

Operations update



International Federation
of Red Cross and Red Crescent Societies

Mongolia: Severe winter

Emergency appeal n° MDRMN004
GLIDE n° **CW-2010-00010-MNG**
Operations update n° 3
11 August 2010

Period covered by this operations update:
21 May to 30 July 2010;
Appeal target (current): CHF 1,062,295
Appeal coverage: 101 per cent

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

Appeal history:

- This Emergency Appeal was launched on 29 March 2010 for six months to assist 13,600 beneficiaries in 13 identified provinces whose vulnerability and needs have dramatically increased due to the seriousness of the climatic and social situation.
- **Disaster Relief Emergency Fund (DREF):** CHF 100,000 was allocated from the Federation's DREF to support the National Society in its initial response. Unearmarked funds to replenish DREF are encouraged.

Summary: Mongolian herders are experiencing post-*dzud*¹ crisis, the impact of which is most visible on their livelihood. Thousands of herding families have lost their livestock which is their primary source for income, food and fuel. These

families have been forced to look for alternative long-term livelihood solutions nevertheless in the meantime the situation requires an effective and timely intervention which is being provided by the Mongolian Red Cross Society (MRCS) with the support of the International Federation of Red Cross and Red Crescent Societies (IFRC). To date, MRCS has completed the distribution of food parcels and essential non-food items to 1,800 of the most affected herding households in eight provinces. The original plan of action was revised in order to maximize impact of the emergency appeal operation. With the revised focus on livelihoods and cash disbursements, activities in emergency health were subsequently cancelled. In its place, MRCS are preparing for the distribution of cash grants to 1,200 herding families in five provinces. The cash grants are likely to be linked to other existing development programmes within and outside of the Red Cross.

The whole operation will be implemented within six months and should be completed by 30 September 2010.



The Mongolian Red Cross Society, with support from IFRC, carried out relief distributions in eight provinces including Turgen *soum* in Uvs province. Photo: MRCS

¹ *dzud* – A natural occurring phenomenon resulting from continuous heavy snowfall combined with extreme cold and preceded by dry summers, resulting in the mass death of livestock.

In line with IFRC reporting standards, the final report (financial and narrative) will be available within three months after the end of the operation, by 30 December 2010.

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, Swedish Red Cross/ Swedish government and the French government.

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. As of May 2010, up to 8.4 million heads of livestock perished due to the extreme weather conditions. The loss of livestock had a major impact on the livelihood of herding communities who have limited alternative sources of income. The Mongolian government indicates that around 770,000 herders/individuals were affected, out of which 43,500 herders were left without a single animal and 164,000 have lost more than half of their livestock.

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 has appealed to the general population and international community to assist those affected by the disaster. 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.

While *dzud* is commonly believed to be a winter disaster, its worst impact is felt in the following spring and summer. The most urgent problems that needed intervention were:

1. **Loss of livelihoods:** The loss of animals for herding families means a loss of their main source of income and nourishment. Many agencies remain of the view that Mongolia is facing a crisis in its pastoralist economy arising from poor pastureland management and chronic over-grazing, a common and controversial issue in livestock farming management and policy. Various agencies have looked into alternative means of livelihood and provided cash grants to assist affected pastoralists to recover after their livestock loss. It was reported that the Asian Development Bank has donated MNT 3.4 billion (approximately CHF 2.69 million or USD 2.5 million) to the Mongolian government to assist with these efforts. Reports suggest that around 8,500 families that lost all their animals in Arkhangai, Bayan-Ulgii, Bayan-Khongor, Gobi-Altai, Dornod, Dundgobi, Zavkhan, Uvurkhangai, Tuv, Uvs, Khovd and Khuvsgul provinces have benefited from cash distributions, each receiving MNT 300,000 (approximately USD 220). Multiple social factors such as underdeveloped infrastructure and limited opportunities for herders to diversify make livelihood interventions limited in type and scope.
2. **Food insecurity:** Assisting families to meet their immediate needs has been the core focus by most agencies, including MRCS. Other agencies who responded include the Adventist Development and Relief Agency (ADRA Mongolia), Samaritan's Purse, Save the Children, United Nations Children Fund (UNICEF) and World Vision, who assisted the affected population with essential food and non-food items, vitamins, micro-nutrient supplements and fuel. In March, food package compositions and its rationale were standardized following recommendations from the Red Cross and according to the Sphere² standards.
3. **Psychological trauma:** The Ministry of Health and United Nations' Population Fund (UNFPA) in Mongolia have been training primary health care providers on psychosocial support provision and mobilized of these trained people for conducting household visits among the affected communities.
4. **Risk of mass migration from rural areas to the cities in search of alternative employment:** The government continues to anticipate a potential mass migration of more than 20,000 people to various urban centres including Ulaanbaatar. 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

² Humanitarian Charter and Minimum Standards in Disaster Response

provision of basic social services. There is no up-to-date official data available on internal migrants so far.

5. **Carcass removal:** Approximately two million carcasses in Uvurkhangai, Dundgobi and Khovd provinces were adequately buried as a result of cash-for-work funded by UNDP and implemented by NEMA in which 186,000 herders participated.
6. **Highly infectious (animal) foot and mouth disease:** Around 1,500 heads of livestock were infected with highly infectious (animal) foot and mouth disease in Dornod *aimag*. The Mongolian government put in place sanitation and disinfecting posts at the airport and main roads. The supply of livestock products from high risk *soums* to Ulaanbaatar and other *aimag* was restricted on 21 June - 4 July 2010. Local authorities have vaccinated all livestock of Dornod *aimag*, 84.5 percent of livestock in Khentii *aimag*, and 88.4 percent of total livestock in Sukhbaatar *aimag*. A working group was created by the order of the Chairman of State Emergency Commission and worked in Dornod, Sukhbaatar and Khentii *aimags* from 19 June to 1 July 2010 to provide controls and professional methodology on the containment of and response to the disease.

In June the Mongolian parliament approved a programme called “Mongolian Livestock” which aims to upgrade and standardize veterinary and breeding services as well as improving the quality of herds. The programme aims to develop a more economically sustainable lifestyle for pastoralists through better animal health care that will help improve export opportunities and monetary return. The budget for the total programme is MNT 1.4 billion (CHF 1.1 million), of which 35 percent will be covered by the government, with the balance coming from the World Bank and other donor organizations.

Coordination and partnerships

Overall in-country coordination is led by the National Emergency Management Agency (NEMA), while international donor community efforts are coordinated by the clusters that were established by the United Nation’s country office in Mongolia. However, because the cluster system is not active anymore, and due to the lack of an information sharing mechanism, agencies are organizing individual coordination meetings on an as-need basis.

The IFRC country office assists MRCS in maintaining links with international organizations and embassies present in Mongolia, supporting the National Society to ensure quality of services and deliverables in accordance with IFRC procedures and internationally agreed standards. Also, the country office oversees cooperation of the MRCS with bilateral partners and provides support as needed.

The disaster management unit of the IFRC Asia Pacific zone office acts as the international lead in coordinating international assistance, maintaining flow of information and providing technical support on an as-needed basis.

Red Cross and Red Crescent action

Overview

MRCS was one of the first organizations to react when winter conditions started to worsen and livestock losses were reported. Emergency stocks prepositioned at the national headquarters, branch offices and 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 CHF 400,000 to assist 1,200 of the most vulnerable households in five most severely affected provinces. MRCS and IFRC conducted a rapid assessment which helped to define scope and type of the support towards *dzud*-affected herding population which was required and provided.

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

The relief distribution component of this emergency appeal was completed in July 2010. To date, the MRCS was able to deliver standard food packages and non-food items to 4,800 herding households in 13 most prioritized provinces where almost 50 per cent of total herding population lost all of their animals.

Taking into account the extensive coverage of relief operation and the constant evolution of post-*dzud* crisis the MRCS/IFRC has decided to focus on early recovery/ livelihood support in the form of cash grants in order to maximize impact of the Red Cross intervention while keeping number of beneficiaries limited. Originally proposed emergency health-related activities were subsequently cancelled as a result of the change in focus.

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 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.

Progress: During this reporting period, MRCS has completed relief distribution that targeted 1,800 households in 89 *soums*³ of eight provinces.

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. As a result, MRCS was able to deliver life-saving assistance to 1,800 herding families that met the criteria of having lost all animals and are a socially vulnerable⁴. Click [here](#) for Operations Update no. 1 which details the *soums* supported by MRCS.

The procurement process that started in early April was completed by the end of June. The influencing factors were mainly availability of funds for the appeal as well as produce available at local markets, capacity of providers and arrival of funding.

By mid-July all distributions were completed. Please see table below for detailed distribution timetable:

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			15 July	
5	Sukhbaatar	6	90				
6	Uvs	10	282		25 June		
7	Khovd	15	350				
8	Bayankhongor	20	250				

Transportation costs from Ulaanbaatar to province centres are covered by the operation, while local municipalities delivered the relief items to the *soum* centres. At each *soum*, the branch, jointly with local authorities has 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 have delivered the items. For details on selection criteria and locations, click [here](#) for Operations Update no. 2.

³ A *soum* is the second level administrative subdivision below the provinces, roughly comparable to a County in the USA. Each *soum* is again subdivided into *bags*.

⁴ single parents, people with mental and physical disabilities, elderly left alone and families that have more than three children under 16

Each family received:

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		

MRCS established a spot-check monitoring mechanism on the distribution process at randomly selected *soums* by national headquarters staff. 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. A post-distribution monitoring is planned to be undertaken in the later part of the year to verify recipient names and to evaluate the impact of the relief on these households.

Also, a total of 1,200 standard first aid kits were procured and distributed.

The capacity of the MRCS regional disaster preparedness centres, that covers three closest provinces and is located in one of the geographically convenient provinces, has been replenished with bilateral donation given by the Australian Government's overseas aid program (AusAID). Each of the seven warehouses was stocked with the following items:

- Blanket –100 pieces
- Mattress – 100 pieces
- Adult boots – 100 pairs
- Boots for children – 100 pairs
- Warm clothes for adults – 100 sets
- Warm clothes for children – 100 sets
- First aid kit – 100 kit
- Canvas for *ger* – 100 pieces

Also, South Korean embassy in Mongolia donated standard food parcels for 1,800 families in the same target locations which were distributed by MRCS.

Emergency 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"> • Psychosocial support training for MRCS volunteers; • Mobilization of MRCS psychosocial support; • Provision of first aid training and psychosocial support to affected families; • Review, update and production of MRCS information, education and communication materials (IEC); • Purchase of first aid kits ; • Herder family visits by volunteers to support affected families and disseminate information; • Production of mass media messages (public service announcements and special programmes on TV and radio) and regular broadcasting; • Promotion of clean-up activities and the burial of dead animals; and • Continuous monitoring of the health situation in coordination with local health authorities.

Activities planned in this section (except procurement of first aid kits) were cancelled due to the following reasons:

- Timeliness of the intervention: Basing on overall analysis of post dzud situations it was decided that psychosocial support activities are rather time-consuming and cost-inefficient and shall not be prioritized during early recovery period.

- Appropriateness of the intervention: The MRCS has been carrying out first aid trainings for Red Cross branch staff and volunteers for years. As a measure to improve preparedness for next winter, the branches were tasked to conduct refresher training for volunteers using their own resources.
- Duplication of the intervention: Some of the activities such as clean-up campaigns of carcasses have been taken care by other partner organizations.

Monies originally assigned to these activities were relocated to support the recovery efforts.

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"> • 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; • 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.

Progress: The detailed needs assessment that was carried out jointly in April by MRCS, IFRC, British Red Cross and United Nation's Food Agriculture Organization, with the participation of an observer from the European Commission's Humanitarian Aid Department (DG ECHO), 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; and
- empower the herding community through health promotion and disease prevention using MRCS's existing resources and set-up mechanism.

Within this appeal MRCS and IFRC have sought to make the livelihood/early recovery efforts an opportunity to create greater positive impact on the lives of the most affected herders beyond the scope of the appeal timeframe. A cash grant of MNT 300,000 (approximately USD 220) will be issued to 1,200 families, who have received assistance from the DREF: Cold waves operation. These families were selected from five most affected provinces, namely Arkhangai, Gobi-Altai, Khuvsgul, Uvurkhantai and Zavhan provinces.

The plan of action is as follows:

Livelihoods		
Outcome: Up to 1,200 herding families (4,800 people) who have lost their livestock will be assisted in recovery and resilience building.		
Output: Up to 1200 most vulnerable herding families will receive a cash grant of MNT 300,000 to spend on the most urgent needs such as education, health, livelihood support, food security and animal care.		
Activity	Timeframe (in weeks) from 19 July to 30 September	Remark
Gap Analysis of targeting against prioritization of <i>dzud</i> -affected provinces and soums	1 2 3 4 5 6 7 8 9 10 11	
Development of beneficiary categories and establishment of selection criteria		Completed
Investigation of linkages to other existing programmes of the MRCS and partner NGOs and international organizations		Completed

How we work

All International Federation 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 is committed to the Humanitarian Charter and Minimum Standards in Disaster Response (Sphere) in delivering assistance to the most vulnerable.

The International Federation's activities are aligned with its Global Agenda, which sets out four broad goals to meet the Federation's mission to "improve the lives of vulnerable people by mobilizing the power of humanity".

Global Agenda Goals:

- Reduce the numbers of deaths, injuries and impact from disasters.
- Reduce the number of deaths, illnesses and impact from diseases and public health emergencies.
- Increase local community, civil society and Red Cross Red Crescent capacity to address the most urgent situations of vulnerability.
- Reduce intolerance, discrimination and social exclusion and promote respect for diversity and human dignity.

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

<interim financial report attached; click here to return to the title page>

International Federation of Red Cross and Red Crescent Societies

MDRMN004 - Mongolia: Severe Winter

Interim Financial Report

Selected Parameters	
Reporting Timeframe	2010/3-2010/6
Budget Timeframe	2010/3-2010/9
Appeal	MDRMN004
Budget	APPEAL

All figures are in Swiss Francs (CHF)

I. Consolidated Response to Appeal

	Disaster Management	Health and Social Services	National Society Development	Principles and Values	Coordination	TOTAL
A. Budget	1,062,295					1,062,295
B. Opening Balance	0					0
Income						
<u>Cash contributions</u>						
<i>British Red Cross</i>	73,746					73,746
<i>Canadian Red Cross (from Canadian Government)</i>	53,175					53,175
<i>China Red Cross, Hong Kong branch</i>	28,767					28,767
<i>Finnish Red Cross</i>	57,307					57,307
<i>French Government</i>	35,330					35,330
<i>Great Britain - Private Donors</i>	492					492
<i>Netherlands Red Cross (from Netherlands Government)</i>	72,275					72,275
<i>On Line donations</i>	5,743					5,743
<i>Swedish Red Cross</i>	43,661					43,661
<i>Swedish Red Cross (from Swedish Government)</i>	190,941					190,941
<i>Switzerland - Private Donors</i>	200					200
<i>United States - Private Donors</i>	108					108
C1. Cash contributions	561,744					561,744
<u>Outstanding pledges (Revalued)</u>						
<i>American Red Cross</i>	157,374					157,374
<i>Australian Red Cross (from Australian Government)</i>	237,530					237,530
<i>Icelandic Red Cross</i>	30,000					30,000
<i>Japanese Red Cross</i>	35,100					35,100
<i>Monaco Red Cross</i>	13,416					13,416
<i>Norwegian Red Cross</i>	33,808					33,808
C2. Outstanding pledges (Revalued)	507,227					507,227
C. Total Income = SUM(C1..C6)	1,068,971					1,068,971
D. Total Funding = B + C	1,068,971					1,068,971
Appeal Coverage	101%					101%

II. Balance of Funds

	Disaster Management	Health and Social Services	National Society Development	Principles and Values	Coordination	TOTAL
B. Opening Balance	0					0
C. Income	1,068,971					1,068,971
E. Expenditure	-216,643					-216,643
F. Closing Balance = (B + C + E)	852,329					852,329

International Federation of Red Cross and Red Crescent Societies

MDRMN004 - Mongolia: Severe Winter

Interim Financial Report

Selected Parameters	
Reporting Timeframe	2010/3-2010/6
Budget Timeframe	2010/3-2010/9
Appeal	MDRMN004
Budget	APPEAL

All figures are in Swiss Francs (CHF)

III. Budget Analysis / Breakdown of Expenditure

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)		1,062,295					1,062,295	
Supplies								
Clothing & textiles	152,820	78,642				78,642	74,178	
Food	151,500	95,460				95,460	56,040	
Medical & First Aid	24,800						24,800	
Teaching Materials	20,465						20,465	
Other Supplies & Services	268,000						268,000	
Total Supplies	617,585	174,101				174,101	443,483	
Land, vehicles & equipment								
Vehicles	40,000						40,000	
Computers & Telecom	7,016						7,016	
Office/Household Furniture & Equipm.	5,000						5,000	
Total Land, vehicles & equipment	52,015						52,015	
Transport & Storage								
Storage	8,769						8,769	
Distribution & Monitoring	49,718	12,874				12,874	36,843	
Total Transport & Storage	58,487	12,874				12,874	45,613	
Personnel								
International Staff	82,000						82,000	
National Staff	45,000	4,106				4,106	40,894	
National Society Staff	33,450						33,450	
Total Personnel	160,450	4,106				4,106	156,344	
Workshops & Training								
Workshops & Training	28,605						28,605	
Total Workshops & Training	28,605						28,605	
General Expenditure								
Travel	29,500	6,038				6,038	23,462	
Information & Public Relation	15,000	2,217				2,217	12,783	
Office Costs	6,000	2,262				2,262	3,738	
Communications	6,000						6,000	
Professional Fees	20,000	166				166	19,834	
Financial Charges	720	5				5	715	
Other General Expenses	3,098						3,098	
Total General Expenditure	80,318	10,688				10,688	69,630	
Programme Support								
Program Support	64,835	14,873				14,873	49,962	
Total Programme Support	64,835	14,873				14,873	49,962	
TOTAL EXPENDITURE (D)	1,062,295	216,643				216,643	845,652	
VARIANCE (C - D)		845,652				845,652		