

## ***MONGOLIA: SNOWFALLS***

18 December 2000

*appeal no. 5/2000*

*situation report no. 9*

*period covered: 1 November - 6 December 2000*

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*The Federation appeal seeks to assist 35,000 of the most vulnerable over a 12 month period with food assistance and provision of winter boots. Phase 1 of the operation comprising 3 distributions was completed in September. Phase 2, composed of two distributions, covers the period from October to March and is currently is underway, although there are delays as a result of difficulties in procurement and delivery of food. The Mongolian Red Cross Society (MRCS), supported by the Federation, will continue to monitor the situation in view of the onset of particularly harsh winter conditions and the difficulties faced by the population.*

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### ***The context***

Severe snowfalls and extremely low temperatures last winter affected large areas of Mongolia and was preceded by the worst drought in 30 years. This and other factors combined to create what is locally called a multiple 'dzud' and caused the death of over two million head of livestock, the mainstay of the rural economy and the main source of food for herders and their families.

Over 450,000 people in 13 aimags are affected by food shortages in the immediate term, and by the loss of their livelihood in the longer term. Throughout the year, the government and the Mongolian Red Cross Society (MRCS) have continued to distribute emergency supplies to the worst affected areas.

In response to the disaster situation, the Federation launched an initial appeal on 22 February 2000 to provide support to 30,000 beneficiaries over a 3 month period. Further assessments indicated that the

situation was likely to deteriorate further with far reaching consequences for the affected population. Consequently, the Federation launched a revised appeal on 29 March seeking CHF 4,062,050 to support 35,000 beneficiaries over a 12 month period with wheatflour, rice or millet as well as distributing 8,000 pairs of winter boots.

### ***Latest events***

This summer’s drought, which affected some 60% of Mongolia, has adversely affected the regeneration of pastureland over the short summer and autumn period. With the winter season now taking a grip, conditions are likely to deteriorate, further adding to the problems of the Mongolia herders. Heavy snowfalls of between 10/70 cm have already affected Uvs, Zavkhan, Kuvsgui, Gobi Altia, Hentii, Selenge, Bulgan, Bayankhongor, Sukhbaatar, Dornogobi, and Ovurhangai Aimags, and more snowfalls are expected over the next 30 days. Dzug and Multi-dzug conditions are being reported in the two western Aimags of Uvs and Zavkhan. The MRCS is currently distributing food in the Uvs Aimag.

Many of the northern roads have been periodically blocked by heavy snow. The situation has been exacerbated by the lack of snow removal equipment for clearing the blockages. Vehicles are now forced to take the southern route to carry out the delivery of relief supplies to the beneficiaries in the western Aimags, thus extending transportation time by 30-50%. During this period, the transportation company contracted by the MRCS/Federation was called upon by the State Emergency Commission (SEC) to move its fleet of vehicles to 4 Aimags for State use. The transportation company was able to send a minimum number of vehicles in support of the SEC while retaining sufficient vehicles on hand to service the needs of the MRCS. Even though the snowfall is welcome after the hot and dry summer, too much snow is likely to prevent the animals from reaching the grass.

### ***Red Cross/Red Crescent action***

**Phase 1: March - September 2000 •**

Phase 1 of the Mongolia Snowfalls operation which was divided into 3 distributions (March, May/June and July/August) was completed in September. The plan was to provide some 6,300 households (35,000 beneficiaries) in 95 soums of the 6 worst affected aimags with a supplementary food assistance ration as follows:

- Wheatflour: 300 grams (per person per day) x 180 days x 5.5 (average household size) = 300 kgs
- Rice: 50 grams (per person per day) x 180 days x 5.5 (average household size) = 50 kgs

A summary of the distributions which took place during Phase 1 is outlined in the table below.

<b>Aimags</b>	<b>Number of Households</b>	<b>Distribution of rice (kgs) and wheatflour purchased instead of rice</b>	<b>Distribution of wheatflour (kgs)</b>	<b>Distribution of boots (pairs)</b>
Dundgobi	1,415	74,325	424,500	580
Bayankhongor	465	24,575	140,500	360
Zavkhan	1,230	65,650	369,000	580
Overkhangai	1,425	75,875	427,500	580
Uvs	1,000	57,000	305,000	400

Tuv	765	40,075	229,500	327
<b>TOTAL</b>	<b>6,300</b>	<b>337,500</b>	<b>1,896,000</b>	<b>2,827</b>

The Mongolian Red Cross Society (MRCS)/Federation experienced problems with the provision of rice as part of the supplementary food assistance package. This was caused by a shortage of rice available in Mongolia. Following lengthy discussions, the MRCS/Federation decided to replace the rice with wheatflour.

Other difficulties with the procurement of wheatflour (which have been detailed in previous reports) were resolved by purchasing wheatflour in Ulaan Baatar and transporting it by road to Uvs.

Six field vehicles have also been purchased for the aimag Red Cross branches to facilitate transportation, monitoring and follow up of the operation. To date, the vehicles have been allocated to Overkhangai, Uvs, Bayankhongor, Dundgobi, Zavkan and MRCS headquarters in Ulaan Bataar.

**Phase 2: October 2000 - March 2001 •**

Phase 2 of the operation which covers the winter period from October to March, has now started and is based on the following objectives:

- To provide the same 35,000 beneficiaries with complementary winter food rations for a further 180 day period.
- To continue to assist the MRCS with its staffing needs to adequately monitor, manage and distribute the relief goods.

Due to difficulties in the procurement of food, phase 2 which was due to start in October and has now been delayed until the beginning of November, will be divided into two plans of phases with plans of action (PoAs), focusing on 2 distributions:

- Plan of Action 4 - November/December
- Plan of Action 5 - December/January.

*Procurement and transportation of wheatflour*

The complementary food ration has been increased for the winter distribution as follows:

- Wheatflour: 450 grams (per person per day) x 180 days x 5.5 (average household size) = 450 kgs

Therefore a total of 225 kgs will be distributed to each household in November/December and again in December/January. The distribution plan for PoA 4 of November/December is as follows:

<b>Aimag</b>	<b>Number of Households</b>	<b>Distribution of wheatflour (225 kgs) per household</b>	<b>Distribution of boots (pairs)</b>
Dundgobi	1,415	318,375	810
Bayankhongor	465	104,625	480
Zavkhan	1,230	276,750	1,456
Overkhangai	1,425	320,625	890
Uvs	1,000	225,000	915
Tuv	765	172,125	619
<b>TOTAL</b>	<b>6,300</b>	<b>1,417,500</b>	<b>5,170</b>

As with Phase 1 of the Snowfalls operation, standard Federation procedures have been followed for the tendering and procurement of wheatflour for Phase 2 of the operation. This process started in mid August when a contract was signed with a local company for procurement of 2,205 metric tons. An

additional 630 tons is still required for Phase 2. The first load of 128 mt of wheat flour for Phase 2 arrived on 11 November, with an additional 64 mt due to arrive on 16 November. The contract for the additional 630 mt was finalised on 22 November and 318,375 mt of wheat flour was immediately dispatched to Dundgobi Aimag and 228 mt was shipped to Uvs Aimag. In total, 1,014 mt of wheat flour was received during this reporting period and transported to the Aimags for onward distribution to the beneficiaries. The MRCS and Federation are using the existing transportation that is being used for the movement of wheat flour to transport 5,170 pairs of winter felt boots to the Aimags in accordance with the distribution schedule. With a total of 1,014 mt of wheatflour now purchased and in the process of being distributed, the MRCS/Federation have attained their target coverage for the November/December schedule of Phase 2. Even though this first phase of the operations has been completed, the National Society still faces the challenge of the distribution the remaining food during the harshest period of the Mongolian winter, which traditionally starts on 22 December.

Current information available from the supplier of the wheatflour indicates that the last two shipments of 1,012 mt of wheatflour should arrive in Ulaan Baatar between 18 and 25 December. Once this bulk food arrives in Ulaan Bataar, it will allow the MRCS/Federation to accelerate the distribution schedule. It is hoped that, weather conditions allowing, final distributions can be completed by the 2nd week of January 2001. Final distributions to the beneficiaries will, of course, depend to a great extent on the uncontrollable factors (the wheat flour arriving on time from Russia, transportation and weather conditions allowing for the onward delivery to the beneficiaries).

The heavy snowfalls in the western aimags and, most recently in the southern aimags, have already delayed transportation from the aimags onto the soums by 7 to 20 days.

#### *Procurement of Winter Boots*

A contract has been signed with a local supplier for the purchase of 5,171 pairs of winter felt boots and these are now ready for distribution. As of 22 November, a total of 3,531 pairs of both men's and women's boots have been dispatched from Ulaan Bataar to the Aimag Red Cross branches for onward distribution to the selected beneficiaries. The remaining 1,640 pairs of winter boots are expected to be distributed during the next reporting period. The MRCS/Federation are attempting to finalise this phase of distribution within the first two weeks of December.

#### *Final evaluation*

A final evaluation of the programme will take place towards the end of the operation when a more detailed analysis of achievements and lessons learnt will be carried out. The MRCS/Federation continue to collect feedback from local authorities, Aimag and Soum Red Cross branch staff and Red Cross beneficiaries on the impact and appropriateness of the assistance being provided which will be used to feed into the final evaluation.

As part of this part of this process, the MRCS is planning to send out a detailed survey to all their aimag branches to obtain information on health concerns affecting the herder population during the disaster. The results of this survey will be used to identify further needs that the MRCS might be able to support through its medical programmes.

#### **Programme Management •**

The regional relief delegate from the East Asia Regional Office in Beijing visited Mongolia in first week of December to gain an insight into the current snowfalls as well as to work with the MRCS on their country assistance strategy and development programme planning for 2001.

The Federation delegation continues to liaise closely with the regional finance unit on the monitoring of the budget and allocation of donor funding to specific budget lines respecting earmarking, timeframes and reporting requirements.

During this period, an independent international inspection company operating out of Beijing, China conducted a inspection of the 630 mt of wheatflour contracted with a local milling company in Ulaan Bataar. Further samples of wheatflour supplied from Russia were sent to Geneva for analysis.

## ***Outstanding needs***

Thanks to generous support received from sister Red Cross and Red Crescent National Societies and the international donor community, the appeal has attained over 100 % coverage which has enabled the MRCS/Federation to conclude Phase 1 of the operation and to plan and commence the implementation of Phase 2 of the operation.

Now that Mongolia is suffering from the onset of yet another harsh winter, the ongoing distributions of food to the herder population by the MRCS/Federation will have a measurable impact on assisting the most vulnerable herders. On 6 December, the Mongolian government appealed to the international community for both in kind and cash assistance, including diesel and other fuel, ambulances, medicine and medical equipment, animal fodder, and warm clothing. While it is too early to assess the likely impact of the recent snowfalls on the herder population, the MRCS/Federation will continue to liaise with the Mongolian State Emergency Committee and other relief organisations to ensure that the current emergency food distributions are carried out in a co-ordinated manner.

## ***External relations - Government/UN/NGOs/Media***

During the reporting period, the delegation had informative meetings with Mission Ost, ADRA, World Vision and Save the Children, UK.

The UNDMT concluded its 6 week report on lessons learned from dzud 2000. Recommendations from a panel of both local and international consultants were included in the final report. A briefing outlining the initial results was held with members of the major NGOs, UN agencies and various government agencies in attendance. A final report is due to be published by the end of this year.

## ***Contributions***

See Annex 1 for details.

## ***Conclusion***

The impact of last winter's multiple 'dzud' and this summer's severe drought do not augur well for the current winter and many predict that conditions are likely to be as harsh as last winter with conditions in the spring improving only slightly. The MRCS/Federation continues to work closely together with its Aimag, and Soum Red Cross officers to monitor the winter situation.

Delays in the transportation of relief items are inevitable as a result of the winter and snow conditions.

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**This and other reports on Federation operations are available on the Federation's website: <http://www.ifrc.org>**

Mongolia - Snowfalls						ANNEX 1
APPEAL No 05 /2000		PLEDGES RECEIVED			12/18/00	
DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
<b>CASH</b>						
REQUESTED IN APPEAL CHF ----->				<b>4,062,050</b>		<b>TOTAL COVERAGE 104.1%</b>
Balance carried forward from 1999				<b>0</b>		
AUSTRALIA - RC		16,178	AUD	16,948	04/04/00	
AUSTRALIA - GOVT/RC		98,210	AUD	96,590	04/14/00	
AUSTRALIA - RC		10,000	AUD	10,476	03/02/00	
AUSTRALIA - GOVT/RC		220,000	AUD	215,754	04/07/00	FOOD & BOOTS
AUSTRIAN - RC		34,992	EUR	54,657	16.06.00	
BRITISH - GOVT/DFID		32,000	GBP	82,880	03/14/00	
BRITISH - GOVT/DFID		147,059	GBP	377,942	15.06.00	
BRITISH - RC		4,096	GBP	10,322	18.07.00	
BRITISH - PRIVATE		500	GBP	1,295	03/29/00	
BRITISH - PRIVATE				129	28.07.00	
CANADA - RC		10,000	CAD	10,847	02/25/00	
CHINA, TAIWAN - RC		1,000	USD	1,648	26.05.00	
DENMARK - RC		250,000	DKK	54,125	04/05/00	
DENMARK - GOVT/RC		950,000	DKK	200,640	05/10/00	
ECHO		500,000	EUR	778,100	03.05.00	WHEAT FLOUR / STAFF
FINLAND - GOVT/RC		58,865	EUR	94,861	02/22/00	
GERMANY - GOVT		109,250	DEM	88,919	04/12/00	F/1300 PAIRS OF WINTER BOOTS
GERMANY - PRIVATE				206	17.04.00	
ICELAND - RC		1,000,000	ISK	21,895	03/29/00	
ICELAND - RC		200,000	ISK	4,379	02/29/00	
IRELAND - GOVT		75,000	IEP	148,178	22.06.00	
JAPAN - RC				82,000	03/02/00	
JAPAN - RC				121,000	03/31/00	
JAPAN - RC		2,923,723	JPY	45,496	13.06.00	
JAPAN - PRIVATE				157	05.06.00	
REPUBLIC OF KOREA - RC				20,000	02/29/00	
REPUBLIC OF KOREA - PRIVATE/RC		730,000	WON	1,083	07.06.00	PUBLIC CONTRIBUTION
LUXEMBOURG - GOVT		1,500,000	LUF	59,921	04/07/00	
LUXEMBOURG - PRIVATE				275	04/06/00	
MONACO - RC		50,000	FRF	11,985	03/29/00	
NETHERLANDS - RC		15,000	NLG	10,973	03/13/00	
NETHERLANDS - RC		75,000	NLG	54,867	03/13/00	
NEW ZEALAND - PRIVATE				811	22.05.00	
NORWAY - GOVT/RC		450,000	NOK	89,089	03/07/00	
NORWAY - RC		80,000	NOK	15,575	03/07/00	
TURKEY - RC		20,000	USD	31,480	03/20/00	
TAIWAN - PRIVATE		983	USD	1,635	26.05.00	
SWEDEN - RC		1,000,000	SEK	186,700	03/31/00	
SWITZERLAND - GOVT				100,000	05/01/00	FOOD AND NON FOOD ITEMS
SWITZERLAND - PRIVATE				1,000	04/12/00	
USAID		618,255	USD	1,043,614	24.04.00	FOOD ASSISTANCE
UNITED STATES - PRIVATE				82	04/04/00	
UNITED STATES - PRIVATE				1,295	10.04.00	
<b>SUB/TOTAL RECEIVED IN CASH</b>				<b>4,149,829</b>	<b>CHF</b>	<b>102.2%</b>
<b>KIND AND SERVICES (INCLUDING PERSONNEL)</b>						
DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
AMERICAN - GOVT		36,745	USD	62,044	02.05.00	
Japan	Delegate(s)			17,413		
<b>SUB/TOTAL RECEIVED IN KIND/SERVICES</b>				<b>79,457</b>	<b>CHF</b>	<b>2.0%</b>
<b>ADDITIONAL TO APPEAL BUDGET</b>						
DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
<b>SUB/TOTAL RECEIVED</b>				<b>0</b>	<b>CHF</b>	
<b>THE FOLLOWING PROJECTS ARE LINKED TO THIS APPEAL:</b>						
PMN504						