absence of ongoing projects in the WASH sector. Addressing these gaps is essential for effective WASH responses. The plan to equip trained volunteers with the necessary tools indicates a proactive approach.
- Based on the experiences from past flood operations and this operation, water pumps emerged as a high-priority need nationwide. Recognizing this, MRCS is considering the inclusion of water pumps as a priority in future operations. Additionally, the media promotion campaign played a crucial role in building community resilience. MRCS acknowledges the importance of running such campaigns with each operation, emphasizing the role of community understanding in mitigating risks and implementing preventative measures. The success of the media campaign is further highlighted by its potential for future use.

Challenges

- MRCS had limited capacity for WASH intervention regarding human resources and policy documents. Fortunately, MRCS had trained 40 volunteers from branches in WASH capacity training through the Red Ready project which helped in the overall operation.
- Following the training, MRCS observed improvements in its human resources capabilities related to WASH interventions. Additionally, efforts were made to develop policy documents and the response operation, contributing to a more structured and comprehensive approach to addressing WASH issues and effective response operation.
- The collaboration with the Red Ready project not only addressed immediate capacity gaps but also contributed to the overall preparedness of MRCS for future operations like the Imminent DREF.
- Even though the campaign was run successfully, there have to be some quantitative indicators or verification tools to measure the benefits of the campaign. At that time, MRCS didn't have the capacity or tools to measure the efficiency of the campaign. MRCS considers applying the methodology to assess the impacts of awareness campaigns run in the operations.



Protection, Gender And Inclusion

Budget: CHF 0

Targeted Persons: 1,000

Assisted Persons: 1,788



Indicators

Title	Target	Actual
# of people reached with PGI activities	1,000	1,788

Narrative description of achievements

• MRCS conducted a child safeguarding risk analysis to assess potential risks to children and identify measures to ensure a child-friendly, safe, and integrated approach in the beginning of the operation. This analysis was instrumental in creating a protective environment for children and mitigating any risks associated with the response efforts. As conclusion of the analysis, MRCS identified the potential child-related risks and ensured the operation to be more inclusive and PGI-integrated.

Lessons Learnt

• It was stated by our volunteers and staff who worked at the temporary shelters during the lessons learnt workshop that the government's capacity in PGI should be strengthened by training more government staff in PGI. Government-relevant staff must engage and keep the continuity of operations but the staff had limited understanding of PGI.

• As protection issue was raised during the operation, MRCS considers strengthening its partnership with relevant government stakeholders such as the police, Ministry of Labor and Social Protection who are essential partners in shelter management.

Challenges

• Protection issues were raised a few times during the shelter, which meant protection risks to staff volunteers, and the affected population such as disturbance and a threat of physical violence from some of the affected population out of stress. Later, the police supported the shelter with protection, which prompted the need to reality-check the existing cross-sector contingency plan and the roles of responsibility.

• To address these challenges, Red Cross Branch staff and volunteers promptly sought guidance by informing the headquarters of the situation. As a result, the immediate measures were taken, showcasing the effective internal communication and coordination. MRCS considers reviewing the current contingency plan with stakeholders and reflect the learnings from the operation.



Community Engagement And Accountability

Budget: CHF 1,151

Targeted Persons: 300

Assisted Persons: 173

Indicators

Title	Target	Actual
# of people reached through CEA activities	300	173

Narrative description of achievements

• The hotline number was activated throughout the operation at MRCS headquarters and MRCS received 82 calls (62 female, 20 male) during the operation. The feedback was clarification of the assistance or requesting assistance from the community.

• MRCS established a feedback desk at the evacuation centers at 8 locations, which was coordinated by branches and volunteers. Throughout the operation, the feedback desks served 91 people (63 female, 28 male).

• A media campaign on flood prevention was conducted from July to September 2023 in which 3 reel videos, 12 posters, and 5 videos were produced and disseminated via MRCS social media channels, the total indirect reach of the campaign was 313,034 people.



Lessons Learnt

- The media promotion campaign should be run with each operation. It is most important that the communities have an understanding of the risk in their environment and potential prevention methods they can take on their own. Media campaign builds resilience in the community, and the contents can be used for further use in the future.

IFRC CEA specialists visited MRCS in October 2023 and drew quick lessons for improved CEA considerations in the future for DREF response in urban areas and incorporating ongoing MRCS CEA tools development

Challenges

- Even though the campaign was run successfully, there had to be some quantitative indicators or verification tools to measure the benefits of the campaign, while at the time, MRCS didn't have the capacity or tool to measure the efficiency of the campaign.



Secretariat Services

Budget: CHF 3,195

Targeted Persons: 25

Assisted Persons: 6

Indicators

Title	Target	Actual
# of monitoring activities conducted	1	1

Narrative description of achievements

- In addition to remote technical support and overall DREF implementation monitoring, the Program Team of IFRC EA CCD Beijing visited the project sites by the end of the project for a joint monitoring visit with MRCS. A field visit was conducted at one of the worst affected districts of Bayanzurkh (Ulaanbaatar) on 25 September 2023. Through this monitoring visit, the joint team met relevant stakeholders who were involved in the flood response including the Bayanzurkh local emergency management agency, the Bayanzurkh Red Cross branch, and 2 affected households.

- The IFRC monitoring team attended the lessons learnt workshop on urban flood by providing feedback and an overview of IFRC DREF operation on September 26 at the MRCS youth training center.

- The IFRC Team had a detailed debriefing with MRCS Secretary General and Director of Disaster Management Department, to present key findings and to discuss proposed recommendations for further urban preparedness capacity in 2024.

Lessons Learnt

- It is important to properly arrange meetings with key stakeholders and affected households to ensure that the monitoring visit could be as effective as planned, and to better evaluate and maximize related findings.

- Recognizing the growing urban disaster risks, MRCS must boost urban preparedness capacity in thematic areas such as management of temporary shelters, WASH, PGI and MHPSS in Emergencies. Developing an Urban Flood Contingency Plan, starting with Ulaanbaatar City (which covered 50% of the total population of Mongolia), appears critical to enhance the existing capacity of MRCS (urban branches) and to address institutional gaps.

- Considering MRCS past DREF response, it seems relevant to explore the possibility of IFRC surge deployment for such a future operation (in urban contexts) to support urban preparedness and response.

- Highlights from the lessons learnt workshop include the followings:

- Shelter management capacity, especially in terms of proper and trained human resources, to be strengthened, with lack of coordination gaps with government officials and unrealistic expectations from the Government contingency plans.



- Longer-term DRR approaches on sudden-on-set hazards should be taken into consideration. As for example: identifying flood risk areas, negotiate with households who are staying at high-risk locations to move to safer areas etc.
- Adapted preparedness should ensure rapid and effective response, in terms of both human resources and prepositioning of relief items. As the first responder, the resource mobilization activity must be prioritized at local branches and community level, so they can respond more effectively and timely.

- The joint monitoring visit highlighted that MRCS was the first to respond with NEMA in evacuation and providing items of immediate needs, psychosocial support. The response was inclusive to the senior people, children and pregnant women, disabled people. The vulnerable population had been most severely impacted by the flood and their socio-economic vulnerability and unawareness of flood-risk may have intensified their exposure to the flood, the longer-term livelihood program could enable the portion of the affected community to discover safer environments.

- It is recommended to have a post-operation impact assessment or any study specific to the assistance provided. Evaluating the sustained impact on the sheltered population, the conditions of the evacuation centers post-distribution, and any challenges faced in maintaining adequate living conditions would contribute to future improvements in shelter responses.

- Requesting Imminent DREF allowed rapid actions for evacuations and awareness-raising, as well as preparing for temporary shelters and other emergency actions. However, it didn't contribute much for further immediate emergency response actions, likewise limited in terms of funding for emergency response. In urban/populated settings, response needs are exacerbated and further convoluted. It would be relevant to explore further IFRC emergency mechanisms for next similar disasters to further contribute to MRCS response capacity of such a large crisis (MDRMN019 DREF = only 17 per cent of MRCS total response funding for this crisis).

Challenges

- The number of households visited during the IFRC visit was very low as planning and communication for the field visit were not made adequately. The planned meeting with the Local Emergency Management Agency was canceled as the LEMA official had another emergency meeting to attend. Due to this, the monitoring team was not able to understand from LEMA the role of MRCS in the evacuation and other joint interventions, as well as the difference between the actual affected population vs. the anticipated one.



National Society Strengthening

Budget: CHF 28,346

Targeted Persons: 520

Assisted Persons: 544

Indicators

Title	Target	Actual
# of volunteers involved in the response operation insured	520	544
# of volunteers mobilized in the operation	520	544

Narrative description of achievements

- MRCS mobilized a total of 544 volunteers for their participation in the response efforts. Each volunteer received incentives (covering meals, and transportation costs) for their commitment and hard work during 5 days.

- MRCS ensured that the volunteers actively involved in the response were covered by insurance provided by IFRC support. This insurance served to protect the volunteers in the event of any unforeseen incidents during their service.

- MRCS conducted a comprehensive Lessons Learnt Workshop (LLW) on 26 to 27 September 2023 engaging the IFRC team visiting the project, at the Youth Training Center involving relevant representatives from the affected areas (24 participants included 16 female and 8 male). This workshop facilitated sharing of experiences, insights, and best practices to enhance future disaster response and preparedness efforts.



Key findings can be found in below Lessons Learnt and Challenges paragraph, but also in the Secretariat Services Section, as the IFRC Team was able to join, and integrated detailed lessons learnt into their findings.

Lessons Learnt

- MRCS successfully mobilized the volunteers in each of the 8 locations, particularly in areas with high risk of flooding. This broad volunteer network was essential for efficient response and support efforts.
- At some branches, the registered and trained volunteers were not available for immediate recruitment. The branches had to mobilize volunteers from branches closely located for the operation. In the future, branches shall update their volunteer data more regularly and develop plans for cross-branch volunteer mobilization to ensure immediate deployment.
- MRCS took steps to recharge satellite phone services, ensuring the availability of alternative communication tools in case of emergencies. This action was vital for maintaining communication in challenging situations.
- It was important to maintain the emergency stock and equipment for larger operations with the engagement of more than 500 volunteers and staff.

Challenges

- MRCS had insufficient personal protection equipment (PPE) for all the volunteers in the first place. Later with UNICEF support, MRCS provided the volunteers with PPE.
- In the last three flood events (4 July, 8 July, and 12 July 2023), water pumps emerged as the government's top priority and a nationwide high-demand resource. Unfortunately, the MRCS currently lacks any water pumps. The proposal is to secure at least two prepositioned water pumps to bolster government intervention during urban floods. This crucial need aligns with upcoming Water, Sanitation, and Hygiene (WASH) in Emergencies strategy for capacity building. MRCS will seek opportunities via resource mobilization efforts.



Financial Report

DREF Operation

FINAL FINANCIAL REPORT

MDRMN019 - Mongolia - Flood 2023

Operating Timeframe: 10 Jul 2023 to 30 Sep 2023

Selected Parameters			
Reporting Timeframe	2023/7-11	Operation	MDRMN019
Budget Timeframe	2023/7-9	Budget	APPROVED

Prepared on 30/Dec/2023

All figures are in Swiss Francs (CHF)

I. Summary

Opening Balance	49,427
Cash Contributions	-49,427
European Commission - DG ECHO	-49,427
Funds & Other Income	66,945
DREF Anticipatory Pillar	66,945
Expenditure	-59,654
Closing Balance	7,291

II. Expenditure by area of focus / strategies for implementation

Description	Budget	Expenditure	Variance
AOF1 - Disaster risk reduction			0
AOF2 - Shelter	29,072	28,880	192
AOF3 - Livelihoods and basic needs			0
AOF4 - Health			0
AOF5 - Water, sanitation and hygiene	5,181	3,885	1,296
AOF6 - Protection, Gender & Inclusion			0
AOF7 - Migration			0
Area of focus Total	34,253	32,765	1,488
SFI1 - Strengthen National Societies	29,497	26,878	2,618
SFI2 - Effective international disaster management			0
SFI3 - Influence others as leading strategic partners			0
SFI4 - Ensure a strong IFRC	3,195	11	3,184
Strategy for implementation Total	32,692	26,889	5,803
Grand Total	66,945	59,654	7,290

[Click here for the complete financial report](#)

Please explain variances (if any)

A total of CHF 66,945 was allocated from IFRC to support MRCS in early warning and actions regarding the imminent urban flood. By the end of the operation, an expenditure of CHF 59,654 had been recorded, representing 89 per cent utilization. The remaining balance of CHF 7,291 will be returned to the IFRC-DREF pot.

The budget difference between planned versus actual spending is due to exchange rates for cash assistance as well as procurement costs.

Contact Information

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

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[Click here for reference](#)

