

www.ifrc.org
Saving lives,
changing minds.

Emergency appeal

Mongolia: Extreme Winter Condition

 International Federation
of Red Cross and Red Crescent Societies

Revised Emergency Appeal
n° MDRMN005

Glide n° [CW-2016-000004-MNG](#)

27,000 people to be assisted

CHF 158,459 DREF allocated

CHF 979,346 revised appeal budget

CHF 125,542 funding gap

Appeal launched 29 February 2016

Revision n° 1 issued 20 July 2016

Appeal ends 28 February 2017

This Revised **Emergency Appeal** seeks **CHF 979,346** (increased from 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 **27,000 people (5,400 households)** for **12 months**, with a focus on **livelihoods including nutrition and food security, and community preparedness and risk reduction**. The revised plan reflects an increased number of beneficiaries, an increase in activities, and a refocused geographic scope (from 20 to 17 provinces). 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.

Details are available in the [Emergency Plan of Action \(EPOA\)](#).

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) reported that snow has covered 90 per cent of the total territory with conditions getting more severe, with 50 soums (districts) in dzud¹ state and 120 soums 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.



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

2 February 2016: In an appeal to the Humanitarian Country Team (HTC) on 2 February, the Mongolian deputy prime minister requested the mobilization of 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).

March – April 2016: A regional disaster response team (RDRT) in Cash Transfer Programming was deployed to support MRCS to monitor cash distribution, and to set up systems to monitor the activities.

31 March 2016: [Operation Update 1](#) was issued to report on the progress of MRCS in assessments, procurement of food items and distribution of food to 1,500 most vulnerable herder households (approximately 7,500 people) in eight most affected provinces.

13 June 2016: [Operation Update 2](#) was issued.

Recent developments, and revised operational strategy

The National Emergency Management Authority has officially declared the winter dzud over in April 2016; however, spring conditions remained variable and harsh, with snowfall occurring in some parts, and dry conditions anticipated. Based on the latest assessments results conducted by the Mongolian government and the United Nations in May 2016, 62 soums in 17 aimags (provinces) are currently categorized as having dzud conditions, while 51 soums in 15 provinces having conditions close to dzud. The severe winter threatens the livelihood of over 225,000 Mongolians who live as nomadic herders (41 per cent of all herder population) and are losing their livestock. Of nearly 56 million livestock, over 1.1 million animals have perished.

This revised emergency appeal aims to scale up ongoing 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 Labour and World Vision will allow capitalizing 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.

Climate change adaptation 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 is worsen as many herders are 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 has been up-scaled through this Appeal.

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 dzud has negative impact on their psychological condition resulting in breakup of families, domestic violence and psychological depression. Vulnerable groups such as women, children, 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 this 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 the dzud affected families. MRCS and IFRC have established partnership with Save the Children to deliver the PSS/FA.

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. According to the UN in May, there *are over 110,000 most vulnerable families which have fewer than 100 livestock*.

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, addressing the main risk to dzud is the sole option to reduce future implications. The recommendations influenced the development of this Appeal – (i) *Support herders to prepare adequate hay, fodder to overcome future extreme winter situation*; and (ii) *Diversify the income generation of herder households*.

Disaster preparedness and 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. 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 PSSFA to targeted beneficiaries.

The snowfall and precipitation in some parts of the country has further accelerated the already alarming rate of livestock deaths. MRCS, IFRC and other humanitarian organizations have set up a working group to better coordinate, synergize, maximize and complement the efforts of humanitarian responders.

Beneficiary selection

MRCS, in coordination with Local Emergency Management Agency and social welfare department, has identified around 5,400 vulnerable herder households across the country in need of assistance. Only poor and vulnerable herder households (poverty stricken families, families with disabled, single headed, multi-children, left alone elderly, ill health households) will be targeted with the Red Cross's assistance. One of the important criteria will be the number of livestock per household. There are on average five people per herder household in Mongolia. Households with less than 200 livestock (this is the vulnerability criteria established by the government) will also be targeted with the Red Cross's assistance.


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.

Risk Assessment

Parliamentary elections will be held in end of June 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, so that food and cash distribution can continue without interference.

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

	<h3>Livelihoods; including Nutrition and Food security</h3>
<p>Outcome 1: Immediate food and other priority needs of the targeted families are met.</p>	
<p>Output 1.1: 1,600 households in 17 provinces are provided with food parcels and unconditional cash transfers; another 300 households are provided with food parcels</p>	
<p>Activities planned:</p> <ul style="list-style-type: none"> • Identification of soums in 17 provinces • Beneficiary selection and registration • Orientation and mobilization of volunteers at district levels 	

- Local procurement of food parcels
- Distribution of food parcels and provision of unconditional cash grants (MNT 64,000/ CHF 32) through bank transfer

Output 1.2: 3,500 households in 17 provinces are provided with unconditional cash transfers for meeting other priority needs.

Activities planned:

- Identification of soums in 17 affected provinces for provision of unconditional cash grants
- Beneficiary registration and cash form preparation
- Distribution of unconditional cash grants (MNT 192,000/ CHF 92) through bank transfer

Outcome 2: Livelihoods are protected and negative coping strategies reduced among affected population and households.

Output 2.1: Affected households have restored or diversified livelihoods after receiving trainings and livelihood assets to resume activities.

Activities planned:

- Selection of 100 beneficiary households for livelihood intervention
- Market assessments/ training needs assessments
- Vocational/ business trainings, skills transfer
- Distribution of small business grants and implementation of business plans



Health

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:

- Mobilize volunteers for school-based PSS/FA in collaboration with Save the Children



Disaster 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 300 portable grass harvesters
- Procurement of 80 sets of PPE for first responders (NDRT/volunteers) & 150 sets of pre-positioned stock for regional warehouses
- Climate change adaptation and disaster preparedness training including emergency health, among herders



Quality programming (areas common to all sectors)

Outcome 5: Continuous and detailed assessment and analysis is used to inform the design and implementation of the operation.

Output 5.1: Needs assessments are conducted and response plans updated according to findings.

Activities planned:

- Mobilize MRCS staff and volunteers for assessments
- Mobilize/deploy regional tools 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
- Mid-term review
- Internal final evaluation



Programme support services

- **Human resources:** MRCS has mobilized 200 local volunteers 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 salary of 14 emergency operation officers at branch level will be supported.

Regional disaster response team (RDRT) member will be deployed in support of the cash transfer component of the operation. Deployment of surge capacity delegates from partner national societies is under consideration. The specific duties of the delegates will depend on the operational needs and technical capacity already available to MRCS in the region. Major areas under consideration include operation management and livelihood programme support.

The IFRC CCST in Beijing and Asia Pacific 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 has been done in Mongolia by MRCS with support from IFRC. Sourcing and procurement of relief items (food) were carried out in compliance with the IFRC standard procedures to ensure quality and timely delivery. Transportation of relief goods (food) would be provided by NEMA in accordance with an MoU between MRCS and NEMA.

Local emergency management agencies (LEMAs) would provide logistics and transportation support to the relief operation. In some areas, the services of local transportation companies would also be needed. The operation will support efforts by the World Animal Protection Organization to deliver and distribute temporary winter shelter for livestock together.

Procurement of NFI and PPE for replenishment will be done in Mongolia by IFRC-MRCS jointly, while that of 300 grass harvesters will be done by CCST in Beijing.

- **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 NDRT has portable radios and Iridium satellite phones as a backup emergency communication mean.
- **Beneficiary communication and accountability:** MRCS has an 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, bill boards and leaflets.
- **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. IFRC is a member of various inter-agency groups including the HCT and Mongolia International NGO forum, which allows monitoring any changes of security situation. MRCS, with its wide network of branches and volunteers will be aware of any possible security threats and/or volatile situation.
- **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 mid-term review will be conducted to investigate the status of the implementation, while 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 revised budget \(Annex 1\)](#) for details.

Garry Conille
Under Secretary General
Programme and Operations Division

Elhadj As Sy
Secretary General

Reference documents



Click [here](#) for Emergency Plan of Action (EPoA)



Click [here](#) for previous appeal and updates

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

- Nordov Bolormaa, secretary general; mobile: +976 99119395; email: nordovbolormaa@yahoo.com

IFRC country cluster support team in Beijing; phone: +86 10 6532 7162; fax: +86 10 6532 7166:

- Gwendolyn Pang, head of CCST; email: gwendolyn.pang@ifrc.org
- Baktiar Mambetov, development delegate; 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, acting deputy regional director; email: martin.faller@ifrc.org
- Kwan-Ho Timothy Lam, operations coordinator; mobile: +60 13 360 0366; email: timothy.lam@ifrc.org
- Riku Assamaki, regional logistics coordinator; mobile +60 12 298 9752; email: riku.assamaki@ifrc.org
- Patrick Fuller, Communications Manager; email: patrick.fuller@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)

- Clarence Sim, acting head of PMER; email: clarence.sim@ifrc.org

IFRC Geneva:

- Cristina Estrada, Response Recovery Lead; email: cristina.estrada@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

05/07/2016

MDRMN005 : Mongolia - Extreme Winter Condition

Budget Group	Appeal Budget CHF
Clothing & Textiles	53,450
Food	72,832
Cash Disbursements	407,582
Total RELIEF ITEMS, CONSTRUCTION AND SUPPLIES	533,864
Other Machinery & Equipment	52,500
Total LAND, VEHICLES AND EQUIPMENT	52,500
Storage, Warehousing	480
Distribution & Monitoring	30,000
Transport & Vehicle Costs	29,000
Logistics Services	3,150
Total LOGISTICS, TRANSPORT AND STORAGE	62,630
International Staff	126,350
National Staff	48,260
National Society Staff	21,000
Volunteers	7,920
Total PERSONNEL	203,530
Workshops & Training	36,050
Total WORKSHOP & TRAINING	36,050
Travel	7,500
Information & Public Relations	11,500
Office Costs	4,250
Communications	6,790
Financial Charges	960
Total GENERAL EXPENDITURES	31,000
Programme and Support Services Recovery	59,772
Total INDIRECT COSTS	59,772
TOTAL BUDGET	979,346
Available Resources	
Multilateral Contributions	853,804
TOTAL AVAILABLE RESOURCES	853,804
NET EMERGENCY APPEAL NEEDS	125,542