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Final Report

Mongolia / East-Asia: Severe Winter

 International Federation
of Red Cross and Red Crescent Societies

DREF operation Final report	Operation n° MDRMN011
Date of Issue: 29 August 2020	Glide number: CW-2020-000016-MNG
Operation start date: 6 February 2020	Operation end date: 31 May 2020
Host National Society: Host National Society: Mongolian Red Cross Society	Operation budget: CHF 311,817
Number of people affected: 22,000 people	Number of people assisted: 7,091 people
Red Cross Red Crescent Movement partners currently actively involved in the operation: International Federation of Red Cross and Red Crescent Societies (IFRC)	
Other partner organizations actively involved in the operation: National Emergency Management Agency (NEMA), National Agency for Meteorology and Environmental monitoring (NAMEM), Ministry of Food, Agriculture and Light Industry (MOFALI), Local government units (LGU), Social welfare offices, Local Emergency Management Agency (LEMA), Khaan Bank, Food and Agriculture Organization of United Nations (FAO)	

A. SITUATION ANALYSIS

Description of the disaster

Dzud is a Mongolian term for severe winter condition in which livestock perish in large number, due to malnutrition or extreme cold. The people of Mongolian are traditionally pastoral herders and presently, one-fourth of the Mongolian people are still travelling with their portable homes to find better pasture for their herd. Livestock is a vital element of herders' life as it is their only source of livelihood. Herders consume livestock meat, use their milk to produce dairy products, and sell their hide and wool for cash.

Livestock herding has been traditional lifestyle of Mongolians for centuries but now many herders migrate to the cities for jobs with fixed salary. Due to climate change and other factors such as the frequent and rapid unfavorable natural phenomenon like drought, cold wave etc. in recent years, which turned herding into a perilous business.

Mongolia has mostly dry and cold climate due to Siberian high, and the temperature fluctuation between winter and summer is wide as it reaches +40 degrees Celsius in summer while -40 degrees Celsius in the winter. During winter, most herders lack of hay and fodder due to financial restraints when the pasture is covered by thick layer of snow or ice. Herders generally reserve hay bales in autumn but it's never enough to feed the herd throughout the winter.

Each year, National Agency for Meteorology and Environmental Monitoring (NAMEM) publishes Dzud¹ risk map which uses summer condition, pasture carrying capacity, livestock number, anomalous precipitation and temperature, snow depth, biomass, drought index, temperature forecast etc. to predict the regions that may experience severe winter condition. On 2 January 2020, dzud risk map was published and 97 soums² in 13 provinces were reported to be at very high risk, which triggered the Dzud Early Action Protocol (EAP) for Mongolia. The threshold for EAP activation was set



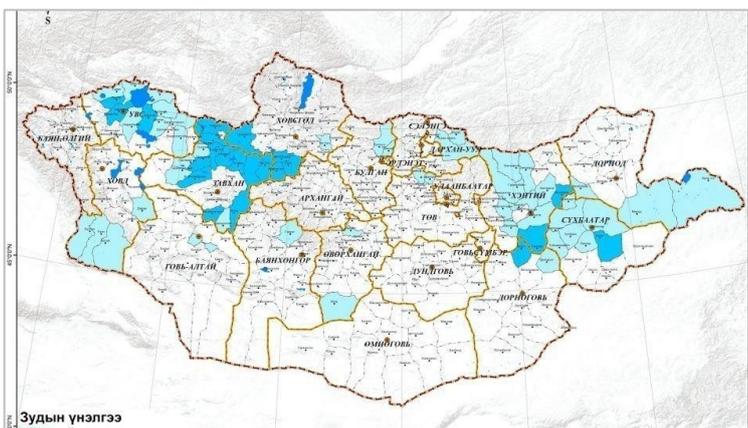
Livestock carcass pile outside herder household. (Photo: Khentii Red Cross)

¹ Dzud is a Mongolian term for severe winter condition which cause mass livestock mortality. There are several types of dzud.

² Soum is Mongolian administrative unit below province.

a point where three or more provinces have more than 20 per cent of dzud risk in their area. The trigger threshold was developed jointly with the Climate Centre to ensure that the EAP is only activated in the episode of extreme weathers.

Through the EAP, MRCS delivered unrestricted cash assistance and livestock nutrition kits to the 1,000 vulnerable households in the most-at-risk areas to assist them in meeting their immediate needs and save their livestock and livelihoods. MRCS targeted eight provinces (Govi-Altai, Khovd, Arkhangai, Bulgan, Uvurkhangai, Dundgobi, Sukhbaatar, and Khentii) which were identified as areas with very high risk of dzud. Even though early action was triggered, winter situation became worse and as stated by



White dzud affected area map.

National Emergency Management Agency (NEMA) and National Agency for Meteorology and Environmental Monitoring (NAMEM) on 12 January 2020, over 70 per cent of the country was covered by 10-30 cm snow layer and 41 soums in nine provinces in white dzud condition while 51 soums in 16 provinces (Table 1) are near white dzud³.

Table 1. Dzud affected provinces

Province	Soums in white dzud condition	Soums in near white dzud condition
Bayankhongor	-	Galuut
Bulgan	-	Selenge, Khangal, Bulgan
Govi-Altai	-	Yusunbulag, Khukhmorit, Altai
Dornogovi	-	Altanshiree, Ikhkhet
Dornod	Matad	Khalkhgol, Khulunbuir
Zavkhan	Bayantes, Bayankhairkhan, Ikh-Uul, Numrug, Tosontsengel, Tudevtei, Telmen, Tes, Tsagaanchuluut, Tsetsen-Uul, Erdenekhairkhan, Zavkhanmandal	Santmargats, Songino, Urgamal, Tsagaankhairkhan
Uvurkhangai	Khujirt, Kharkhorin, Bogd	Taragt, Bayan-Undur, Baruunbayan-Ulaan, Guchin-Uus, Esunzuil
Sukhbaatar	Asgat	Baruun-Urt, Bayandelger, Munkhkhaan, Sukhbaatar, Tuvshinshiree, Tumentsogt, Uulbayan, Khalzan
Selenge	-	Yuruu, Khuder
Tuv	-	Bornuur, Zuunmod, Jargalant
Uvs	Malchin, Ulaangom, Tes, Undurkhangai, Zuungobi,	Baruunturuun, Davst, Naranbulag, Sagil, Khyargas, Turgen
Khovd	Darvi	Altai, Bulgan, Uyench
Khuvsgul	Galt, Jargalant, Tsetserleg, Shine-Ilder, Ikh-Uul	-
Khentii	Binder, Bayan-Ovoo, Galshar, Batnorov,	Batshireet, Jargalkhaan, Umnudelger, Undurkhaan, Ulziit
Dundgobi	Erdenedalai, Saintsagaan, Gurvansaikhan, Adaatsag, Deren, Luus, Ulziit, Undurshil, Khuld	-
Arkhangai	-	Jargalant
Darkhan-Uul	-	Darkhan
Orkhon	-	Jargalant, Bayan-Undur
	41 soums of 9 provinces	51 soums of 16 provinces
	92 soums in 18 provinces	

As NAMEM stated, the coldest temperature had reached was -48 Celsius in Zavkhan province and in Khangai region average night temperature was -30-39 Celsius, In Gobi region -23 to -29 Celsius, western region -35 to -48 Celsius and other parts the average night temperature -25 to -32 Celsius. In many provinces, average monthly temperature was lower than annual average and province authorities have requested from the government for assistance of hay and fodder, livestock medicines.

Through interviews conducted during the assessment, it was realized that most herders had already ran out of their reserved forage as they had been feeding the livestock with extra forage to keep them alive during the lethal cold. The herders have said that if cash assistance was provided, they could use it to buy forage from nearby suppliers and also spend for their specific needs such as warm clothes, food and medicine. In addition, livestock mineral and vitamin

³ Mongolians differentiate within the term dzud into several types, the most common of which is the “white dzud” in which the snow is particularly heavy, “black dzud” where the freezing temperatures lead to reduced forage, and “hoofed dzud” where livestock congregate in one location leading to over-grazing. Source: Reliefweb.

supplies are essentially needed as once the herd are already cold stressed and malnourished, their digestive system gets shocked and will be unable to digest even when forage is supplied. Therefore, only mineral and vitamin supplies will help the herd to recover from the cold stress.

Summary of response

Overview of Host National Society

Since the beginning of the winter, MRCS had been monitoring the winter situation through its branches and attending Humanitarian Country Team (HCT), Emergency Commission meetings. The MRCS National Disaster Response Team (NDRT) members had been alerted and were providing assistance to the affected communities. Mid-level branches of the MRCS were collecting information from their local soum authorities, conducting interviews with affected herders and participating in their respective local emergency commission meetings.

As mentioned above, early action protocol for dzud was triggered based on the dzud risk map which was released on 2 January. Through the EAP MRCS assisted 1,000 herder households with unconditional cash assistance of CHF 85 and animal care kits.



Figure 3. MRCS NDRT members load animal care kit contents to truck. (Photo MRCS)

The EAP was officially triggered and the operation started on 8 January. However, government assessment of 12 January showed 41 soums of nine provinces were in white dzud condition and 51 soums of 16 provinces in near white dzud condition. MRCS was able to reach only 1,000 herder households through the EAP but as winter condition took dramatic negative turn and then almost 70 per cent of the country was affected, therefore, MRCS sought additional funding by activating the IFRC DREF mechanism.

Overview of Red Cross Red Crescent Movement in country

Through its Country Cluster Support Team (CCST) office in Beijing and the Regional Office in Kuala Lumpur, the IFRC was supporting coordination of disaster response efforts of its secretariat in assisting the MRCS and the implementation of the early actions. IFRC supported the MRCS in the implementation of activities through technical assistance, monitoring and evaluation and by providing required logistical and administrative support.

Overview of non-RCRC actors in country

Assessment team headed by Deputy Minister of Food, Agriculture and Light Industry visited Uvs, Govi-Altai, Bayan-Ulgii, Khovd, and Zavkhan provinces and the assessment report was introduced to the humanitarian country team members. The report highlighted that the Zavkhan, Uvs, Khovd, Govi-Altai and Bayan-Ulgii provinces were already facing harsh winter situation. Due to damages to their hooves and mouth, livestock were perishing of starvation. Herders needed immediate medical and nutritional supplies for their livestock.

In December 2019, the Government of Mongolia decided to allocate a funding of Mongolian Tugrik (MNT) 1.7 billion (CHF 600,000) to provinces with higher risk of being affected by dzud. The following allocations were made by the government:

- Allocated MNT 50 million to Uvurkhantai, Arkhangai, Dundogovi, Tuv, Bulgan, Zavkhan, Khuvsgul provinces where most herders migrate or go on otor⁴
- Allocated 1,710 tons of hay without charge, 1,370 tons of fodder at 50 per cent discounted price to Dundgovi, Uvurkhantai, and Tuv provinces.
- Allocated 10 vehicles to local emergency authority, Agency for Food, Agriculture and Health Centers in Uvurkhantai, Dundgovi, Bulgan, Tuv and Khuvsgul provinces.
- Allocated veterinarian medicines and nutrition items worth of MNT 40.3 million to Uvurkhantai, Dundgovi, Tuv, Zavkhan and Khuvsgul provinces. Mongolian government also limited bran export until 1 April 2020 to protect internal market and keep the price stable and increase the supply to the herders.

FAO assisted 450 herder households in four provinces and allocated MNT 275,000 or USD 97.2 and animal care kits. FAO and MRCS exchanged data and coordinated activities to avoid duplication of assistance to the herders. The United Nations Children's Fund (UNICEF) provided cash assistance to the children under the age of five in four soums of Zavkhan province in December 2019, as part of piloting a cash transfers for children during climate related shocks. World Vision Mongolia's Khentii province branch also provided fodder support to herders in four soums of Khentii province.

⁴ Otor is Mongolian term for process in which herders travel to seek better pasture and geographically suitable location for herding.

Needs analysis and scenario planning

Needs analysis

The assessment team appointed by the government, was deployed to collect timely information and to conduct needs analysis in the affected community. According to the assessment, cash, food items, animal nutrition supplies were identified as the immediate needs of the affected households. The field assessment team headed by deputy minister of MOFALI visited in Gobi-Altai, Bayan-Ulgii, Khovd, Zavkhan and Uvs. During the interviews, the following observation were made:

Most herder households lacked cash in hand, especially during winter and if they have cash, they could utilize it for their specific needs. Cash transfer intervention was found to be far more cost efficient than transporting hays and fodders to the communities. MRCS had signed contract with a financial service provider (FSP), Khan Bank with its branches in the smallest administrative unit in Mongolia, which makes them a suitable FSP to provide cash assistance to the herder population even in the remote areas. Khan bank branches were available in every soum and most herders (99%) had Khan Bank accounts. Data showed that cash transfer program would be the most convenient way of assistance in this case.

In our previous operations, we identified that vitamins and minerals are essential for livestock nutrition, especially during winter. MRCS discussed with selected livestock experts and representatives from herder community and identified the needs of vitamin and minerals for the livestock. It was crucial, since the livestock will not survive with vitamin and minerals deficiency, despite feeding enough hay. These supplements were rarely found in rural areas and usually overpriced. It was evident that proper supplements for the livestock may prevent deaths of the animals that are not yet affected by the dzud.

Targeting

The operation had initially targeted 50 soums in the most affected provinces based on government assessment of the dzud situation, without duplicating EAP targeted soums. However, the situation was getting worse each day and dzud's impact was spreading across the country. Therefore, MRCS broadened the reach and allocated humanitarian assistance to 1,750 households in 88 soums from 15 provinces.

Selection criteria for soums were based on winter situation, number of vulnerable herder households, and soums that are not targeted for any other humanitarian assistance.



Volunteers visit dzud affected household. (Photo: Khentii Red Cross)



MRCS monitoring team meets herder representatives. (Photo: Khentii RC)

Table 2: Targeted Aid distribution by province

Province	No. of beneficiaries (HH)
Khentii	100
Khuvsgul	200
Uvs	325
Tuv	122
Khovd	50
Zavkhan	250
Dundgovi	128
Govi-Altai	50

Bayankhongor	200
Dornod	75
Arkhangai	50
Bayan-Ulgii	50
Darkhan-Uul	50
Orkhon	50
Selenge	50
15 provinces	1,750 households

The MRCS branches selected herder households in collaboration with local authorities in the soums of targeted provinces that had been worst affected by dzud. Beneficiary data collection was done by relevant Red Cross branches with support from local government agencies including social welfare and registration office, and local emergency management agency. The beneficiary data were integrated at MRCS headquarters and validated.

To be eligible for assistance, herder-households must fit the selection criteria of having <400 livestock and meet at least one of the following criterion:

- Single-parent household with three or more children under the age of 16 years old.
- Household with five or more children under the age of 16 years old.
- Household with a senior member +60 years old.
- Household with a disabled member, pregnant and/or lactating women.

Operation Risk Assessment

No delays or problems were encountered, despite speculation of some risk in which transportation of the items could delay due to precipitation. There were some cases when some beneficiaries had moved to seek better pasture, but local Red Cross branches contacted them through bagh⁵ governors and local authorities.

B. OPERATIONAL STRATEGY

Overall Operational objective

The overall objective of the operation was to provide basic livelihoods needs of the 1,750 vulnerable herder households who had been affected by dzud. The herders have seasonal income which includes early spring when the herders sell goat wool and fall when they sell livestock. Besides these periods, the herders usually don't have cash in hand and during sudden harsh weather such as cold wave, they're not able to buy their essential supply to meet their basic need. Through provision of cash and animal care kits, MRCS aimed to support the beneficiaries in recovering and sustaining their livestock-based livelihoods. With MNT 240,000 or approximately USD 85 per each household, herder households were able to buy hay and fodder to feed their livestock and recover their livestock health using animal care kits.

Proposed strategy

Based on the suggestions from the needs analysis and discussions with operation team, cash transfer and animal care kits were selected as the intervention type. Through the selection criteria, herder households who had medium size of herd (households with less than 400 livestock are mostly idle herders⁶ (idle herders are people who own livestock but don't herd themselves) while households with more than 500 livestock wouldn't be considered as vulnerable) and [socio-economic vulnerability](#) were identified.



MRCS volunteer introducing animal care kit contents to herders.
(Photo: Uvs Red Cross)

⁵ Bagh: the lowest administrative unit in Mongolia.

⁶ Idle herders are people who own livestock but do not herd it themselves.

C. DETAILED OPERATIONAL PLAN



Livelihoods and basic needs

People reached: 7,091

Male: 3,313

Female: 3,778

Indicators:	Target	Actual
1,750 herder households have received cash assistance to meet their basic needs.	1,750	1,750
1,750 herder households have been supported with non-food assistance (animal care kit) to protect their livelihood resource.	1,750	1,750
Narrative description of achievements		
<p>Unconditional cash assistance of USD 85 and animal care kits were allocated to 1,750 dzud affected herder households. By using cash assistance, herder households were able to meet their specific needs including sustaining and recovering their livelihoods such as buying hay and fodder for the herd or even buying more livestock and spending the cash for warm clothes, food, and medicine. With animal care kits, the herders were able to strengthen their herd health and help their herd overcome the malnutrition and cold until there's pasture.</p>		
Challenges		
<p>Due to COVID-19 restrictions, Red Cross branches were not able to gather the beneficiaries and organize the distribution centres in former way. Instead, MRCS distributed the goods to the beneficiaries through households' visits to keep social distancing which took longer than usual.</p>		
Lessons Learned		
<p>It was recommended to mid-level branches at the lessons learnt workshop that each mid-level branch should sign cooperation agreement with their local Khan banks on data sharing and validating to reduce cases of mismatches in further operations.</p>		

Strengthen National Society

Indicators:	Target	Actual
240 volunteers trained and materials, banners, flyers developed involved in the operation. 3 different types of banners and flyers are developed.	Yes	Yes
Beneficiaries receive the aid within 6 weeks after the beginning of the operation	Yes	Yes
One RDRT member is deployed for one month to assist with NS on relevant components.	1	0
7,000 people reached on humanitarian issues through the operation	7,000	7,091
14 monitoring activities conducted by MRCS and IFRC teams.	14	14
Narrative description of achievements		
<p>Red Cross visibility was ensured during the entire operation and each beneficiary received the certificate and goods with package which has Red Cross logo on it. Banners and flyers were developed and used when transporting the relief items and also when distribution activities took place. The operation advocated humanitarian issues through MRCS media channels and following news were publicly published:</p> <ul style="list-style-type: none"> • https://www.montsame.mn/mn/read/223954 • http://govi-altai.gov.mn/208/item/2352 • http://www.npost.mn/a/167130 • https://www.redcross.mn/News/NewsDetail/3019 		

Due to COVID-19 restrictions, RDRT member was unable to be deployed and IFRC monitoring was cancelled. MRCS National disaster response team and branch disaster response team members conducted monitoring visits to the branches.

Challenges

N/A

Lessons Learned

It was recommended for the National Society to develop the dzud contingency plan to implement during the epidemic and develop contingency plans in cases of combined hazard and disasters.

D. Financial Report

CHF 311,817 was allocated to respond to the DREF Operation for Dzud in Mongolia. The operation utilized CHF 282,340 (91 per cent of the allocation). The balance of CHF 29,477 will be returned to the DREF pool.

Variance was mainly due to the restricted movement caused by the impacts from the COVID-19 pandemic. Detailed expenditure is outlined in the final financial report at the end of this final report.

The major donors and partners of the Disaster Relief Emergency Fund (DREF) include the Red Cross Societies and governments of Belgium, Britain, Canada, Denmark, German, Ireland, Italy, Japan, Luxembourg, New Zealand, Norway, Republic of Korea, Spain, Sweden and Switzerland, as well as DG ECHO and Blizzard Entertainment, Mondelez International Foundation, and Fortive Corporation and other corporate and private donors. The IFRC, on behalf of the National Society, would like to extend thanks to all for their generous contributions.

Detailed expenditure is outlined in the final financial report at the end of this final report.

Contact information

Reference documents



Click here for:

- [DREF Operation](#)

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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**.

DREF Operation

FINAL FINANCIAL REPORT

Selected Parameters			
Reporting Timeframe	2020/2-2020/7	Operation	MDRMN011
Budget Timeframe	2020/2-2020/5	Budget	APPROVED

Prepared on 24/Aug/2020

All figures are in Swiss Francs (CHF)

MDRMN011 - Mongolia - Severe Winter

Operating Timeframe: 04 Feb 2020 to 31 May 2020

I. Summary

Opening Balance	0
Funds & Other Income	311,817
DREF Allocations	311,817
Expenditure	-282,340
Closing Balance	29,477

II. Expenditure by area of focus / strategies for implementation

Description	Budget	Expenditure	Variance
AOF1 - Disaster risk reduction			0
AOF2 - Shelter			0
AOF3 - Livelihoods and basic needs	255,817	241,407	14,410
AOF4 - Health			0
AOF5 - Water, sanitation and hygiene			0
AOF6 - Protection, Gender & Inclusion			0
AOF7 - Migration			0
Area of focus Total	255,817	241,407	14,410
SFI1 - Strengthen National Societies	22,027	21,234	793
SFI2 - Effective international disaster management	15,009	7,500	7,509
SFI3 - Influence others as leading strategic partners	18,965	12,200	6,765
SFI4 - Ensure a strong IFRC			0
Strategy for implementation Total	56,000	40,933	15,067
Grand Total	311,817	282,340	29,478

DREF Operation

FINAL FINANCIAL REPORT

Selected Parameters			
Reporting Timeframe	2020/2-2020/7	Operation	MDRMN011
Budget Timeframe	2020/2-2020/5	Budget	APPROVED

Prepared on 24/Aug/2020

All figures are in Swiss Francs (CHF)

MDRMN011 - Mongolia - Severe Winter

Operating Timeframe: 04 Feb 2020 to 31 May 2020

III. Expenditure by budget category & group

Description	Budget	Expenditure	Variance
Relief items, Construction, Supplies	240,009	226,638	13,371
Seeds & Plants	84,454	79,816	4,638
Cash Disbursement	155,556	146,822	8,733
Logistics, Transport & Storage	13,937	7,042	6,895
Distribution & Monitoring	8,537	7,042	1,495
Transport & Vehicles Costs	5,400		5,400
Personnel	12,534	11,492	1,043
National Society Staff	11,111	10,159	952
Volunteers	1,423	1,333	90
Workshops & Training	18,519	18,339	180
Workshops & Training	18,519	18,339	180
General Expenditure	7,787	1,597	6,190
Travel	5,556		5,556
Information & Public Relations	741	266	475
Communications	1,296	1,296	0
Financial Charges	194	35	159
Indirect Costs	19,031	17,232	1,799
Programme & Services Support Recover	19,031	17,232	1,799
Grand Total	311,817	282,340	29,478