

Mongolian Red Cross Society Shelter Training Report 24th to 26th May, 2014

1. Summary

There has not been any significant large scale emergency shelter responses in Mongolia in the recent years and there is therefore limited shelter response capacity and stock in country. However, flooding is common which does impact on shelter and it has been identified by the Governments National Emergency Management Agency (NEMA) and the Humanitarian Country Teams that Ulaanbaatar is exposed to a risk of being affected by a large scale earthquake. Consequently both NEMA and the HCT have been developing contingency plans around this scenario. The MRCS also include flood and earthquake scenarios as part of the current contingency plan dated 2011. As part of their current contingency plan Part 2 it's recommended to provide:

- Software: NDRT (setup, training, simulation)
- Materials/ hardware: Shelters (gers) with stove; warm clothes + blankets.

Last Sept 2013 a contingency planning workshop was held to develop the HCT plans in line with the IASC cluster architecture. NEMA also participated and had identified line Ministries responsible for each cluster. However, they had not completed their overall framework plan nor had the respective line ministries developed their individual plans. After the workshop the cluster plans of the HCT partners were revised and combined into an overall framework by OCHA and the RC's office. IFRC prepared the shelter cluster contingency plan.

Consequently a simulation was held by NEMA and the HCT on 21st to 22nd May to test their current emergency response tools and contingency plans. On the 20th May NEMA presented their overall framework protection plan but stated that individual line Ministries would take more time to develop their individual contingency plans. In such a scenario shelter and camp coordination were identified as major components of the response. Apart from the Government there are no significant providers of emergency shelter in Mongolia as there is not a large need. Consequently MRCS do not implement any significant shelter projects. However, IFRC are a large agency in shelter and based on the scenario of an earthquake in UB inevitably MRCS would deliver a large scale shelter project. As such, it was agreed with the National Society that training would be carried out to raise awareness and build capacity within the National Society and NEMA around shelter and settlements and also the IFRC role as IASC shelter cluster convener. The training was targeted at NHQ, NDRT and NEMA staff. IOM were also invited to raise awareness on camp coordination and management.

As a result the Mongolia Red Cross organised a Shelter Training 24 to 26th May immediately after the NEMA/HCT simulation exercise. This was with the technical support by DMU in KL, AP IFRC Zone and Mongolia Federation country delegation. This was the first shelter training ever to be conducted in Mongolia. The training was conducted with the funding support from Australian Red Cross Society.

Participants and facilitators at the Shelter Training in Terelj, Mongolia.



2. Objectives and Outputs from the training

To scale up the capacity of the disaster response teams by improving the members' skills and knowledge in shelter function during emergencies.

Be aware of how hazards and vulnerabilities effect shelter in your country:

- The group identified the most common hazards which affect the community and have impact on shelter as:
 1. Fires – hazard, probability, impact
 2. Floods
 3. Dzuds
 4. Earthquake
- The most likely events are floods, Dzuds or fire but the highest risk with regards shelter is a flood or large scale earthquake affecting the urban areas of Ulaanbaatar. This reflects the same understanding as NEMA and the HCT and their contingency planning activities. This is also reflected in the MRCS contingency plan dated 2011.
- MRCS contingency plan dated 2011, Scenario 1: Earthquake in UB area, with consideration of weather effect in case of winter. According to Mongolia Govt estimate, can affect 800,000 out of a population of 1.7 million in that area. Target: MRCS to assist 1000 households within the first 72hrs, with movement support, to assist another 4000 households in the first week
- The NEMA/HCT scenario is a shallow earthquake of 8.5 magnitudes on the Richter scale affecting the majority of Ulaanbaatar City and surrounding areas. Causing massive destruction across the city, electricity supply would have broken down, and all major city roads destroyed. 300,000 people would be affected, 20,000 houses destroyed and 35,000 houses damaged. Large number of casualties, injuries and destruction of homes, public buildings and infrastructure. Possible temperatures below minus 20 degrees Celsius.
- The complications around this scenario are the very large scale of the event in an urban environment and possibly combined with extreme cold conditions.

Define shelter in the country context:

- There are no significant providers of emergency shelter in Mongolia as normally there are few needs. Equally MRCS have not been involved in any significant shelter projects.
- However, IFRC are a large agency in emergency shelter and based on the scenario of an earthquake in UB inevitably MRCS would deliver a large scale shelter project.
- With regards country context technical and wider issues related to sheltering were presented and discussed. Particularly around health, well-being, protection and cross cutting issues.
- MRCS made a presentation around the health implications of people living in close proximity in collectives centres, camps, host families, etc.,

Be aware of the common shelter disaster response tools and mechanisms:

- The NS does not carry any emergency shelter stock such as tents, tarpaulins, tool kits. But they do carry household NFI's such as quilts, blankets, cloths, etc.
- The NS have worked on identifying and preparing ten collective centres around the city. These are ten schools which have each have been assessed as suitable to withstand the scenario earthquake and have the capacity and stock to sleep 200 people each.
- The NS is also working with NEMA and supported by British Red Cross and the Shelter Research Unit into developing technology needed for winter tents for the temperature range of Mongolia.
- As part of the training the common shelter disaster response tools were reviewed with regards to the country context: collective centres; host families; camps; family tents; tarpaulins; tool kits, cash, IEC materials, etc. This list was also used in the NEMA/HCT

<p>simulation exercise who identified possible 20% of the affected community would be housed with host families, then collective centres, camps and emergency repairs to damaged houses.</p> <ul style="list-style-type: none"> • The shape, form and use of Gers was discussed and compared to other options. • These were related to the duration families need support and the summer or winter season, etc. • The complexities of a response in a urban environment were considered with regards lack of services, rubble, different coping mechanisms, etc. • The complexities of a response in the temperature ranges in Mongolia, particularly the winter season Sept to May were considered. A priority was given to warm weather NFI's: cloths, blankets, sleeping mats/bags, etc. discussions were had on winterised tents, prefabricated units, etc. • It was emphasised that there is not one solution to fit all needs. The response should be based on needs of the community which depends on capacity, vulnerability and time. • Also recognising that collective centres and host families maybe the communities first response and should be supported. • Our response is an appropriate combination of climate appropriate NFI's, tents, tarpaulins, tools, timber based on rapid assessment of needs. • It was emphasised and agreed that any hardware the National Society provide should also be supported with awareness raising activities and distribution of IEC materials.
<p><i>Be aware of the standards used in shelter:</i></p> <ul style="list-style-type: none"> • Emphasis was given to the Sphere standards for shelter and NFI's. • Other common standards and best practice information was shared – held in resource materials: Shelter Kit Guidelines; Plastic Sheeting' guideline; Transitional shelter Guidelines. Selecting NFI's for Shelter; Host family Guidelines; Collective Centre Guidelines, etc.. • Standards and best practices were also discussed on cross cutting issues: gender; aged; disabled people; DRR; environment; protection (including child protection).
<p><i>Identify the role and function of shelter and its links with other disaster response components:</i></p> <ul style="list-style-type: none"> • National society NDRT/PDRT is trained in relief and assessments and this training complimented their skills and capacity building. • The training also complimented the existing work MRCS do with the collective centres and also the earthquake awareness rising in schools projects – by RC Youth. • Linkages were also made with regards the application of Sphere standards, cross cutting issues, etc. • Linkages were also made around the health implications of housing people in collective centres, camps and host families during summer and winter seasons.
<p><i>Be able to design and build appropriate temporary shelters or carry out temporary repairs for affected communities:</i></p> <ul style="list-style-type: none"> • Sphere standards and other technical guidance were used by the participants to develop their own emergency shelter designs. From the most basic immediate response (day 1) to more developed longer term response (for a period of weeks to few months). • Designs and photographs are held in annex 1 • It was recognised that these structures would not be suitable for the extreme winter temperatures, but the technics, processed and wider issues of space, protection, etc, were expressed in the designs.
<p><i>To further disseminate the Federation role in the shelter cluster within the humanitarian reform: Implementation at country level:</i></p> <ul style="list-style-type: none"> • Presentations were made on the operational roles of the National Society and coordination roles of the Global Shelter Cluster convened by IFRC.

- Presentation was given on the global role of the IFRC in shelter related to the MOU with OCHA dated 2005.
- There is an existing inter-agency structure around the cluster architecture and IFRC are identified as the lead agency for shelter and IOM for camp coordination and management. Contingency plans for each have been developed and will be revised following the simulation exercise of 21st to 22nd May 2104. Most of the NEMA staffs were asked to attend this training due to the output of this simulation.
- During the simulation exercise the CCCM and shelter clusters worked in most cases jointly to identify needs, response tools and develop the strategy.
- Discussions were held with the National Society, delegation and IOM concerning the required ongoing activities around engagement etc. needed for the contingency planning process. It was agreed that while individually none of the organisations had significant in country capacity were possible they would collaborate and cooperate. IOM would probably take more of a lead during the preparedness phase with technical support from IFRC when needed. However, in the case of a large scale response both clusters would activate, however, as with the simulation inevitably they would also be closely linked and share resources.

3. Methodologies:

The workshop was conducted using different training methodologies and tools;

- 1) Group discussions
- 2) Practical exercises
- 3) Plenary/sphere designing sessions and
- 4) Feedback and analysis provided by facilitators as well as by participants themselves through group evaluations to their shelter set-up skills.

4. Feedback from the participants

- 1) Participants from NEMA expressed that standards and guidelines that was introduced during training was very useful for their work.
- 2) Mixing desk study\information with practical exercise helped them to increase their knowledge about shelter standards.
- 3) Training materials and information provided were easy to understand not overly complicated which allows participants to apply their knowledge to practical exercises.
- 4) Helped participants to strengthen their team building.

5. Recommendations

The following recommendations were agreed with the National Society:

Shelter operations:

- 1) All training materials and references will be shared with MRCS who will translate parts and share as requested to NEMA.
- 2) Coordination between MRCS, British Red Cross/Shelter Research Unit and IFRC will be developed in support of the research on winter sheltering solutions.
- 3) Where required and requested by MRCS support will be provided on any future revision of their contingency plans with regards shelter.

- 4) Where required and requested by MRCS further support will be provided on capacity building in shelter and settlements.
- 5) More information will be provided on PASSA – participatory approach to safer shelter awareness for possible consideration as part of community based disaster risk reduction programmes.
- 6) Compile videos of training and publish for future reference.

IASC Shelter Cluster Convener

- 7) The IASC shelter cluster contingency plan will be revised based on the output of the simulation exercise and the training.
- 8) The contingency plans will be shared with IOM to ensure the assumption and responses are consistent.

6. Contents of the workshop:

Agenda was as follows:

Sat 24th May	Sun 25th May	Mon 26th May
Day 1	Day 2	Day 3
Opening ceremony	Review day 1 and plan day 2	Review day 2 and plan day 3
Introduction: expectations, objectives	Shelter and health	Camp management
RCRC role	Shelter programme options	Collective centres
Defining shelter	Climate and shelter	Group review/debrief (dismantle)
Standards and guidelines	Winterisation	Evaluation and wrap-up
Sphere exercise	Videos showing methods to brace frames and fix tarps	
Hazards and vulnerabilities	Emergency shelter design	
EQ scenario definition	Practical exercise: construction of temporary shelter, latrine, water storage tank, tents	

7. Participants list

No	Name	Work\Position	Phone number	Email address
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Annex

Emergency Shelter Training Photos, MRCS















