

DREF OPERATION

Mongolia Cold Wave 2023 (Snow and dust storm)

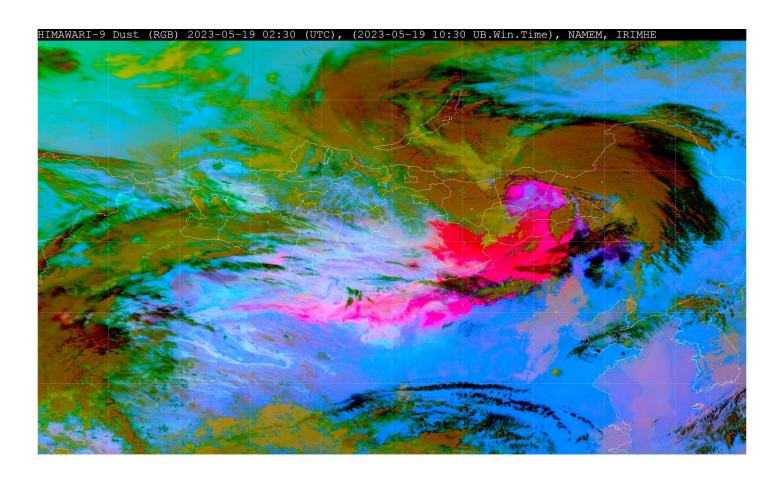


A herder carefully digs out the livestock from snow in Khentii province, (Photo: Khentii Red Cross Branch)

Appeal: MDRMN018	Country: Mongolia	Hazard: Cold Wave	Type of DREF Response
Crisis Category: Yellow	Event Onset: Sudden	DREF Allocation: CHF 337,609	
Glide Number: CW-2023-000078-MNG	People Affected: 5,100 people	People Targeted: 3,400 people	
Operation Start Date: 2023-05-29	Operation Timeframe: 3 months	Operation End Date: 2023-08-31	DREF Published: 2023-05-30
Targeted Areas:	Dornod, Dornogovi, Dundgovi, Govi-Altai, Khentii, Ömnögovi, Sükhbaatar		



Description of the Event



Satellite image of the dust storm from Himawari satellite, 19 May 2023 by NAMEM.

What happened, where and when?

Devastating snowstorm swept across eastern parts of Mongolia including Dornod, Sukhbaatar, Khentii provinces and certain provinces in Gobi areas, starting from around 06:00 AM on 19 May 2023 throughout the day and night until around 13:00 PM on 20 May. According to the National Agency for Meterogoloy and Environmental Monitoring, the average wind speed was 18-20 m/s and it reached 28-30 m/s at some point.

According to the provincial emergency commissions as well as collected information from MRCS Branches in Sukhbaatar, Khentii and Dornod Provinces, the snow caused the following impacts:

- Due to the storm, 124 people (mostly from herder community) were reported missing as they were following their livestock, which wandered off because of the storm. A total of 122 people have been found, but tragically 2 people in Sukhbaatar and Khentii provinces were found dead.
- There have been severe infrastructural damages, including the collapse of 22 electricity sub-stations, which caused power outage in several counties (19-22 May); it was later restored as of 24 May. Moreover, 149 households have faced with the complete loss of gers (yurt, traditional Mongolia circular, domed tent-like dwelling), and 288 gers with partial damages, partial damage to 283 constructed houses/buildings, complete and partial damage to 317 fences, and partial damage to 70 vehicles of herders and non-herders. The official figure for the total number of people



affected by the storm is not final, but known number of affected people is roughly 5,100. The impact is mostly on shelters, livelihoods and health. The most affected provinces are Sukhbaatar, Khentii, Dornod provinces.

- As of 25 May 2023, the known livestock loss caused by the storm is significant (623,623 including 521,477 in Sukhbaatar, 107,695 in Khentii, and 1,451 in Dornod provinces). The number is expected to increase as local authorities are registering the loss of livestock on the ground.





Affected livestock in Khentii province (Photo: MRCS)

Partially destroyed ger, Sukhbaatar province (Photo: MRCS)

Scope and Scale

According to the needs and the situation analysis conducted by MRCS BDRT teams in Sukhbaatar, Dornod and Khentii provinces, households which lost their accommodation/gers have faced with the highest impacts, resulting in shelter needs. As of 24 May 2023, households who lost their gers are either staying at their relatives, or at local school building or government buildings. The herders who lost their livestock are experiencing great trauma and stress. The households who had their accommodation damaged are in immediate needs of house/ger repairing as mostly the storm damaged their rooftops. They are directly exposed to further weather event.

Expected high winds in the week of 22 May materialized but didn't cause further damage. Currently, there is no forecast of major weather event, except some rain which is not indicating as a high risk.

The livelihoods of herder community are directly impacted by weather events such as snow, storms, heat, and precipitation, as Mongolian herding is pastoral. The snow and dust storms usually happen within March until June due to the air and temperature changes that occur seasonally. In most cases, the herders and non-herders are aware of the storm and receive the forecast to take preparedness actions, including keeping the livestock in the shelter, and preparing the gers. The damage caused by the storm shows that the storm was exceptionally strong.

Previous Operations

Has a similar event affected the same area(s) in the last 3 years?	No
Did it affect the same population groups?	No
Did the National Society respond?	No



Did the National Society request funding from DREF for that event(s)?	No
If yes, please specify which operations	-

Lessons learned

While there was no similar exact event in the same areas, some of the affected provinces have been targeted on the ongoing DREF for Dzud Response, with unconditional/unrestricted cash activities. The related experiences will help with effective implementation at the local level.

The cold wave refers to lingering temperatures lower than the multi-year average and snow coverage, which will disable the livestock from grazing, intensified by the lack of available pasture. The cold wave usually takes effect gradually and will affect livestock directly and livelihoods indirectly, while the snow storm directly harms the livestock, facilities and human health with a sudden effect.

In the previous operation, it was notably identified that there was a need to establish a framework agreement for financial service providers for cash transfer programming. Even though it is still not certain if the framework agreement could be made available within the project span, the previous experience from the exceptional approval process will at least help MRCS staff obtain similar approval.

Current National Society Actions

Assessment	Early warning was issued by the NAMEM on 17 May 2023 and MRCS distributed the early warning messages through its media channels and branches reaching more than 100,000 people. MRCS activated its NDRT and branches activated its BDRT. As of 20 May 2023, needs and damage assessments are ongoing by BDRT members in Dornod, Sukhbaatar, Khentii provinces. Branch secretaries from Dornod, Sukhbaatar, Khentii branches are attending the local emergency commission meetings and updating the MRCS HQ for timely information.
Risk Reduction, Climate Adaptation And Recovery	For longer-term DRR actions, enhanced vulnerability and capacity assessment is planned in the affected provinces. Community-based solutions for cold wave and storm impact mitigations will be discussed and plans will be developed.
Livelihoods And Basic Needs	MRCS branch in Khentii assisted 30 herder households who lost livestock in the storm with livestock care products. Meanwhile, the Sukhbaatar branch assisted 8 households who lost their gers with 500,000 MNT (CHF 130) per household with basic household assets including kitchen sets, some construction materials. MRCS will not replenish the items from the DREF.

Movement Partners Actions Related To The Current Event

IFRC Country Cluster Delegation (CCD) Beijing and Asia Pacific Regional Off (APRO) are supporting MRCS to develop and monitor this DREF application	IFRC
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ICRC	
Participating National Societies	There is no physical office of Participating National Societies (PNS) in the country and MRCS isn't currently working with any PNS for the storm response.

Other Actors Actions Related To The Current Event

viro issu	y warning was issued by the National Agency for Meteorology and En- nmental Monitoring (NAMEM) on 17 May 2023. After early warning was ed, the main road to eastern provinces was prohibited to use effective in 8:00 AM on 19 May and returned to normal on 20 May. As of 22 May, 124
peol unfo of 2 item - 50 Khellong piec - 201 reac - 150 The mee Provide the of mideling ing i	ole went missing during the storm and 122 people were later found, and ortunately 2 people died. According to the update shared by the HCT, as 9 May 2023, the Mongolian government plans to distribute the following is to affected people by the storm: gers to people lost their homes (25 gers to Sukhbaatar and 25 gers to netii). Independent of pieces of protective clothes in Sukhbaatar and Khentii province level) to the out to the affected people. In pieces of protective clothes in Sukhbaatar and Khentii provinces. General Department of Veterinary Medicine organized an urgent online ting with the Veterinary Departments of Sukhbaatar, Khentii and Dornod princes to prevent from the risk of livestock contagious disease, cleaning dead animal carcasses caused by the storm. Around 17.8 million MNT materials such as disinfectants, denatured alcohol were distributed and prevent, and at the same time, fuel for working in provinces and soums, nillion MNT as fuel support and DSAs were provided to the Veterinary partments in Sukhbaatar, Khentii, Dornod provinces as of 25 May 2023. The staff of Ministry of Food, Agriculture and Light industry are donating their by salary to the affected households. From state emergency commission, support and personal protective clothes and equipment to the staff working the field meanwhile food aid to the affected households are planned as 5 May, it is still not clear how many households will receive the aid.
UN or other actors tion	iminary loss and damage information was disseminated by United Nas Resident Coordinators office on 22 May 2023. As of 25 May, there's no ation of any response from humanitarian country team members.

Are there major coordination mechanisms in place?

MRCS has close bilateral relationship with the key stakeholders including NEMA, NAMEM, Ministry of Food, Agriculture and Light Industries, Ministry of Labor and Social protection. MRCS is a member of State emergency commission and the branch managers are the member of provincial emergency commission. Humanitarian country team is active and monitoring the situation.



Needs (Gaps) Identified



Shelter Housing And Settlements

Needs assessments have been conducted during 20-23 May 2023 in Dornod, Sukhbaatar and Khentii provinces by MRCS BDRTs. The assessments indicated that priority need is shelter as some families had lost their gers or their gers are partially damaged. Gers are mostly used by herders or financially incompetent households in Mongolia as it is a cheaper choice of accommodation.

According to the assessment, 149 households have faced with the complete loss of gers (yurt, traditional Mongolia circular, domed tent-like dwellings), including 65 households in Sukhbaatar province, 56 households in Dornod province, 28 households in Khentii province. A total of 50 households, including 25 from Sukhbaatar and 25 from Khentii, will be provided gers by the State Emergency Commission. It was identified in the situation assessment that the households whose gers were completely destroyed by the storm are not able to purchase new ger on their own.

Furthermore, 288 gers (103 in Sukhbaatar, 32 in Dornod, 41 in Khentii, 112 households from Umnugovi, Dundgovi, Govi-Altai, Dornogovi) and 283 constructed houses/buildings (53 in Sukhbaatar, 82 in Dornod, 148 in Khentii) were partially damaged, and 317 fences were completely and partially damaged. As households with houses/building mostly live in semi-urban areas, they are financially capable of repairing their damaged accommodations by themselves.

However, households with gers are mostly herders or people in the slum areas of the provinces. They stated they have no financial capacity to purchase construction materials to replace their damaged parts of gers and houses. They do not have adequate cash to do repairs unless they resort to negative coping mechanisms, such as destocking their livestock.



Livelihoods And Basic Needs

The households who lost their gers also lost essential household items. The affected households stated they would not be able to financially recover from this loss. A total of 1,492 households from the affected provinces lost more than 60 per cent of their livestock. The livestock are the livelihood source of the herder households and their source for income and food. The affected households are in immediate, basic needs such as food, warm clothes, medicine, etc.

In the previous operation (MDRMN017), cash assistance and livestock care kits were allocated to reduce the livestock mortality in order to enable the herders to protect their livestock from the gradual impacts of dzud including cold exposure and malnourishment. In this snow and stand storm situation, livestock mortality due to the hazard has already taken place, and no interventions could revert the process. Furthermore, replenishing and restocking the livestock addresses the long-term rather than immediate needs of the affected households, and they are not infeasible for this DREF application in terms of the high financial cost. The needs for longer-term livelihoods interventions will be reported by MRCS to the humanitarian country team members and other donors for potential action.





The health impacts included the casualties of two people and the distress of the affected population over the livestock and ger losses, damage to the property. No reports from MRCS, NGOs and government organizations, INGOs have indicated major health needs and impacts from the storm.

The BDRT team in Dornod visited three households in Bulgan soum, two households in Bayan-Uul soum, one household in Khulunbuir soum. Meanwhile, the BDRT team in Sukhbaatar province visited three households in Sukhbaatar soum, three households in Munkhkhaan soum, one household in Asgat soum, and the BDRT in Khentii province visited one household in Bayankhutag soum, and three households in Umnudelger soum.

Due to the limited time and access to the herders, it was difficult to visit more herders. According to the report analysis from the BDRT, all of the households they visited expressed distress over their livestock loss, house/ger damage. Through the field assessment in the affected provinces, BDRT members emphasized on the herder households are in great distress over their livestock loss. Some herders lost all of their livestock to the storm. In some cases, the affected population refused to answer and showed signs of aggression out of the shock.

Operational Strategy

Overall objective of the operation

The DREF operation aims to assist 1,000 households affected by the snow and dust storm through allocation of shelter, cash assistance and psychosocial support in Dornod, Sukhbaatar, Khentii, Dornogovi, Govi-Altai, Umnugovi, Dundgovi. With allocation of shelters and unconditional cash, psychosocial support, MRCS will assist the affected population to meet the bare necessities and prevent the situation from evolving into more dangerous condition.

Operation strategy rationale

Following are the main strategy of the response:

- To address the immediate needs of housing/shelter of the herder households who lost their gers, MRCS will procure gers and provide them to these households.
- Unconditional unrestricted cash will be allocated to meet the immediate needs of the affected households such as house and ger repair.
- Psychosocial support will be provided to the affected households, especially the ones who lost their gers and livestock and have been experiencing a trauma.

For the longer-term DRR intervention, MRCS is including advice on climate-resilient herding practices, snow and dust storm, cold wave prevention measures in the certificates for the beneficiaries. Even though the early warning was issued, the storm inflicted major damages on the community, which raises the concern of the current herding practices and shelter standards are may not be compatible with the snow and dust storm or cold wave.

To ensure community engagement and accountability elements in the operation, MRCS will utilize its hotline number for complaints, suggestions and information sharing. Also, the beneficiaries will receive the certificate on which the hotline number is written, how much cash assistance they will receive, and how to contact the relevant Red Cross branch in their area.



For the multipurpose cash grants, MRCS is using a cash amount of MNT 370,000 (CHF 108) per household and the value was determined with the assistance from the consultant in 2019. The value is the survival minimum expenditure basket per month (SMEB) (MNT 1,085,605 or CHF 317) minus herder household average income (MNT 713,772 or CHF 208). Among the Humanitarian Country Team (HCT) members, the cash transfer value is shared. For different international organizations, FAO is basing their cash value on the hay and fodder needs of the livestock starting from USD 100 to up to USD 200, while World Vision is providing cash assistance based on the minimum expenditure basket for food needs and their cash value is USD 90, and this will be a one-off.

The Cash working group in Mongolia is working as a sub-group under the HCT, which was established in February 2023. This will cover the needs of a family of four for a month. MRCS doesn't have the framework agreement yet, but it is in the process. MRCS decided it could utilize the existing documents and knowledge gained from the experience of previous process for exceptional approval, which would help MRCS to complete the task faster than before.

Gers are a well-accepted and durable housing option for the Mongolian communities, and are adapted to the local climate and culture. If stored well, a ger can last two to three generations. Hence, the price of gers is higher than the price of common and known tents. For the procurement of gers, it is expected to take up to four weeks. drawing from the similar experience in past operation (MDRMN014). The households who lost their gers are staying at relatives' homes, school dorms, and governors office. According to the initial assessment, the households are not financially capable to purchase gers in a short time, thus they are expected to be staying at the same place until the procurement is complete, when the gers would still be relevant.

The reason MRCS is directly purchasing the gers instead cash transfer is that the affected households are mostly in the eastern provinces, where the grassland is more expensive than Ulaanbaatar and other regions due to a lack of woods. The price of ger is cheaper to the north and west as they are taiga and semi-forest areas. If MRCS were to use cash, the cost per ger would be higher than the current price. MRCS plans to provide 100 gers, which will be a major complement to the 10 gers they have provided so far.

Targeting Strategy

Who will be targeted through this operation?

The total number of direct targeted people is 3,400, which includes the 100 households who will receive gers. 450 people who will receive psychosocial support, as well as 2,000 indirect beneficiaries who will be reached indirectly through CEA activities.

The provision of gers will target approximately 337 people from 99 herder households out of 556 people from 149 households who lost their gers, to complement the government's efforts to provide gers to 25 households in Sukhbaaar and 25 in Khentii.

Unconditional unrestricted cash grants will target 3,400 people from 1,000 households who lost their gers, whose gers/houses were partially damaged, and households who lost more than 60 per cent of their livestock. MRCS will use the criteria of the herd size which is not to exceed more than 1,000 in sheep head unit (national livestock in December 2022). The rationale for this criteria is if the household has more 1,000 livestock in sheep head unit, the herder will be able to recover to its original size on its own by the next year.

Psychosocial support will target at least 450 people which is around 13 per cent of the total targeted people from the affected households especially the households who lost their gers and livestock and are experiencing great trauma. In previous operation (MDRMN017), MRCS focused on the protection livelihoods through assisting the herder communities with cash and livestock care kits. In the planned operation, MRCS will aim to cover the immediate needs of the affected population.

Explain the selection criteria for the targeted population

The targeted population is selected based on the impact assessment conducted by the MRCS branches. MRCS is checking with the relevant branches if the targeted households overlap with the beneficiaries of the ongoing DREF



operation (MDRMN017). If household has received cash assistance from the MDRMN017 DREF operation, they will not be eligible for the cash assistance from this operation. For the provision of gers, in case the government is not able to provide 50 gers as they planned, MRCS will apply vulnerability and livestock mortality rate as the criteria to select 99 households out of those who didn't receive ger from the government or other agencies.

Total Targeted Population

Women:	900	Rural %	Urban %
Girls (under 18):	850	70.00 %	30.00 %
Men:	800	People with disabilities (estimated %)	
Boys (under 18):	850	4.00 %	
Total targeted population:	3,400		

Risk and security considerations

Please indicate about potential operational risk for this operations and mitigation actions

Risk Mitigation action

Please indicate any security and safety concerns for this operation

The National Society's security framework will be applicable for the duration of the operation to their staff and volunteers. The existing IFRC country security plan, including security regulations, contingency plans for medical emergencies, relocation and critical incident management will be applicable. All IFRC must, and RC/RC staff and volunteers are encouraged, to complete the IFRC Stay Safe e-learning courses, i.e., Stay Safe Personal Security, Stay Safe Security Management and Stay Safe Volunteer Security online training. Adequate mitigation measures will be chalked out and taken accordingly. This includes, but is not limited to, situation monitoring, regular or ad hoc security/safety updates and alert/advice, staff and movement tracking (e.g., via phone or SMS), security assessment in operation areas, and pre-deployment security briefs. The IFRC CCD security team will also be keeping close coordination with the National Society, local administrations in the operational areas and external humanitarian actors in the country on the situation particularly at the affected areas.

According to MRCS initial assessment, the transportation of the items could be delayed due to the snow and storm as more precipitation is anticipated in the coming months. To mitigate the potential risk, MRCS is engaging with NEMA and local emergency management authorities to pre-agree on the utilization of their vehicles in anticipating transportation vehicle challenges occurring at the time of the implementation period. MRCS is closely monitoring the weather situation and there's currently no any forecasted weather event which may potentially disturb the event. According to the initial rapid market assessment, gers are available in the market in Ulaanbaatar.

The procurement experience for 150 gers during previous operation (MDRMN014), in which IFRC regulations were ensured, will be referred to. The IFRC procurement procedures will be followed to eliminate any risks in the process. Plus, the rapid market analysis has been conducted, in which the availability and price of the gers were determined.



Planned Intervention

Health	Budget	CHF 1,826	
	Targeted Persons	450	
Indicators		Target	
# of people reached through PSS activities		450	
Priority Actions:		 Conduct refresher course on PFA for staff and volunteers. Develop MHPSS Response Plans per provinces. Conduct MHPSS activities for affected population, including children and other vulnerable groups. 	

Protection, Gender And Inclusion	Budget	CHF 0	
	Targeted Persons	3400	
Indicators		Target	
# of people reached through PGI activities		3400	
Priority Actions:		 Conduct Child Safeguarding Risk Analysis. Assess protection risks in temporary displacement and actions addressing risks including SGBV, Child protection. 	

	Shelter Housing And Settlements	Budget	CHF 164,238
		Targeted Persons	337
Indicators		Target	
# of people reached with shelter assistance		337	
Priority Actions:		 Announcement call for sealed bids. Establishment of working group to se Contracting and procurement of the g Transportation of gers to the affected Allocation of gers to targeted househ 	gers. I provinces.

Secretariat Services	Budget	CHF 5,325
	Targeted Persons	



Great	

Indicators	Target
# of monitoring visits conducted	1
Priority Actions:	 Conduct IFRC monitoring visits. Provide technical support to MRCS related to procurement procedure and etc.

* ***	Risk Reduction, Cli- mate Adaptation And Recovery	Budget	CHF 4,564
		Targeted Persons	85
Indicators		Target	
# of lessons learned workshop organized 1			
Priority Actions:		 Organize lessons learnt workshop, ensuring the engagement from the branch secretaries, volunteers, and relevant stakeholders. Produce report for the workshop and the general recommendation list. 	

National Society Strengthening	•	Budget	CHF 32,243
	Targeted Persons	250	
Indicators		Target	
# of volunteers provided with appropriate training		60	
# of volunteers who received appropriate incentives		60	
Priority Actions:		 Conduct refresher training for volunteers, which will sensitize the volunteers of the overall operation and give PSS session to ensure effective response. Volunteer incentive will be allocated to the volunteers who are engaged in the operation which will cover their communication, transportation, food cost. 	

Budget CHF 4,869



Community Engage-

3400 **Targeted Persons**

	ment And Account- ability	
Indicators		Target
# of people	reached through CEA activities	3400
# of people reached through CEA activities Priority Actions:		 Provision of beneficiary certificates. Utilization of hotline number for complaints, suggestions. Media promotion and dissemination of the operation information via social media channels (targeting another indirectly 2,000 people through CEA activities). Include the representation of the affected population in the local working group for beneficiary selection. Include session for CEA orientation in the refresher training for BDRT. Facilitate feedback boxes at distribution sites and Red Cross branches. Facilitate information desks at distribution sites and Red Cross branches. Organize community meetings for listening and sharing.

	Multi-purpose Cash	Budget	CHF 124,544
		Targeted Persons	3400
Indicators	ndicators Target		
# of people vention	people reached through cash inter- ion		
Priority Actions: 1. Collection of data from the beneficiaries. 2. Request for exception approval for the Financial Service Provider/bank. 3. Data verification with the Financial Service Provider/bank. 4. Provision of unconditional unrestricted cash assistance to geted households.		e Financial Service	

About Support Services

How many staff and volunteers will be involved in this operation. Briefly describe their role.

At the MRCS NHQ, 12 staff will be responsible for overall operation including 4 staff from Climate change and disaster management team, 2 from Health and social protection department, 3 from finance team, 1 from volunteer management team, 2 from PMER team.

At the MRCS branch level, around 45 - 60 members of BDRT are expected to engage in the operation for management at the local level, such as distribution, community engagement and accountability, and monitoring activities.



If there is procurement, will it be done by National Society or IFRC?

The procurement of the gers will be done locally by MRCS. Unconditional unrestricted cash assistance will be allocated via identified Financial Service Provider (FSP).

Currently, MRCS is working to establish long-term framework agreement with the FSP and potential vendors for gers. However, due to the emergency needs, MRCS will seek exceptional approval for FSP and ger supplier. The procurement procedures will be aligned and follow the IFRC Services Procurement standards and guidelines.

How will this operation be monitored?

MRCS planning, monitoring & evaluation (M&E) and reporting team members will monitor the implementation of the DREF operation in the field with support from NDRT members, with the participation of IFRC. An internal review by MRCS of the DREF operation will be carried out, which will happen during the lessons learnt workshop at the end of the operation. At least, three teams will be deployed to monitor the implementation of the operation via in-person visits. The monitoring teams will consist of up to five people, including driver, members of NDRT members.

Please briefly explain the National Societies communication strategy for this operation.

With support from the regional communications unit in Kuala Lumpur, the IFRC CCD communications delegate will support the production of news stories to be published on the IFRC website. PNS will be provided with information on the response through Newswire and information bulletins. MRCS hotline number for the complaint and feedback is active and MRCS staff are attending Humanitarian Country Team and State Emergency Commissions meeting regularly.



Budget Overview



DREF OPERATION

MDRMN018 - Mongolian Red Cross Society Snow and sand storm 2023 - Mongolia

Operating Budget

Planned Operations	300,041
Shelter and Basic Household Items	164,238
Livelihoods	0
Multi-purpose Cash	124,544
Health	1,826
Water, Sanitation & Hygiene	0
Protection, Gender and Inclusion	0
Education	0
Migration	0
Risk Reduction, Climate Adaptation and Recovery	4,564
Community Engagement and Accountability	4,869
Environmental Sustainability	0
Enabling Approaches	37,568
Coordination and Partnerships	0
Secretariat Services	5,325
National Society Strengthening	32,243
TOTAL BUDGET	337,609

all amounts in Swiss Francs (CHF)





Contact Information

For further information, specifically related to this operation please contact:

- National Society contact: Bolormaa Nordov, Secretary General, bolormaa.n@redcross.mn, +97699119353
- IFRC Appeal Manager: Olga Dzhumaeva, Head of Country Cluster Delegation, olga.dzhumaeva@ifrc.org
- IFRC Project Manager: Yvan Grayel, Coordinator Programmes, yvan.grayel@ifrc.org
- IFRC focal point for the emergency: Nusrat Hassan, Operations Coordinator, opscoord.eastasia@ifrc.org
- Media Contact:

Click here for the reference

