

Final report



International Federation
of Red Cross and Red Crescent Societies

Mongolia: Severe winter

Emergency appeal n° MDRMN004
GLIDE n° CW-2010-00010-MNG
Final report
1 April 2011

Period covered by this Final Report: 29 March to 31 October 2010

Appeal target (current): CHF 1,312,670

Final Appeal coverage: 100%;

[<click here to go directly to the final financial report, or here to view the contact details>](#)

Appeal history:

- This Emergency Appeal was initially launched on 29 March 2010 seeking CHF 1,062,295 (USD 991,697 or EUR 744,243) in cash, kind, or services to support the Mongolian Red Cross' initiative to extend relief operation to eight more provinces reaching 13,600 beneficiaries as well as to facilitate early recovery efforts of *dzud*-affected herders in five provinces.
- CHF 100,000 was initially allocated from the Federation's Disaster Relief Emergency Fund (DREF) to support the national society in its initial response.
- The appeal was revised on 27 September 2010 to reflect plan of action developed for additional funding which became available late in September.



Red Cross support was directed only to those who were most severely affected by *dzud* and belong to specific socially vulnerable category. IFRC

Summary: The severe 2009/2010 winter resulted in what is locally known as *dzud*, a slow-on-set disaster which devastated the livelihood of thousands of herding families due to its severity and extended period over almost six months, leaving herders desperate and exhausted, and left thousands of subsistence herder families with no means to live. The Red Cross response with a focus on relief and livelihoods was targeted at families who lost everything due to the disaster only.

This emergency appeal was successfully completed, accomplishing all objectives aimed. Target funding was fully covered thanks to all partners who provided their generous support for the Mongolian Red Cross Society (MRCS)/ International Federation of Red Cross and Red Crescent Societies (IFRC) initiatives to be materialized and delivered in a most effective way to the disaster affected population.

Within this operation, MRCS was able to assist 1,800 herding families (approximately 7,200 individuals) in maintaining minimum level of subsistence through basic food supply and provision of essential non-food items.

Further, livelihood restoring efforts were directed by providing cash disbursement for 1,100 herding families. The monies served as a means to support cash-flow in the families reducing risks of falling victim to a cycle of debt and need which would have worsened already difficult social conditions.

Finally, within this operation, MRCS was able to replenish its emergency stock for 1,300 households and increased its capacity to better respond to immediate needs of communities which are prone to adverse effects of severe winter frequently affecting Mongolia and its rural population that is mainly dependant on traditional livestock herding.

All activities planned are complete and this report is final in terms of narrative, with an final financial report attached.

Partners who made contributions to the appeal include American Red Cross, Australian Red Cross/ Australian government, British Red Cross, Canadian Red Cross/ Canadian government, Danish Red Cross, Finnish Red Cross, Hong Kong branch of the Red Cross Society of China, Icelandic Red Cross, Japanese Red Cross, Monaco Red Cross, Netherlands Red Cross/ Netherlands government, Norwegian Red Cross, OPEC Fund for International Development, Swedish Red Cross/ Swedish government and the French government., as well as various private donors.

IFRC, on behalf of Mongolian Red Cross Society, would like to thank all partners for their generous response to this appeal.

The situation

Winter in late 2009 and early 2010 as well as the following spring were extremely harsh for the herding communities of Mongolia who represent approximately 30 per cent of the country's population. According to the Mongolian government as of May 2010, up to 8.4 million heads of livestock perished due to the extreme weather conditions throughout 175 *soums*¹ in 18 provinces.



Carcasses and animals which survived the dzud in Uvs province. Photo: MRCS

Approximately, 770,000 herders/individuals were affected, out of which 43,500 herders were left without a single animal and 164,000 other families lost more than half of their livestock. The Mongolian Government has to-date indicated that more than 1,400 herder households have relocated to urban areas.

The Mongolian government declared a state of disaster in 15 of the country's 21 provinces. The National Emergency Management Agency (NEMA), the government's focal disaster response and relief agency, prioritized *dzud*-affected areas into categories based on severity of conditions: disastrous, under *dzud*, severe wintering and normal wintering. Further, the Mongolian government appealed to the general population and international community to assist those affected by the disaster. As a result different interventions such as the distribution of hay and fodder, food assistance, distribution of non-food items, cash grants, psychosocial support and health check-ups were organized.

The summer months have been unusually dry and relevant Mongolian government agencies as well as agencies of the United Nations have expressed fear that the coming winter will also present significant challenges for herding families throughout Mongolia.

¹ A *soum* is the second level of administrative subdivision below the provinces, roughly comparable to a county in the USA. Each *soum* is again divided into *bags*.

Red Cross and Red Crescent action

Achievements against outcomes

Overview

MRCS started its response to the *dzud* in December 2009 when the first losses of livestock as a result of the disaster were reported by its midlevel branches. Its operation was expanded with funding allocated from IFRC's Disaster Relief Emergency Fund made in January 2010, which assisted 1,200 most severely affected herders, among them, focusing on socially vulnerable groups with food aid and essential non-food items. Due to the scope of this severe climatic condition that covered almost the entire country and prolonged period of for almost six months as well as its devastating impact on food security, health, psychological well-being and livelihoods, MRCS decided to expand its relief operation to eight more provinces and start to fundraise for livelihoods and early recovery support. An Emergency Appeal was subsequently launched on 29 March 2010 to support MRCS's plan and operation.

Relief distributions (food and basic non-food items)	
Outcome: To ensure up to 1,800 herder families (7,200 people) in eight provinces (Bayankhongor, Dundgobi, Khentii, Khovd, Sukhbaatar, Tuv, Umnugobi, and Uvs) receive essential food and non-food items to meet their immediate needs for up to three months	
Output	Activities completed
1,800 vulnerable families (7,200 people) are assisted in maintaining a minimum level of subsistence.	<ul style="list-style-type: none"> • Developed selection criteria of beneficiaries; • Identified and register most affected herder families; • Procured food and non-food items in accordance with IFRC procurement standards; • Distributed food and non-food items to identified beneficiaries; • Continuously monitored the relief activities and reporting on relief distributions; • Conducted ongoing assessments and review support strategies; • Organized an impact evaluation including beneficiary consultation at the end of the operation.

Impact: This relief operation was complementary to the DREF: Cold waves operation (MDRMN003) which targeted 1,200 most vulnerable herder families in five provinces that were severely hit by *dzud* disaster already in January. By the time assistance was delivered to those five provinces winter situation had seriously deteriorated in other areas requiring immediate humanitarian intervention for a further 1,800 families across the eight identified provinces.

All activities planned in line with the set objective were successfully completed. Surveys of the affected population were conducted and completed in a timely manner. Coordination with local and national authorities was pursued to minimize duplication.

The selection of targeted *soums* was primarily based on a data disaggregated by the central NEMA office and shared with partners. However, because NEMA provided information that was classified based on animal loss levels, MRCS, through its extensive network of branches, collected complementary data that allowed inclusion of socially vulnerable groups.

Core criteria developed to identify the target beneficiaries were:

- Herding households who have lost all animals
- Herding households with no source of income except animal husbandry
- Herding households with members from socially vulnerable groups (elderly above 70, more than 3 children under 16, single parent, people with mental and physical disabilities).

The actual identification and registration process was carried out by the Red Cross mid and primary level branches jointly with local authorities as well as involving community representatives through setting up a local committee which has been overseeing the entire relief aid process.

The content of the relief assistance has been developed based on the outcomes of previous experience of MRCS and feedback from herder families during rapid needs assessment conducted early in January 2010.

As always, Sphere standards were adhered to in the planning process where the standard relief package for each beneficiary family was finalised as:

Food parcel (for 3 months)		Non-food parcel	
Item	Quantity per family	Item	Quantity per family
Wheat flour	75kg	Warm coat for adult	1
Rice	15kg	Warm coat for children	1
Sugar	3kg	Working boots for adult	1 pair
Cooking oil	3 litres	Working boots for children	1 pair
Salt	3 kg		
Tea	3 blocks		

The National Society, with technical support from IFRC's country office and regional technical unit has successfully carried out procurement of relief aid, a comprehensive process which involves multiple steps and are taken to ensure that IFRC procurement and logistics procedures are observed and fully adhered to.

By mid-July all distributions were completed with details as follows:

No	Province	# of <i>soum</i>	# of herding households	Dispatched date	Starting date	End date	Reported date
1	Khentii	8	183	12 June	14 June	30 June	20 July
2	Tov	15	382	21 June	22 June	08 July	
3	Omnogboi	13	130			02 July	
4	Dundgobi	5	133			25 June	
5	Sukhbaatar	6	90				
6	Uvs	10	282				
7	Khovd	15	350				
8	Bayankhongor	20	250				
	Total:	92	1,800				

At each targeted province and *soum*, the branch, jointly with local authorities organized a ceremony to distribute the items to provide transparency and accountability to the beneficiaries. To the beneficiaries who have no means to access the distribution point the local authorities took it upon themselves to have the items delivered.

MRCS implemented a spot-check monitoring mechanism on the distribution process at randomly selected *soums*. In order to receive the relief parcel each beneficiary was required to bring their identification card and verify it with the originally collected household name list and sign the beneficiary note upon receipt.

Challenges: Even with the existence of a strong volunteer network and mid and primary level branches in every corner of the country, the identification and registration of beneficiaries was the most time-consuming process due to the vast territory affected by *dzud* and sparsely populated herding families. In order to overcome these challenges that were raised already during the DREF: Cold waves operation, the MRCS headquarters appointed a staff member to be fully responsible for the data collection and analysis in the selected five provinces. The comprehensive survey template that was developed during previous operation has been used to systematize prioritization of *soums* and identification of households.

Livelihoods

Outcome: Up to 1,100 families (5,500 people) who have lost their livestock will be assisted in recovery and in building resilience for a period of up to six months.	
Output	Activities planned
1,100 most affected herder families (5,500 people) have improved means of livelihood	<ul style="list-style-type: none"> • Conduct a detailed assessment to define livelihood needs and capacity; • Study the capacity of MRCS and IFRC to deliver a variety of livelihood initiatives such as cash grants, cash for work and other recovery initiatives for vulnerable families reinforcing economic and social security; • Finalize the modalities and means for supporting livelihood continuity; • Develop selection criteria of target locations;

	<ul style="list-style-type: none"> • Develop beneficiary identification strategy and registration system with herder families for delivery of identified assistance; • Distribute resources according to plans emanating from the livelihoods assessments; • Awareness and sensitization of social services for families who have migrated to urban centers; • Share best practices between herder families; • Monitor and evaluate the activities; and • Develop an exit strategy.
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Whilst in the original appeal and operational plan it was anticipated that there would be an emergency health intervention, the slow provision of funding to the appeal meant that the intended actions were not available on time to deliver assistance to the families. This was fully explained in the revised emergency appeal issued in September. Therefore, the present activities on livelihood have incorporated the additional funding originally allocated for health.

Impact: The detailed needs assessment that was carried out in April jointly by MRCS, IFRC, British Red Cross and United Nation's Food and Agriculture Organization recommended the following types of intervention in order to reduce impact of *dzud* on livelihood of substitute herders:

- Provide cash grants to severely affected by *dzud* families
- Encourage the formation of cooperatives among herding families
- Increase knowledge and skills on animal husbandry
- empower the herding community through health promotion and disease prevention using MRCS' existing resources.

The IFRC livelihood restoring efforts were directed to cash grants disbursement which was one of the most pertinent and effective ways to help these families reactivate their shattered lives. A team chaired by an experienced disaster management delegate was set up and summary plan of action was prepared. The findings were shared and advocated to partners and as a result the MRCS has started bilateral projects focusing on needs mentioned above.

Outcome: Up to 1,100 herding families (4,800 people) who have lost their livestock will be assisted in recovery and resilience building.

Output: Up to 1,100 most vulnerable herding families will receive a cash grant of MNT 325,000 to spend on the most urgent needs such as education, health, livelihood support, food security and animal care.

Key activities:

- Gap Analysis of targeting against prioritization of *dzud*-affected provinces and *soums*;
- Development of beneficiary categories and establishment of selection criteria;
- Investigation of linkages to other existing programmes of the MRCS and partner NGOs and international organizations;
- Development of standard operational procedure for cash distribution;
- Development of financial procedures and controls;
- Establishment of monitoring system/mechanism for cash distribution;
- Training for monitors;
- Post-distribution (DREF operation) monitoring and revalidation of beneficiary names;
- Consolidation and approval of beneficiary lists;
- Financial authorization, transfers and documentation;



Trained monitors are interviewing DREF: Cold waves operation recipient to verify personal information, assess the family's current situation and confirming the eligibility for cash grant. MRCS

- Beneficiary notification;
- Withdrawal of cash grants;
- Post-distribution monitoring;
- Report writing and follow-up.

The operation was completed successfully with 1,100 most vulnerable herding families in five provinces (Arkhangai, Gobi-Altai, Khuvsgul, Uvurkhnagai and Zavkhan) benefited from the cash disbursement avoiding a risk of falling into a cycle of debt and need which would have worsen already difficult social conditions.

The number of beneficiary families was adjusted to 1,100 families (compared to originally planned 1,200) following the careful process of verification of beneficiary eligibility which was done during pre-distribution monitoring stage. Accordingly, the cash grant per family was slightly increased up to MNT 325,000 (approximately USD\$240).

The post-distribution monitoring findings have shown that the beneficiaries have mostly used the cash grant for purchasing animals which is an only way to secure food supply, cash-flow and further, livelihood. Also, it has been reported by many of cash recipients that monies were used to cover medical expenses as well as educational fees.

Challenges and constraints:

Again, overall effectiveness of the operation has been hindered by geographical and economic circumstances such as sparsely populated territory, road conditions, lack of infrastructure, lack of reliable means of communication to contact beneficiaries and some other challenges posed by nomadic lifestyle.

Disaster preparedness and risk reduction

Outcome: To enhance the MRCS capacity to assist 1300 families in future disasters	
Output	Activities completed
The MRCS is able to assist 1,300 families with immediate disaster response actions such as provision of essential non-food items and shelter parts	<ul style="list-style-type: none"> • Identification of the most appropriate relief items considering likelihood and impact of disasters in Mongolia • Procurement of stocks following IFRC logistics and procurement procedure • Temporary storage • Transportation to the seven regional disaster preparedness centers for the deployment of the articles as needs arise.

The stocking of crucial relief items for future calamities enables the Mongolian Red Cross (MRCS) to respond to the emergency needs of the affected population in a timely manner. The IFRC country office for Mongolia has closely supported the procurement process in order to ensure that IFRC standard logistics procedures have been followed and adhered fully. The following items have been procured and prepositioned in the MRCS' seven regional disaster preparedness centers (Darkhan-Uul, Dornod, Bayan-Ulgii, Gobi-Altai, Gobi-Sumber, Arkhangai provinces and Ulaanbaatar city).

No:	Items	Amount (procured)
1	Blankets	1,300 pieces
2	Mattress	1,300 pieces
3	Warm clothes for adults	1,300 sets
4	Warm clothes for children	1,300 sets
5	Boots for adults	1,300 pairs
6	Boots for children	1,300 pairs
7	Warm gloves	1,300 pairs
8	Ger felt	1,100 pieces
9	Ger canvas	1,100 pieces
10	Ger	40 sets
11	Wheat flour (25 kgs)	2,800 sacks

The original operational deadline for this funding was 30 October. However, the funding was not fully spent due to an advantageous market price fluctuation for commodities which resulted in a small surplus. As such, the operation was extended for a month to allow for the purchase of wheat flour which is one of the essential commodities for Mongolian families, and with efficient logistic processes an additional 2,800 sacks of 25kg each were purchased for affected families.

Challenges and constraints:

In general, the procurement process has been smooth and timely. However, overall effectiveness of the procurement, storage and transportation has been hindered by different factors both external (limited number of suppliers, insufficient capacity and reliability of suppliers) and internal (insufficient human resource, inadequate procedures, lack of warehouse etc).

How we work

All IFRC's 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.

The IFRC's work is guided by [Strategy 2020](#) which puts forward three strategic aims:

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

Contact information

For further information specifically related to this operation please contact:

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Please send all pledges of funding to: zonerm.asiapacific@ifrc.org

**<Final financial report below;
click here to return to the title page>**

MDRMN004 - Mongolia - Severe Winter

Appeal Launch Date: 29 mar 10

Appeal Timeframe: 29 mar 10 to 31 oct 10

Final Report

Selected Parameters	
Reporting Timeframe	2010/3-2011/7
Budget Timeframe	2010/3-2010/10
Appeal	MDRMN004
Budget	APPEAL

All figures are in Swiss Francs (CHF)

I. Consolidated Funding

	Disaster Management	Health and Social Services	National Society Development	Principles and Values	Coordination	TOTAL
A. Budget	1,312,670					1,312,670
B. Opening Balance	0					0
Income						
<u>Cash contributions</u>						
American Red Cross	149,635					149,635
Australian Red Cross (from Australian Government)	233,975					233,975
British Red Cross	73,746					73,746
Canadian Red Cross (from Canadian Government)	53,175					53,175
China Red Cross, Hong Kong branch	28,767					28,767
Finnish Red Cross	57,307					57,307
French Government	36,030					36,030
Great Britain - Private Donors	492					492
Icelandic Red Cross	30,000					30,000
Japanese Red Cross	35,100					35,100
Monaco Red Cross	13,445					13,445
Netherlands Red Cross (from Netherlands Government)	72,275					72,275
Norwegian Red Cross	33,312					33,312
On Line donations	5,743					5,743
OPEC Fund For International Development	258,665					258,665
Swedish Red Cross	43,661					43,661
Swedish Red Cross (from Swedish Government)	190,941					190,941
Switzerland - Private Donors	200					200
Unidentified donor	-3,907					-3,907
United States - Private Donors	108					108
C1. Cash contributions	1,312,669					1,312,669
<u>Other Income</u>						
Balance Reallocation	-2,514					-2,514
C4. Other Income	-2,514					-2,514
C. Total Income = SUM(C1..C4)	1,310,155					1,310,155
D. Total Funding = B + C	1,310,155					1,310,155
Appeal Coverage	100%					100%

II. Movement of Funds

	Disaster Management	Health and Social Services	National Society Development	Principles and Values	Coordination	TOTAL
B. Opening Balance	0					0
C. Income	1,310,155					1,310,155
E. Expenditure	-1,310,155					-1,310,155
F. Closing Balance = (B + C + E)	0					0

International Federation of Red Cross and Red Crescent Societies

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Budget Timeframe	2010/3-2010/10
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III. Consolidated Expenditure vs. Budget

Account Groups	Budget	Expenditure					TOTAL	Variance
		Disaster Management	Health and Social Services	National Society Development	Principles and Values	Coordination		
A							B	A - B
BUDGET (C)		1,312,670					1,312,670	
Relief items, Construction, Supplies								
Shelter - Relief	121,950	115,593				115,593	6,357	
Clothing & textiles	305,875	297,970				297,970	7,905	
Food	98,225	118,004				118,004	-19,779	
Medical & First Aid	31,300	31,235				31,235	65	
Other Supplies & Services	273,520	2,869				2,869	270,651	
Cash disbursement		268,334				268,334	-268,334	
Total Relief items, Construction, Supplies	830,870	834,004				834,004	-3,134	
Land, vehicles & equipment								
Vehicles	45,000	44,919				44,919	81	
Computers & Telecom	8,828	5,850				5,850	2,978	
Office & Household Equipment	2,810	4,630				4,630	-1,820	
Total Land, vehicles & equipment	56,638	55,400				55,400	1,238	
Logistics, Transport & Storage								
Storage	14,063	2,462				2,462	11,601	
Distribution & Monitoring	37,000	45,899				45,899	-8,899	
Transport & Vehicle Costs	14,710	15,394				15,394	-684	
Total Logistics, Transport & Storage	65,773	63,755				63,755	2,018	
Personnel								
International Staff	82,000	82,710				82,710	-710	
National Staff	45,000	43,279				43,279	1,721	
National Society Staff	27,750	28,559				28,559	-809	
Total Personnel	154,750	154,548				154,548	202	
Consultants & Professional Fees								
Consultants		15,904				15,904	-15,904	
Professional Fees	30,885	5,165				5,165	25,720	
Total Consultants & Professional Fees	30,885	21,069				21,069	9,816	
Workshops & Training								
Workshops & Training	6,000	7,841				7,841	-1,841	
Total Workshops & Training	6,000	7,841				7,841	-1,841	
General Expenditure								
Travel	64,000	67,774				67,774	-3,774	
Information & Public Relation	5,256	1,447				1,447	3,809	
Office Costs	6,000	1,701				1,701	4,299	
Communications	8,640	9,695				9,695	-1,055	
Financial Charges		624				624	-624	
Other General Expenses	3,585	169				169	3,416	
Total General Expenditure	87,481	81,410				81,410	6,071	
Indirect Costs								
Programme & Service Support	80,273	79,172				79,172	1,101	
Total Indirect Costs	80,273	79,172				79,172	1,101	
Pledge Specific Costs								
Earmarking Fee		8,156				8,156	-8,156	
Reporting Fees		4,800				4,800	-4,800	
Total Pledge Specific Costs		12,956				12,956	-12,956	
TOTAL EXPENDITURE (D)	1,312,670	1,310,155				1,310,155	2,515	
VARIANCE (C - D)		2,515				2,515		