

# Operations update



International Federation  
of Red Cross and Red Crescent Societies

## Mongolia: Severe winter

Emergency appeal n° MDRMN004  
GLIDE n° **CW-2010-000010-MNG**  
Operations update n° 2  
27 May 2010

**Period covered by this Ops Update:** 23 April to 20 May 2010

**Appeal target (current):** CHF 1,062,295

**Appeal coverage:** 71%

[<click here to go directly to the updated donor response list, or here to contact details>](#)

### Appeal history:

- This Emergency Appeal was launched on 29 March 2010, seeking CHF 1,062,295 for six months period in order to assist 13,600 beneficiaries in 13 provinces whose vulnerability and needs have dramatically increased due to the seriousness of the climatic and social situation and its worsening.
- **Disaster Relief Emergency Fund (DREF):** CHF 100,000 (USD 93,924 or EUR 70,006) was allocated from the Federation's DREF to support the national society in this operation. Unearmarked funds to replenish DREF are encouraged.



Mr. Ganbaatar's family was entitled to food and non-food assistance from the DREF cold waves operation in March 2010 because the family has lost all the animals that belonged to them as well as those they were herding for a wage. In addition, the family has more than 3 children under 16 and mother is breastfeeding. During IFRC visit in April, it was reported that their food reserve will be enough until mid May and after that, the family will have no other solution to feed their children. Left without a single animal in the yard and having no alternative livelihood option, the parents were more than devastated about their children's future but hide their emotions and worries to keep the family atmosphere warm and happy.

Photo: Javier Barrera/IFRC

**Summary:** Since December 2009, Mongolia has been experiencing an unprecedented cold and prolonged winter, preceded by a dry summer and followed by an unstable spring with well below average temperatures and snow storms.

The major consequence of these extreme weather conditions locally known as “*dzud*” includes but is not limited the destruction of the herding population’s livelihoods in 19 of the 21 provinces in the country. The latest official reports indicate that around 8.500 households or 45,000 individuals have been left without animals and face a grim future in the coming months. More than 8.5 million heads of livestock are reportedly lost.

In response to the current crisis, and as requested by the Mongolian Red Cross Society, the International Federation of Red Cross and Red Crescent Societies (IFRC) launched an emergency appeal to support the most affected herders with relief distributions, health education, psychosocial support and livelihood options in 13 selected provinces. During this reporting period, the beneficiary selection and registration process in eight provinces were carried out. Also, the procurement process of food and non-food items has started and will be completed by the end of May.

Based on findings from the detailed needs assessment completed in April 2010, a plan of action which includes the process and standards of Red Cross activities in selected areas was completed and is being implemented. As of 27 May 2010, the funding coverage for the appeal is 71 per cent against the appealed budget.

Partners which have made contributions to the appeal to date include American Red Cross, British Red Cross, Canadian Red Cross, Finnish Red Cross, Hong Kong branch of the Red Cross Society of China, Japanese Red Cross and Swedish Red Cross/ Swedish government, Netherlands Red Cross/ Netherlands government and the French government.

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

## The situation

The rural population of Mongolia, consisting mainly of nomadic herding communities, suffered severely under extended and extreme winter weather conditions that have impacted the country. The situation is further exacerbated by environmental degradation as a result of the excessive grazing of limited pastures in some areas and severe winter conditions. The *dzud* is a natural phenomenon that describes these extreme weather conditions which can see a sharp drop of temperature and recurrent and prolonged snowfall that has a devastating effect on the livelihood of herders by causing a serious loss of livestock as well as affecting their own health. Herding is the main livelihood for 80 per cent of the rural community throughout Mongolia. The herding practices have been followed through generations and most families involved are subsistence herders whose animals provide hope and security for present and future generations.

As of May 2010, according to the National Emergency Management Agency (NEMA), the government’s focal disaster response and relief agency, loss of livestock throughout the country has reached up to 8.5 million, which is almost 20 per cent of the total livestock population (43.6 million) documented before the onset of the disaster.

The latest available report from the government and United Nations in Mongolia indicates that the following:

Population directly affected by the <i>dzud</i> (disaggregated data from 165 villages in 15 affected provinces)		
Affected population	Total population	769,106: of which <ul style="list-style-type: none"> <li>• 43,555: herders who have lost all livestock:</li> <li>• 163,780: herders who lost half their livestock or more</li> </ul>
	Total households	217,144
	Children under 18 years	279,609 (36% of total affected population) of which <ul style="list-style-type: none"> <li>• 18,048: children in dormitories: 18,048</li> <li>• 77,621: children under 5</li> </ul>
	Elderly aged 60 and above	44,260 (6%)
	Pregnant women	8,711 (1%)

While *dzud* is commonly believed to be a “winter disaster”, its worst impact is felt in the following spring and summer. Currently, the most obvious problems the affected communities face are:

- Loss of livelihoods
- Food insecurity
- Psychological trauma
- Risk of mass migration from rural areas to the cities in search of alternative employment
- Health risks increased due to carcasses buried inadequately

The government anticipates a potential mass migration of more than 20,000 people, and with the United Nations Human Settlements Programme (UN Habitat), has identified potential land space for migrants, although it has acknowledged the challenges it faces in the provision of basic social services.

## Coordination and partnerships

Overall coordination of the disaster response is maintained by the Mongolian government, with the National Emergency Management Agency (NEMA) taking the lead in disasters and public health emergencies. The agency and its departments at all administrative levels are arranging inter-governmental assistance as well as domestically raised support.

The international donor community response has been coordinated by the United Nations (UN) resident office in Mongolia as requested by the Mongolian government. Accordingly, the UN has established cluster groups on survival, health/nutrition (led by UNICEF), education (led by UNICEF), agriculture/food (led by Food and Agriculture Organization - FAO), and early recovery (led by UNDP) to enhance the effectiveness of international donor community support.

On 12 May 2010, the UN and its partner agencies launched an interagency appeal for USD 18,150,794. The appeal has three strategic objectives: first, to address the most critical humanitarian needs of the vulnerable groups and institutions for the period between May 2010 and April 2011; second, to address the protracted humanitarian and early recovery needs of the affected population by means of livelihood-based humanitarian programming to prevent further or renewed deterioration into a humanitarian emergency; and third, to put in place preparedness, disaster risk-reduction and contingency planning in anticipation of worsening conditions or to deal with other disasters.

The appeal is targeted at two main groups: herders and their families (approximately 749,000 individuals) who will remain in rural areas, and those who, for their own survival following the impact of the *dzud*, are predicted to migrate to urban and peri-urban areas (at least 20,000 people) where they will face employment challenges and have limited access to basic social and health services. Also, it focuses on limiting further livestock losses, providing immediate income-generation opportunities and creating alternative livelihoods.

The Mongolian Red Cross Society (MRCS), with support from IFRC, is ensuring that its activities are appropriately coordinated with the *dzud* response efforts made by other government and international organizations.

## Red Cross Red Crescent action

### Overview

MRCS was one of the first organizations to react when winter conditions started to worsen and livestock losses were reported. First, emergency stocks prepositioned at the national headquarter, and branch offices as well as at the regional disaster preparedness centres were distributed to the herders. The National Society subsequently requested for assistance from the IFRC Disaster Relief Emergency Fund (DREF) and received funding of CHF 400,000 to assist 1,200 most vulnerable households in five most severely affected provinces. The MRCS jointly with IFRC has conducted rapid assessment which helped to define scope and type of the support towards *dzud* affected herding population.

However, because of the deteriorating weather conditions and its damage to the livelihood, health, food security of the affected population the National Society came to a decision to extend the scope of its support and launched this emergency appeal. This was followed by detailed needs assessment that aimed at prioritize needs, define means and modalities of the Red cross intervention.

### Progress towards objectives

#### 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 planned
1,800 vulnerable families (7,200 people) are assisted in maintaining a minimum level of subsistence	<ul style="list-style-type: none"> <li>• Develop selection criteria of target locations;</li> <li>• Develop selection criteria of beneficiaries;</li> <li>• Identify and register most affected herder families;</li> <li>• Procure food and non-food items in accordance with IFRC procurement</li> </ul>

	standards; • Distribute food and non-food items to identified beneficiaries; • Continuously monitor the relief activities and reporting on relief distributions; • Conduct ongoing assessments and review support strategies; • Organize an impact evaluation including beneficiary consultation at the end of the operation.
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### Progress:

During this reporting period the MRCS was able to complete identification and registration of beneficiaries according to the selection criteria that was developed at the Headquarters in close consultation with the branch representatives and community members.

Criteria for choosing target soums<sup>1</sup> within the selected provinces were based on the government data. All the targeted soums were classified by the National Emergency Management Agency as having been under disaster and *dzud*<sup>2</sup>, highest levels of affectedness by the extreme winter conditions.

### Target locations:

- 20 soums in Bayankhongor province: Bayanbulag, Bayanlig, Galuut, Zag, Bayangovi, Bumbugur, Baidrag, Jinst, Shinejinst, Bayan-Ovoo, Bayan-Undur, Shargaljuut, Bayantsagaan, Gurvanbulag, Erdenetsogt, Baatsagaan, Bogd, Buutsagaan, Hureemara, Ulziit.
- 15 soums in Khovd province: Altai, Bulgan, Darvi, Must, Mankhan, Myangad, Chandmani, Uyench, Khovd, Zereg, Tsetseg, Erdenebulgan, Duut, Jargalant, Buyant.
- 14 soums in Tuv province: Altanbulag, Buren, Arkhust, Argalant, Delgerkhangai, Sergelen, Bayandelger, Erdensant, Bayan-Unjuul, Mungunmorit, Bayantsagaan, Bayanchandmani, Batsumber, Zuunmod.
- 10 soums in Uvs province /Turgen, Ulaangom, Naranbulag, Undurkhangai, Zuunkhangai, Hyargas, Sagil, Zuungovi, Umnugovi, Tarialan.
- 5 soums in Sukhbaatar province: Khalzan, Ongon, Tumentsogt, Bayandelger, Uulbayan
- 8 soums in Khentii province: Umnudelger, Kherlen, Dadal, Binder, Bayan-Ovoo, Bayan-Adraga, Norovlin, Tsenkhermandal.
- 5 soums in Dundgovi province: Saikhan-Ovoo, Erdenedalai, Khuld, Saikhantsagaan, Delgerkhangai.
- 12 soums in Umnugovi: Tsogt-Ovoo, Dalanzadgad, Khankhongor, Tsogttsetsii, Bayandalai, Khurmen, Bayan-Ovoo, Servei, Mandal-Ovoo, Manlai, Nomgon, Khanbogd.

### Selection criteria for beneficiaries:

Herding households who have lost all animals		<b>4,567</b>
Herding households who have no source of income except animal husbandry		<b>3,197</b>
Socially vulnerable groups	Single parent herding households	<b>240 out of 3,197</b>
	Herding households with disabled member(s)	<b>597 out of 3,197</b>
	Herding households with elderly left alone	<b>383 out of 3,197</b>
	Herding households with more than children under 16	<b>352 out of 3,197</b>

The most affected herder's families have been identified according with the selection criteria and registered by MRCS branches in conjunction with local municipality. Click [here](#) for specific plan for distributions (Annex 1).

The National Society, with technical support from IFRC's regional logistics unit has started the procurement process of relief items. A senior procurement officer from the Asia Pacific zone office has been deployed to the country. The purpose is to ensure that IFRC procurement and logistics procedures are observed and fully adhered to during the procurement process. In addition, the senior officer will support the National Society in developing an effective and efficient procurement and distribution plans. The household name lists collected from areas where other agencies in Mongolia have completed relief distribution were cross checked at the National Society's headquarters to avoid overlapping of assistance. Also, it was reported that local municipalities endeavour to stretch the limited resources and assistance over the high number of people that require lifesaving support. Therefore, locally, the Red Cross branches jointly with the authorities ensure that beneficiary selection process is well coordinated, justified and transparent.

The procurement process for the rest of food parcel and non-food items is expected to be completed by the end of May.

<sup>1</sup> Administrative unit (subprovince)

<sup>2</sup> The NEMA has classified territory into four categories depending on the seriousness of the winter conditions: 1. Disastrous; 2. Dzud; 3. Severe wintering and 4. Normal wintering.

The content of the relief package was drawn considering the immediate needs of the affected population, which was identified during assessment of the affected regions. It was determined that the critical and immediate needs of affected households are food items (flour, rice, sugar, cooking oil, salt) and warm clothes (clothes and boots for adults and children). The relief package for each beneficiary household will include the following:

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

MRCS will continuously monitor the evolving situation and generate regular reports. An impact assessment will be undertaken in the later part of the year to evaluate the impact of the response on households. The assessment will also be used to identify further MRCS support, given the possibility of an elongation of the crisis if the spring and summer months offer further unusual weather patterns.

The existing capacity of MRCS regional disaster preparedness centres throughout the country will continue as they have been instrumental in the mobilization of experienced volunteers, provision of urgent aid as well as the selection of beneficiaries, procurement, relief distributions, and monitoring and evaluation processes.

Continuous monitoring will be an essential activity throughout the operation. The MRCS headquarters has experienced staff who will oversee the distribution processes and conduct spot-check monitoring visits to households following the distribution.

## Health

**Outcome:** To ensure the health status of 1,800 most affected herder families (7,200 people) in eight provinces (Bayankhongor, Dundgobi, Khentii, Khovd, Sukhbaatar, Tuv, Umnugobi, and Uvs) is improved through the provision of psychological support and health education (including hygiene promotion) over the next six months.

Output	Activities planned
1,800 most affected herder families (7,200 people) receive psychosocial support and health education assistance	<ul style="list-style-type: none"> <li>• Psychosocial support training for MRCS volunteers;</li> <li>• Mobilization of MRCS psychosocial support;</li> <li>• Provision of first aid training and psychosocial support to affected families;</li> <li>• Review, update and production of MRCS information, education and communication materials (IEC);</li> <li>• Purchase of first aid kits ;</li> <li>• Herder family visits by volunteers to support affected families and disseminate information;</li> <li>• Production of mass media messages (public service announcements and special programmes on TV and radio) and regular broadcasting;</li> <li>• Promotion of clean-up activities and the burial of dead animals; and</li> <li>• Continuous monitoring of the health situation in coordination with local health authorities.</li> </ul>

## Progress:

The National Society has come up with a detailed plan of action that elaborates psychosocial training needs for volunteers in each target location. The trainings will be followed by household visits and community dialogues on a need basis.

The volunteers also need refresher training on first aid in order to be able to provide basic first aid trainings to the community members.

## Livelihoods

**Outcome:** Up to 1,600 families (6,400 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
1,600 most affected herder families (6,400 people) have improved means of livelihood	<ul style="list-style-type: none"> <li>• Conduct a detailed assessment to define livelihood needs and capacity;</li> <li>• Study the capacity of MRCS and IFRC to deliver a variety of livelihood initiatives such as cash grants, cash for work and other recovery</li> </ul>

	<p>initiatives for vulnerable families reinforcing economic and social security;</p> <ul style="list-style-type: none"> <li>• Finalize the modalities and means for supporting livelihood continuity;</li> <li>• Develop selection criteria of target locations;</li> <li>• Develop beneficiary identification strategy and registration system with herder families for delivery of identified assistance;</li> <li>• Distribute resources according to plans emanating from the livelihoods assessments;</li> <li>• Awareness and sensitization of social services for families who have migrated to urban centres</li> <li>• Share best practices between herder families;</li> <li>• Monitor and evaluate the activities; and</li> <li>• Develop an exit strategy.</li> </ul>
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### Progress:

A target group for this appeal component has been identified, including the following:

- subsistence herders critically affected by the *dzud* with loss of livestock and diminished resilience to additional impact but still capable of (when supported) to practice herder lifestyle;
- families who have lost all livestock and thus their sole source of income, especially focusing on families from socially vulnerable groups i.e. single parent household, women headed households, left alone elderly households, families with extreme deprivation of economical and health status, families with more than three children (under 18 years), families with members with disabilities.

The following target locations have also been identified: Zavhan, Khuvsgul, Gobi-Altai, Uvurkhangai, Arkhangai, Umnugovi, Dundgovi, Bayankhongoor, Khentii, Tuv. Sukhbaatar, Khovd and Uvs. Click [here](#) for detailed plan of action (Annex 2).

### Communications – Advocacy and Public Information

The launch of appeal was communicated to all partner national societies and disseminated to in-country donors and partners. The head of IFRC's country office in Mongolia met with ambassadors and heads of various international institutions and organizations in-country to bring to their attention to the deteriorating situation and the need for a coordinated effort to adequately respond to the humanitarian imperatives of the current crisis.

The IFRC and MRCS jointly initiated immediate communications actions and travelled with early assessment teams. Press releases, human interest stories, photos and videos were widely distributed to international media and to potential donor national societies. Efforts led to significant coverage in international press, including by BBC, Al Jazeera, CNN and the Washington Post.

## 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.

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](mailto:zonerm.asiapacific@ifrc.org)
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[<annexes, budget and map below; click here to return to the title page>](#)

**Distribution plan**

Name of province	No of affected families	No of families for allocation	Wheat flour / tons/	Rice / tons /	Sugar /kg /	Tea / block/	Salt /kg/	Cooking oil /liters /	Clothes for adult /set/	Clothes for children /set/	Boots for adult /pair/	Boots for children /pair/	FA kit
Uvs	5782	282	21.15	4.23	846	846	846	846	282	282	282	282	125
Sukhbaatar	303	90	6.75	1.35	270	270	270	270	90	90	90	90	125
Khentii	1006	183	13.725	2.745	549	549	549	549	183	183	183	183	125
Bayankhongor	3991	250	18.75	3.75	750	750	750	750	250	250	250	250	125
Dundgobi	300	133	9.975	1.995	399	399	399	399	133	133	133	133	125
Omnogobi	288	130	9.75	1.95	390	390	390	390	130	130	130	130	125
Khovd	1006	350	26.25	5.25	1050	1050	1050	1050	350	350	350	350	125
Tov	1170	382	28.65	5.73	1146	1146	1146	1146	382	382	382	382	125

## Livelihoods

**Objective:** Supporting resilience and recovery of herders critically affected by *dzud* in Mongolia's in 2009-2010

### Target Group:

Subsistence herders that have been critically affected by the *dzud* with loss of livestock and diminished resilience to additional impact but still capable of (when supported) to practice herder lifestyle.

Families who have lost all livestock and thus their sole source of income especially focusing on families from socially vulnerable groups i.e. single parent household, women headed households, left alone elderly households, families with extreme deprivation of economical and health status, families with more than three children (under 18 years), families with members with disabilities

**Target locations:** Zavhan, Khuvsgul, Gobi-Altai, Uvurkhangai, Arkhangai, Umnogovi, Dundgovi, Bayankhongoor, Khentii, Tuv. Khovd and Uvs

### Specific Objectives:

Specific Objective 1	Indicator	MoV	Critical assumptions					
To support the resilience and recovery of 1600 herding households critically affected by severe winter	People migrating to urban area ger district population, poverty index	Statistical data in reports of Mongolian Statistic Office	Funds are available					
Activities	Required inputs	Timeframe/months						
		IV	V	VI	VII	VIII	IX	
Conduct detailed assessment to define livelihood needs and capacity	Assessment experts Logistic for field trip	X						
Direct cash grants to selected 1,400 of herding households to provide means to replenish lost livestock and recover from the impact	- Beneficiary list - Distribution management / Khaan bank - Monitoring team - Statement of the families involved in the project - Statement of the representatives of the local administration			x	x			
Organize workshop to provide peer learning platforms for herders to exchange best practices on animal husbandry in Ovorkhangai, Arkhangai, Gobi-Altai, Khuvsgul and Zavkhan provinces	Workshop facilitators Logistics			x	x			
Vulnerability assessments for traditional herding livelihood in order to identify risks for coming winters in Ovorkhangai, Arkhangai, Gobi-Altai, Khuvsgul and Zavkhan provinces	Skilled RC branch staff				x			
MRCS volunteers provide health awareness sessions targeted to herding households with CBHFA tools	Trained staff and volunteers			x	x	x	x	
MRCS volunteers provide social care assistance and legal advices to 200 migrants family displaced to UB districts				x	x	x	x	
Monitor and evaluate the activities	Monitoring team from IFRC and MRCS			x	x	x		

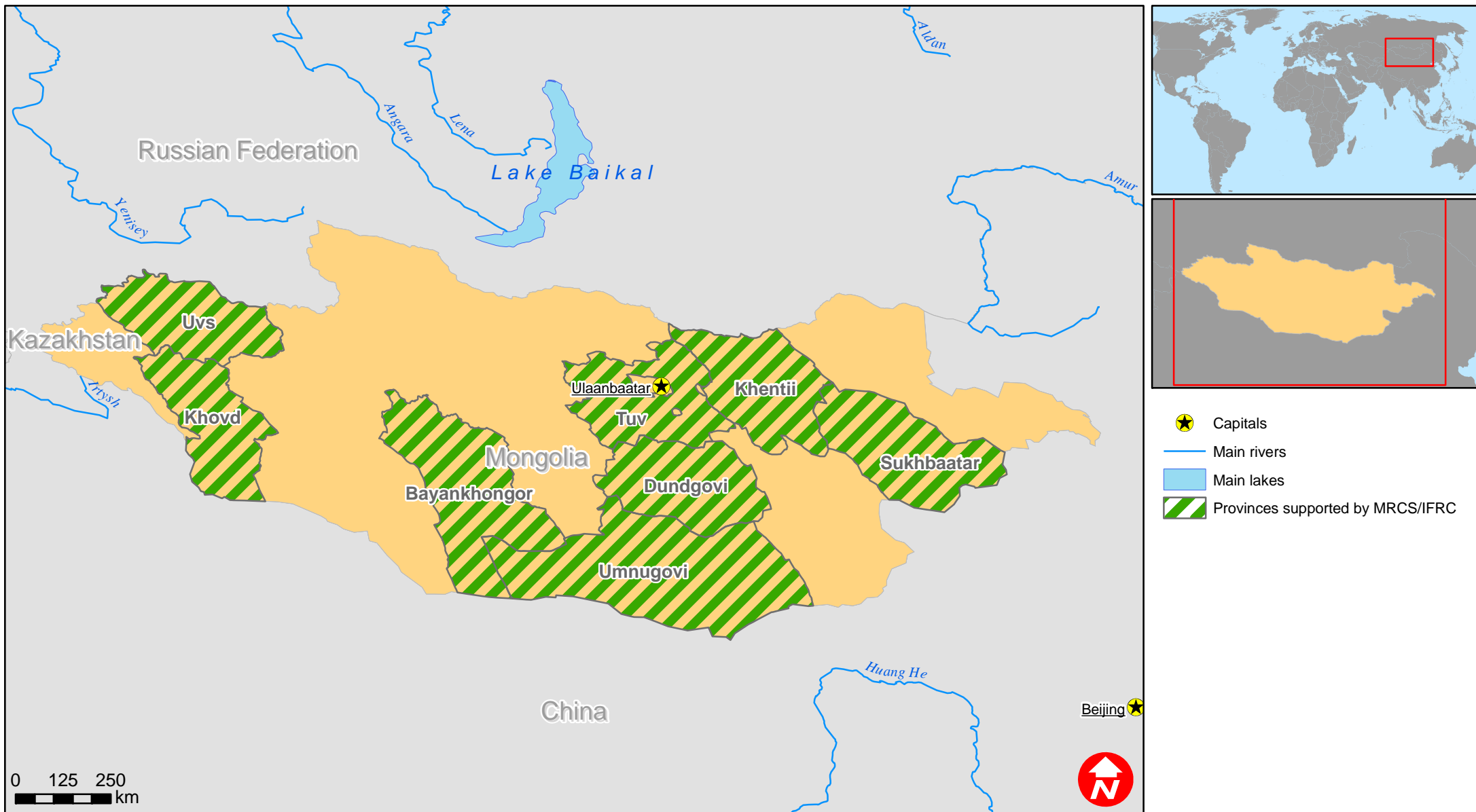
MDRMN004 -MONGOLIA: SEVERE WINTER

**BUDGET SUMMARY**

Budget Group	Multilateral Response
Clothing & Textiles	152,802
Food	120,303
Medical & First Aid	24,806
Teaching Materials	51,771
Other Supplies & Services & Cash Disbursements	268,000
<b>Total Supplies</b>	<b>617,683</b>
Vehicles	40,000
Computer & Telecom	7,016
Office/Household Furniture & Equipment	5,000
<b>Total Land, vehicles &amp; equipment</b>	<b>52,015</b>
Storage	8,769
Distribution & Monitoring	19,994
Transport & Vehicle Costs	29,724
<b>Total Transport &amp; Storage</b>	<b>58,487</b>
International Staff	82,000
National Staff	45,000
National Society Staff	28,620
Other Staff benefits	4,830
<b>Total Personnel</b>	<b>160,450</b>
Workshops & Training	28,605
<b>Total Workshops &amp; Training</b>	<b>28,605</b>
Travel	29,500
Information & Public Relation	15,000
Office Costs	6,000
Communications	6,000
Professional Fees	20,000
Financial Charges	720
Other General Expenses	3,000
<b>Total General Expenditure</b>	<b>80,220</b>
Program Support	64,835
<b>Total Programme Support</b>	<b>64,835</b>
<b>TOTAL BUDGET</b>	<b>1,062,295</b>



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The maps used do not imply the expression of any opinion on the part of the International Federation of the Red Cross and Red Crescent Societies or National Societies concerning the legal status of a territory or of its authorities.

Map data sources: ESRI, DEVINFO, Federation - MDRMN004.mxd