

Emergency appeal

Mongolia: Extreme Winter Condition

Emergency Appeal n° MDRMN005	25,500 people to be assisted	Appeal launched 29 February 2016
Glide n° CW-2016-000004-MNG	CHF 158,459 DREF allocated	Appeal ends 28 February 2017
	CHF 833,945 Appeal budget	

This **Emergency Appeal** seeks **CHF 833,945** to enable the **International Federation of Red Cross and Red Crescent Societies (IFRC)** to support the **Mongolian Red Cross Society (MRCS)** to deliver assistance and support to **25,500 people (5,100 households)** for **12 months**, with a focus on **detailed assessments, food security, nutrition and livelihoods, and community preparedness and risk reduction**. The planned response reflects the current situation and information available at this point of the evolving operation, and will be adjusted based on further developments and more detailed assessments.

The disaster and the Red Cross and Red Crescent response to date

7 December 2015: An [Information bulletin](#) was issued highlighting the declining temperature in Mongolia and the potential impact on the herders' population. The Mongolian government officially declared that "Extreme Winter" conditions now exist in six regions in central and northwest parts of Mongolia. MRCS, with support from IFRC, looked into preparedness and response planning with other partners.

8 January 2016: A second [Information bulletin](#) was issued to inform the initial assessments by the government and MRCS request for Disaster Relief Emergency Fund (DREF) support from IFRC. The National Emergency Management Authority (NEMA) has reported that snow has covered 90 per cent of the total territory with conditions getting more severe, with 50 soums (districts) are in dzud¹ state and 120 soums are on the edge of entering dzud state. The MRCS national disaster response team (NDRT) members were deployed in December for rapid assessment in two most-affected provinces (Tuv and Arkhangai).

15 January 2016: IFRC allocated **CHF 158,459** from [DREF](#) to support MRCS in provision of food and unconditional cash grants for 1,500 households affected by dzud, and the mobilization and deployment of 13 NDRT members and one RDRT member.

2 February 2016: In an appeal to the Humanitarian Country Team (HTC) on 2 February, the Mongolian deputy prime minister requested the mobilization international humanitarian assistance in response to the dzud.

29 February 2016: **Emergency Appeal** launched for **CHF 833,945** to provide assistance to 5,100 households (25,500 people).



World Animal Protection Mongolia assessment team visited Dzud affected herder's household in Dundgobiainmag, Feb, 2016.

Photo: WAP Mongolia

¹ Dzud is a cyclical slow onset disaster unique to Mongolia. It consists of a summer drought, resulting in insufficient production of hay, followed by very heavy winter snow (10 to 350 cm), winds and lower than normal temperatures (-40° C to -50° C) during which an excessive number of livestock die causing basic services, and in the longer term, livelihoods to collapse in vulnerable herder communities.

The operational strategy

This Appeal aims to scale up the ongoing DREF operation and strengthen the longer-term recovery component through approaches aimed at providing herder households with necessary skills, knowledge and confidence to build more diverse livelihoods. Technical partnership with the Ministry of Labor and World Vision will allow MRCS to capitalize on the technical expertise of these two partners. While the Ministry of Food and Agriculture will assist MRCS to reduce herders' vulnerability to future dzud through optimized hay and fodder collection and preservation.

Local branches gather data from the local authorities and participate in local emergency commission meetings. They have received requests from local authorities to assist in providing what is needed to ensure that herders survive through the extreme cold conditions. The appeal builds on further assessments carried out by the National Society in some of the most-affected areas of the country such as Tuv, Arkhangai, Bulgan and Khuvsgul provinces. Climate change adaptation also will be taken into consideration during the recovery phase of the operation through awareness raising among the targeted beneficiaries and sharing best practices on climate-smart disaster risk reduction (DRR). MRCS has recently compiled a report based on its climate change adaptation research and it is currently piloting CCA approaches with support from IFRC.

MRCS will further strengthen its capacity in disaster management, particularly at the local and branch levels. This operation will allow MRCS to learn and adopt long term economic development approaches in support of vulnerable herders.

Needs assessment

Immediate household needs

Field assessments and surveys using the Trilogy Emergency Response Application (TERA) have confirmed that cash, food, warm clothes and fuel (in this order of priority) are the most needed. Findings of the assessments are in line with reports from NEMA shared in late 2015. The situation has worsened as many herders are now heavily indebted as they have taken loans with high interest rates. The average households spend in MNT 70,000 (CHF 35) per month on food. MRCS has initiated the cash disbursement and food parcels for the affected herder families for two months via the DREF allocation and this will further be up-scaled through this Appeal to reach 5,100 vulnerable families. The target households will be assisted with a basic food ration of cereal, wheat flour, rice, sugar, salt, cooking oil and tea, and vulnerable households will receive MNT 64,000 (CHF 32) in cash. Food parcels will be distributed to households who have significant difficulties to accessing local markets, while the cash will allow herders to purchase necessities such as coal and firewood for heating and cooking or hay and fodder for animals. Those receiving only cash, will receive MNT 192,000 (CHF 96)².

Health and Care

Ambulance services have been disrupted in the affected areas and, in some areas; there is a deficit of essential medicines. The threat posed to herders by the dzud has also had a negative impact on their psychological condition resulting in the breakup of families, domestic violence and psychological depression. Vulnerable groups such as women, children, the disabled and the elderly are in need of psychosocial assistance. An outbreak of sheep-pox makes the situation worse, and herders who are desperate to move their livestock to better pastures break government quarantine rules as they migrate from one location to another, thereby spreading the disease further. To date, UNICEF has pledged funding to the Ministry of Health (MoH) to support the response in these areas.

Based on the assessment carried out by Save the Children in mid-January 2016, the psychosocial first aid support (PSS/FA) is identified as a need for school children who are from dzud affected families. MRCS and IFRC have established partnership with Save the Children to deliver the PSS/FA to 5,000 school children.

Livelihoods

The economic difficulties faced by Mongolia and the oversupply of meat in the market make it impossible for poor herders to generate enough income to self-sustain. The effects of dzud will further exacerbate the misery in which many herder families already find themselves.

² Amount equals the official minimum monthly wage in Mongolia

A serious drought last summer and extreme overgrazing have made it impossible for many poor herders to make adequate preparations. Traditional nomadic herding is presently resulting in uncontrolled growth in livestock numbers. The depletion of grass for winter grazing is likely to cause large numbers of animals to die from starvation.

Based on the previous experience and outcomes from dialogue with Ministry of Food and Agriculture, Ministry of Labour, international World Vision and Asian Development Bank, it is vital to address the main risk factors of a dzud to reduce future implications. The recommendations influenced the development of this Appeal and led to the following two key activities as the best way to provide livelihood support – (i) Support herders to prepare adequate hay, fodder to overcome future extreme winter conditions; and (ii) Diversify the income generation of herder households.

Diversification of income will also be supported through the provision of vocational and business skills training and transfer to around 100 herdsmen through cooperation with financial institutions, World Vision and the Ministry of Labour. The Ministry will also facilitate employment opportunities for trained beneficiaries through its network of local employment service centres. This builds on learning from evaluations of previous dzud operations that stress the need to look at longer-term recovery components.

World Animal Protection Organization (WAPO) also has a partnership with IFRC/MRCS and through this WAPO will provide locally procured tarpaulins to be delivered by MRCS to selected households. These will be used to provide temporary winter shelter for livestock. This will not be funded under this appeal but is part of the MRCS's support to vulnerable herders.

Community preparedness and disaster risk reduction

NEMA has very limited resources and capacity to provide the relief necessary to ensure the survival of vulnerable herder families in the country. Currently NEMA is focusing on the maintenance of roads and basic public services such as schools, hospitals in the affected areas. In this operation, the local emergency management agencies will support the transportation and distribution of relief items. Local MRCS volunteers will support distribution of relief items, monitor the distribution and provide basic PSS/FA to targeted beneficiaries.

On average, February and March have the heaviest snowfalls and the highest frequency of snowstorms. This is expected to further accelerate the already alarming rate of livestock deaths. MRCS, IFRC and other humanitarian organizations have setup a working group to better coordinate, maximize and complement the efforts of humanitarian responders.

Based on the vulnerability and capacity assessment carried out in 2013, various methods for mitigating the effects of dzud conditions were recommended. This included the creation of herders associations to collect hay and provide the necessary agricultural tools and machinery. The practicality of such measures depends to a greater extent on geographical location, as not all areas are suitable for hay production. This operation plans to provide MRCS branches with hand portable grass harvesters, with the intention to lend these to vulnerable herdsmen on a rotational basis to increase their productivity in making hay stocks for future winters.

Beneficiary selection

MRCS, in coordination with the Local Emergency Management Agency and social welfare department, has identified around 5,100 vulnerable herder households across the country in need of assistance. There are on average five people per herder household in Mongolia. Only poor and vulnerable herder households (poverty stricken families, families with disabled people, single headed families or those with multiple children, elderly people living alone or those in ill health) will be targeted for Red Cross assistance. Another important criteria is the number of livestock per household - households with fewer than 200 livestock will be targeted with the Red Cross assistance (this is the vulnerability criterion established by the government).

Beneficiary registration will be done by the MRCS and will be facilitated by a network of local government social workers. MRCS will establish both local and national hotlines to collect information from stakeholders. TERA will complement the beneficiary communication aspect of the operation and provide information to beneficiaries while also receiving input back from them.

Those vulnerable families with limited access to markets or with particular needs will receive food supplies and a small amount of cash, while those with access or capacity will receive only the cash element. Access to markets for vulnerable families varies greatly from location to location, as many herders live in remote, sparsely inhabited areas. Distance and cost of access to markets is considered when planning the assistance but cannot be generalised as situations are very variable. Herders themselves will look at shared transport options with neighbours for access to markets and for transporting supplies home. This targeting will be done with a strong focus on issues of vulnerability, capacity and access. The operation will assist the most vulnerable affected households in 20 provinces: Arkhangai,

Bayan-Ulgii, Govi-Altai, Govisumber, Dundgovi, Dornogovi, Umnugovi, Dornod, Sukhbaatar, Khentii, Tuv, Selenge, Darkhanuul, Bulgan, Khuvsgul, Uvurkhangai, Bayankhongor, Uvs, Zavkhan and Khovd.

Risk Assessment

Parliamentary elections will be held in 2016 and many members of parliament are already campaigning in the provinces. It is imperative that the MRCS operation and its visibility strategy are clearly distinguished from any politically motivated activities.

Severe winter conditions may slow down the relief operation. Harsh weather and limited access by road to remote areas might pose increased safety risks and other challenges to logistics but these are adequately addressed in IFRC fleet regulations.

Proposed sectors of intervention

	Food security; nutrition and livelihoods
Outcome 2: Immediate food and other priority needs of the targeted families are met.	
Output 2.1: 1,600 households in 20 provinces are provided with food parcels and unconditional cash transfers (CHF 32 per family to supplement food assistance).	
Activities planned: <ul style="list-style-type: none"> • Identification of beneficiaries in 20 affected provinces for provision of food parcels and unconditional cash grants • Orientation and mobilization of volunteers at district levels • Local procurement of food parcels (cereals, rice, wheat flour, cooking oil, salt and tea) • Distribution of food parcels and provision of unconditional cash grants through bank transfer (Khan Bank) 	
Output 2.2: 3,500 households in 20 provinces are provided with unconditional cash transfers for meeting other priority needs (CHF 92 per family for those not receiving food assistance)	
Activities planned: <ul style="list-style-type: none"> • Identification of beneficiaries in 20 affected provinces for provision of unconditional cash grants • Provision of unconditional cash grants through bank transfer 	
Outcome 3: Livelihoods are protected and negative coping strategies reduced among affected population and households.	
Output 3.1: Affected households have restored or diversified livelihoods after receiving training and livelihood assets to resume activities.	
Activities planned: <ul style="list-style-type: none"> • Selection of 100 beneficiary households for livelihood intervention • Market assessments/ training needs assessments • Vocational/ business trainings, skills transfer (for income diversification for targeted number of herders) 	
	Health and care
Outcome 3: The immediate and medium-term risks to the health of affected populations are reduced.	
Output 3.1: School-going children affected by the dzud are provided with psychosocial first aid support (PSS/FA)	
Activities planned: <ul style="list-style-type: none"> • Mobilize volunteers for school-based PSS/FA in collaboration with Save the Children (provision of PSS/FA will be delivered at same time as food distributions) 	



Community preparedness and risk reduction

Outcome 4: Communities' resilience to disasters is protected.

Output 4.1: Risk reduction measures are incorporated in disaster recovery programmes.

Activities planned:

- Selection of beneficiaries for community preparedness and risk reduction activities
- Procurement and distribution of 100 portable grass harvesters
- Climate change adaptation and disaster preparedness training among herders



Quality programming (areas common to all sectors)

Outcome 1: Continuous and detailed assessment and analysis is used to inform the design and implementation of the operation.

Output 1.1: Needs assessments are conducted and response plans updated according to findings.

Activities planned:

- Mobilize MRCS staff and volunteers for assessments
- Mobilize/deploy regional tools (an RDRT) to support MRCS in conducting assessments
- Undertake assessments to determine specific needs of beneficiaries
- Develop detailed response plans with activities that will meet identified beneficiary needs
- Monitoring visits by joint teams of MRCS headquarters and IFRC
- Beneficiary satisfaction survey
- Internal final evaluation



Programme support services

- **Human resources:** MRCS has mobilized 200 local volunteers and 13 NDRTs in support of the operation. MRCS will recruit staff in support of the operation at both national HQ and branch levels. Four MRCS staff members at headquarters will support the operation and 10 emergency operation officers will be recruited at branch level.

An IFRC delegate will be recruited for 12-month period to oversee and provide technical support for the operation, as will a national staff project officer, project assistant and finance officer, each for six months.

A regional disaster response team (RDRT) member will be deployed in support of the cash transfer component of the operation. Deployment of a surge capacity delegate from one of the partner national societies is under consideration. The specific duties of the delegate will depend on the operational needs and technical capacity already available to MRCS in the region, but is likely to have a link to cash transfer programming and livelihoods.

The IFRC CCST in Beijing and AP regional office in Kuala Lumpur will provide a wide range of technical, administrative and logistical support to the operation.

- **Logistics and supply chain:** Procurement of food items will be done in Mongolia by MRCS with support from IFRC. Sourcing and procurement of relief items (food) will be carried out in compliance with the IFRC standard procedures to ensure quality and timely delivery. Transportation of relief goods (food) will be provided by NEMA in accordance with a MoU between MRCS and NEMA.

Local emergency management agencies (LEMAs) will provide logistics and transportation support to the relief operation. In some areas, the services of local transportation companies will also be needed. The operation will support efforts by the World Animal Protection Organization to deliver and distribute temporary winter shelter for livestock together (not funded under this appeal).

Cash transfer component will be implemented through Khan Bank, which has been selected as a CTP service provider. Khan Bank has also been cooperated with during the past dzud operation in 2010.

- **Information technology:** The cost of communication will be low and consist of mobile phone and mobile internet usage. Mobile cellular networks operate normally in the targeted areas. The MRCS's 13 NDRTs have portable radios and Iridium satellite phones as a backup emergency communication means.
- **Beneficiary communication and accountability:** MRCS has access to a two-way SMS communication with almost 600,000 G-mobile subscribers through TERA. TERA is free of charge for both the Red Cross and the G-Mobile subscribers who receive or send messages. MRCS will also be using traditional beneficiary communication methods such as face-to-face communication, leaflets, and billboards.
- **Communications:** With support from the regional communications unit in Kuala Lumpur, the IFRC CCST communications delegate in Beijing will support the development of stories, articles and documentary films. Partner National Societies will be provided with information on the response through Newswire operation updates. MRCS will also develop beneficiary stories, documentaries and articles to be published locally. IFRC will collaborate with Associated Press and other international media to cover MRCS and IFRC activities in the field.
- **Security:** The MRCS' operational coordination centre will ensure that volunteers and staff follow security rules when working in affected areas. MRCS will continuously monitor the security environment and respond to changes in the threat and risk situation, if any, by implementing adequate security risk reduction measures, including extreme weather changes. All MRC personnel are encouraged to complete the respective IFRC Stay Safe courses; Stay Safe Personal security, Stay Safe Security Management and Volunteer Stay Safe. IFRC is a member of various inter-agency groups including the HCT and Mongolia International NGO forum, which allows for the monitoring of any changes in security situation. MRCS, with its wide network of branches and volunteers will be aware of any possible security threats and/or volatile situation as they arise.
- **Planning, monitoring, evaluation, and reporting (PMER):** NDRT members will continuously monitor the implementation of the emergency operation. IFRC will provide team members with refresher training on PMER. MRCS headquarters will receive weekly updates from operating branches. Weekly/monthly update formats will be developed and introduced to responding branches.

Regular monthly updates on the operation will be developed and shared during the emergency phase. A special telephone line will be established at MRCS headquarters. The telephone number will be communicated to beneficiaries through TERA. Similarly, messages to provide information on the distribution and cash disbursements, post distribution monitoring and a beneficiary satisfaction review will be conducted through TERA and through household visits. A final evaluation will be carried shortly before the end of the operation. A final report will be available 90 days after the end of the operation.

- **Administration and Finance:** MRCS has a well-established finance and administration team consisting of six specialists. IFRC has a finance and administration manager based in Mongolia. IFRC teams at AP regional office and CCST in Beijing have the capacity to provide a wide range of support services to the operations, including finance, administration and logistics. Technical support related to cash transfer programming will be provided by IFRC (through RDRT and IFRC technical staff).



Budget

See attached [IFRC Secretariat budget \(Annex 1\)](#) for details.

Garry Conille
Under Secretary General
Programme and Operations Division

Elhadj As Sy
Secretary General

**For further information specifically related to this operation please contact:
Mongolian Red Cross Society:**

- Nordov Bolormaa, Secretary General of Mongolian Red Cross Society; mobile: +976 99119395; email: nordovbolormaa@yahoo.com

IFRC Country Cluster Support Team in Beijing:

- Baktiar Mambetov, Acting Head of Regional Delegation; mobile: +86 135 110 6515; email: baktiar.mambetov@ifrc.org

IFRC Asia Pacific regional office in Kuala Lumpur; phone: +603 9207 5700; fax: +603 2161 0670:

- Martin Faller, Deputy Regional Director; email: martin.faller@ifrc.org
- Alice Ho, Operations Coordinator; mobile: +60 13 360 0366; email: alice.ho@ifrc.org
- Riku Assamaki, Logistic Coordinator; mobile +60 12 298 9752; email: riku.assamaki@ifrc.org
- Patrick Fuller, Communications Manager; email: patrick.fuller@ifrc.org

IFRC Geneva:

- Christine South, Operations Quality Assurance Senior Officer; email: christine.south@ifrc.org

For Resource Mobilization and Pledges:

- Diana Ongiti, Relationship Manager, Emergencies; email: diana.ongiti@ifrc.org

For Performance and Accountability (planning, monitoring, evaluation and reporting enquiries)

- Peter Ophoff, Head of PMER; email: peter.ophoff@ifrc.org

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 Humanitarian 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:



Save lives.
protect livelihoods,
and strengthen recovery
from disaster and crises.



Enable **healthy**
and **safe** living.



Promote social inclusion
and a culture of
non-violence and peace.

EMERGENCY APPEAL OPERATION

24/02/2016

MDRMN005 : Mongolia - Extreme Winter Condition

Budget Group	Appeal Budget CHF
Food	72,832
Cash Disbursements	387,582
Total RELIEF ITEMS, CONSTRUCTION AND SUPPLIES	460,414
Other Machinery & Equipment	17,500
Total LAND, VEHICLES AND EQUIPMENT	17,500
Storage, Warehousing	480
Distribution & Monitoring	20,000
Transport & Vehicle Costs	12,000
Total LOGISTICS, TRANSPORT AND STORAGE	32,480
International Staff	148,650
National Staff	27,083
National Society Staff	21,000
Volunteers	7,920
Total PERSONNEL	204,653
Workshops & Training	42,000
Total WORKSHOP & TRAINING	42,000
Travel	7,500
Information & Public Relations	9,500
Office Costs	1,250
Communications	6,790
Financial Charges	960
Total GENERAL EXPENDITURES	26,000
Programme and Support Services Recovery	50,898
Total INDIRECT COSTS	50,898
TOTAL BUDGET	833,945