



Dornod province, Khalkhgol soum, 24 February 2026, after snowstorm (Photo: MRCS)

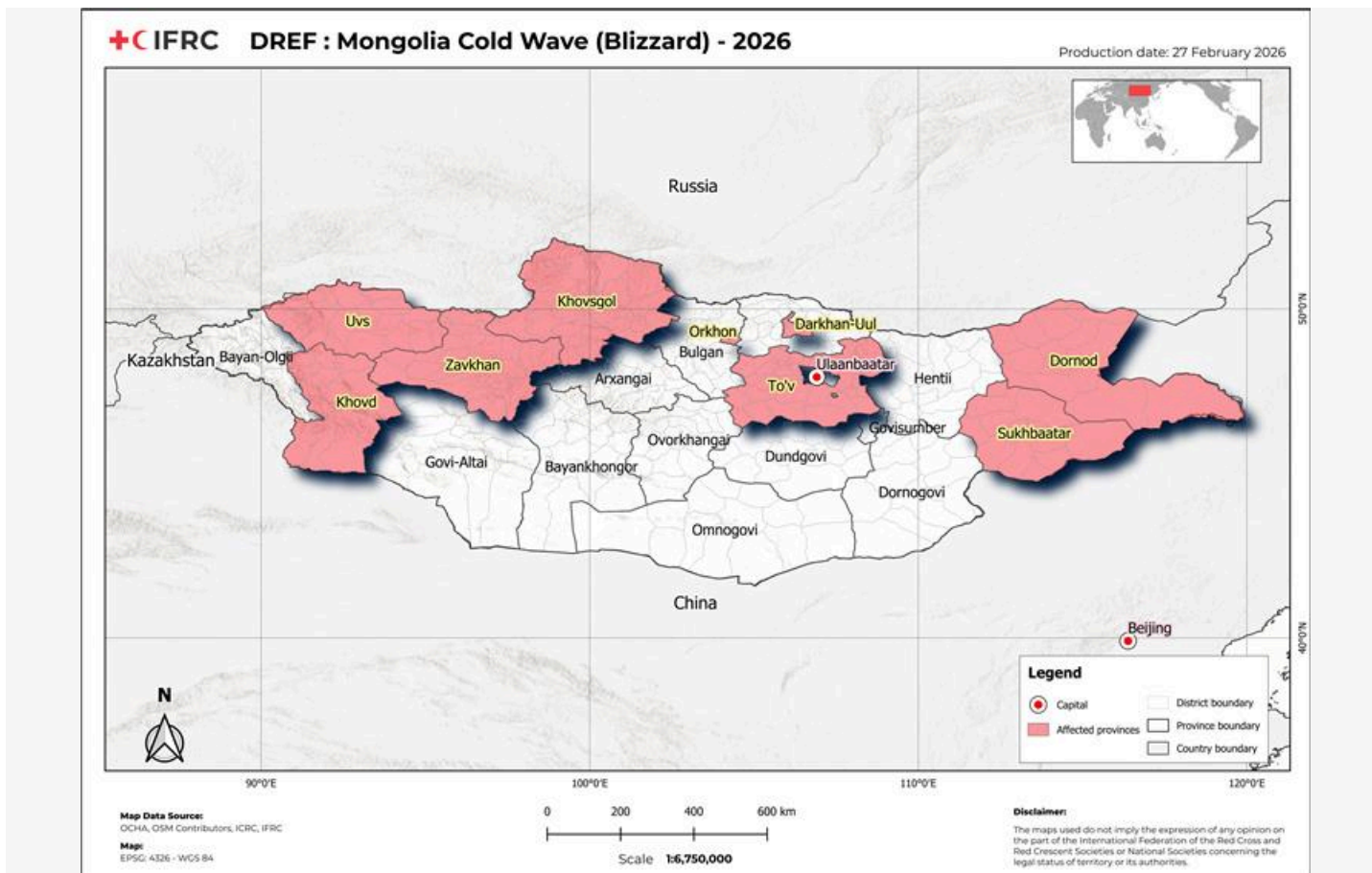
Appeal: MDRMN021	Hazard: Cold Wave	Country: Mongolia	Type of DREF: Response
Crisis Category: Yellow	Event Onset: Sudden	DREF Allocation: CHF 349,389	
Glide Number: CW-2026-000024-MNG	People Affected: 39,127 people	People Targeted: 3,700 people	
Operation Start Date: 27-02-2026	Operation Timeframe: 4 months	Operation End Date: 30-06-2026	DREF Published: 04-03-2026

Targeted Regions: **Darkhan-Uul, Dornod, Khovd, Khövsgöl, Orkhon, Sükhbaatar, Töv, Uvs, Zavkhan**

Description of the Event

Date of event

24-02-2026



Map of targeted areas (Source: IFRC IM)

What happened, where and when?

The snowstorm event started since 21 February 2026 across multiple provinces in Mongolia, particularly affecting eastern, northern, southern, and western regions, including Bayanhongor, Darkhan-Uul, Orkhon, Dornod, Dornogovi, Dundgovi, Govi-Altai, Khentii, Khuvsgul, Selenge, Sukhbaatar, Umnugovi, Tuv, Khovd, Uvs, and Zavkhan provinces. The storm brought sustained winds of up to 31 m/s, heavy snowfall, drifting snow, and extreme cold reaching -48°C . These conditions resulted in blocked roads and mountain passes, widespread mobility disruption, and life-threatening exposure risks. While immediate impacts were recorded during the storm period, 24 February marked a critical escalation in humanitarian consequences.

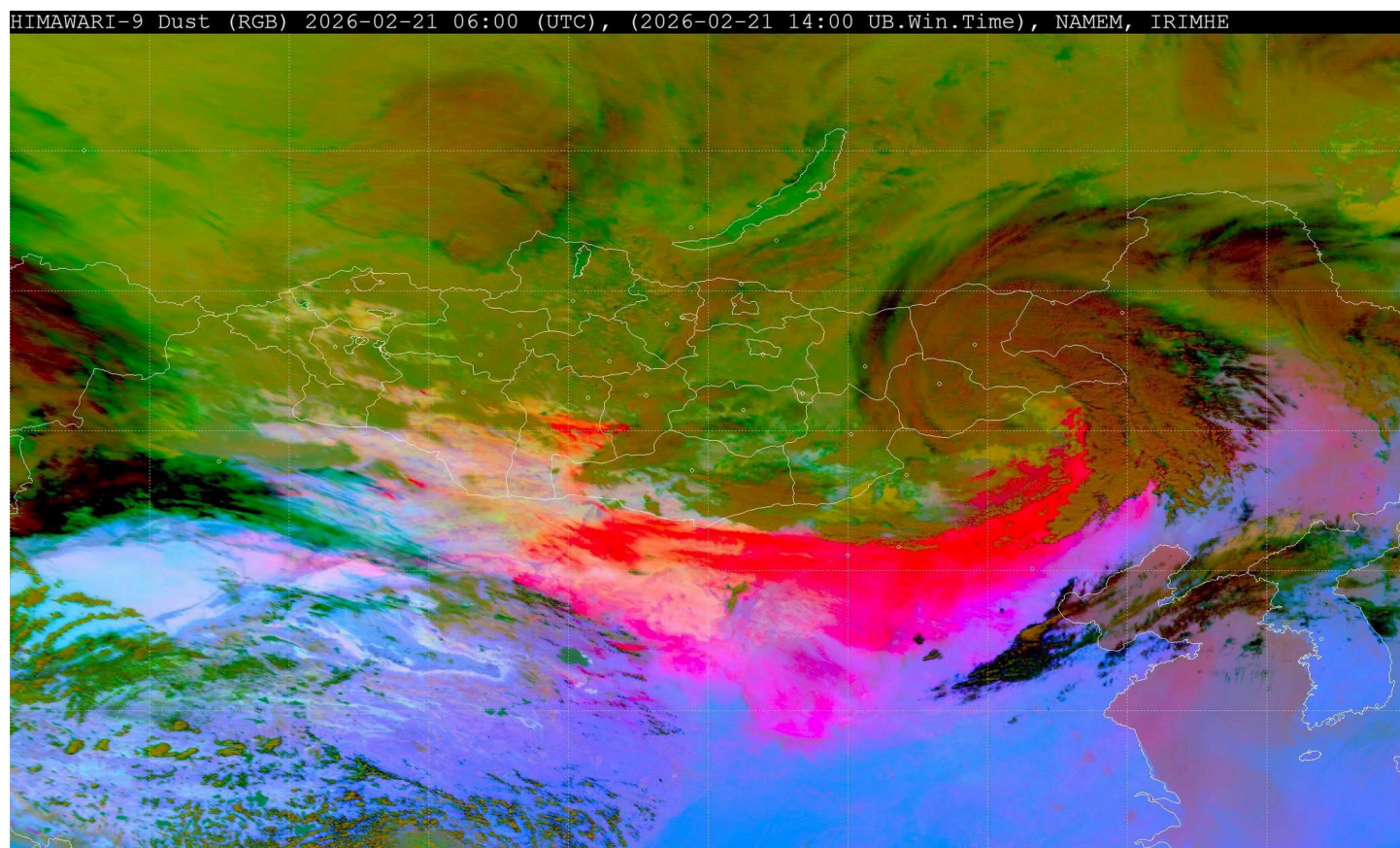
Livelihood impacts escalated significantly by 24 February. Authorities reported that 89,934 livestock had strayed during the storm; 52,199 were confirmed missing, of which 24,017 were recovered, while 28,182 remain unaccounted for. In addition, confirmed livestock mortality directly attributed to the storm exceeded 4,900 head. The scale of livestock displacement and death represents a substantial economic shock to pastoral households and indicates a high probability of further losses if conditions persist.

On 24 February, authorities implemented road transportation closures in affected provinces due to continued hazardous conditions, further restricting access to markets, health services, and emergency support. With additional heavy snowfall and blizzard conditions forecast for 28 February to 1 March, there is a significant likelihood of further livestock mortality, additional exposure incidents, and deeper socioeconomic deterioration among vulnerable herder communities. The convergence of confirmed fatalities, hospitalized injuries, ongoing search operations, transportation shutdowns, and large-scale livelihood losses constitutes the operational trigger for Red Cross action as of 24 February 2026.

By 24 February, cumulative reports confirmed multiple fatalities linked to exposure and storm-related incidents. Additional individuals sustained cold-related injuries requiring hospitalization, including a child diagnosed with second-degree frostbite. Five fatalities were



confirmed due to exposure and hypothermia, including herders who became lost during snowstorms. More than 100 people, including adults and children, were rescued after becoming stranded, lost, or trapped in snow, and numerous emergency calls were registered for snow entrapment, missing persons, and vehicle breakdowns. A total of 56 people were reported injured in relation to the event. Search and rescue operations were ongoing for missing persons, including four individuals submerged following an ice-related vehicle accident on Lake Buir in Dornod Province. These incidents demonstrate acute life-threatening conditions directly associated with the storm and high-risk exposure behavior, as herders undertook searches for displaced livestock to protect their primary livelihood assets.



Satellite imagery as of 14:00 on 21 February 2026, speeds up to 27 m/s

Scope and Scale

The severe winter storm (with further heavy snowfall forecast for 28 February–1 March) is producing compound and cascading impacts on lives, livelihoods, well-being, and infrastructure by sharply worsening already fragile dzud conditions. For clarity, the impacts described below distinguish between (i) pre-existing, seasonal dzud vulnerability that has been building over the winter (e.g., constrained pasture access, weakened livestock body condition, depleted coping capacity) and (ii) incremental impacts arising from the acute February blizzard (e.g., sudden isolation, immediate exposure risks, transport disruption, and short-term spikes in livestock loss).

The hazard is causing acute risks to life through exposure, hypothermia, and frostbite during blizzard conditions, as well as through travel-related incidents under low visibility and icy roads. Livelihood impacts are severe because the storm has displaced large numbers of animals and accelerated livestock deaths. Authorities reported that 52,199 livestock were missing after the storm and 28,182 remain unaccounted for, alongside more than 4,900 livestock reported to have died during the storm.

These losses directly reduce household income and food access for pastoral communities. Ongoing mobility restrictions, blocked roads, and transport closures interrupt access to markets, fuel/coal, food supply chains, and health services, increasing isolation and psychosocial stress. Infrastructure impacts include road pass closures and disrupted transportation, with power outages reported in some locations and heavy equipment damage during road-clearing operations, which can slow continued access restoration. In this context, the storm is best understood as an acute shock that sharply intensifies underlying dzud pressures rather than replacing them.

The people most likely to experience the impacts are pastoral herder households in remote rural areas, especially those living far from soum centers in snow-prone locations and along routes that become impassable during blizzards. Their vulnerability is driven by high exposure to severe weather, limited access to services, and heavy dependence on livestock as the primary (often sole) livelihood asset.

Risk is heightened during storms because herders frequently undertake necessity-driven searches to recover displaced animals—behavior that increases exposure time outdoors and has contributed to missing persons and fatalities in this event. Vulnerability is highest among small-scale herders with low livestock holdings (often defined as fewer than 400 head), who have limited reserves and

coping capacity and can fall rapidly into negative coping strategies or distress migration after losses.

The most at-risk groups include children, older persons, pregnant and lactating women, single-headed households, persons with disabilities, and households with chronic illness, as well as families currently on the move in remote areas with limited access to health care, communication, and emergency support. In addition, as the storm occurred during the Lunar New Year holiday period, increased population movement has elevated exposure among travelers and contributed to longer search, rescue, and assessment timelines.

Historically, severe winter wind-snow hazards in Mongolia consistently produce similar patterns of impact: loss of life and injury from exposure (including hypothermia and frostbite), missing persons linked to travel disruptions and herders searching for livestock, widespread mobility restrictions due to low visibility and blocked roads, interruptions to essential services and supply chains, and accelerated livestock loss that undermines pastoral income and food security.

This historical pattern also helps interpret attribution: these storms typically drive acute, time-bound impacts (exposure, isolation, access disruption, immediate livestock loss), while the broader dzud context drives progressive livelihood erosion over weeks and months. These recurrent impact pathways indicate a high likelihood of further deterioration if additional snowfall and blizzard conditions persist, particularly as household coping capacity is already eroded by the ongoing dzud context.

Source Name	Source Link
1. NAMEM weather forecast	https://www.facebook.com/Mongolianweather
2. NEMA Dornod Branch	https://nema.gov.mn/post/172697?fbclid=IwY2xjawQMz8IleHRuA2FibQIxMABicmlkETJyV0E5OVFTSnVWTmlwTHo2c3J0YwZhcHBfaWQQMjlyMDM5MTc4ODIwMDg5MgABHhwfgFurEBRWRa80DoCvvvVM9LWiFB32vhy1DRDyris7-qpF7Z6BSPrsxZsM_aem_Zbw7iTyAx_1VEtcd6NhlwQ
3. TV5 news	https://www.facebook.com/share/p/1RzN7YHWM1/
4. Marshall media and news	https://www.facebook.com/share/p/1DMLgtVS5X/

Previous Operations

Has a similar event affected the same area(s) in the last 3 years?	No
Did it affect the same population group?	-
Did the National Society respond?	-
Did the National Society request funding from DREF for that event(s)	-
If yes, please specify which operation	-

If you have answered yes to all questions above, justify why the use of DREF for a recurrent event, or how this event should not be considered recurrent:

-

Lessons learned:

Lessons from MDRMN018 (previous DREF operation) identified several operational challenges, including delays due to the absence of an active Financial Service Provider (FSP) framework agreement, procurement constraints for gers (Mongolian traditional shelters), monitoring delays caused by overlapping emergency responses, and insufficient early warning dissemination.



Lessons from MDRMN020 (Dzud Emergency Appeal, April 2024) further highlighted communication gaps in remote and nomadic areas, as well as challenges related to monitoring systems, volunteer management, and logistics coordination, despite strong performance in cash assistance, livestock protection, and psychosocial support delivery.

The current DREF operation incorporates measures that respond directly to these identified challenges. To mitigate previous cash delivery delays, MRCS is extending the existing FSP framework agreement to enable electronic transfers. To reduce procurement bottlenecks, animal care kits will be procured through an existing supplier framework agreement. To strengthen monitoring, the operation includes standardized beneficiary registration, branch-level reporting, FSP-based transfer tracking, and planned post-distribution monitoring (PDM). To address communication and early warning gaps, early warning and safety messaging will be disseminated through MRCS channels, and hotline and feedback mechanisms will be activated to enhance Community Engagement and Accountability (CEA).

In addition, the current operation also incorporates earlier planning, flexible scheduling, and strengthened coordination to prevent similar disruptions.

Did you complete the Child Safeguarding Risk Analysis in previous operations, what was risk level?	Yes
What was the risk level for Child Safeguarding Risk Analysis?:	The report does not classify the risk using labels such as "low", "medium", or "high". However, it explicitly states that the analysis allowed MRCS to assess the potential risk level faced by children and to implement mitigation measures such as screening new volunteers and requiring them to sign a Code of Conduct.

Current National Society Actions

Start date of National Society actions

20-02-2026

Coordination	The MRCS is coordinating closely with national, provincial, and soum-level authorities through its branches and volunteer networks to ensure complementarity and avoid duplication of efforts. MRCS branches are actively participating in Local Emergency Commissions led by governors, contributing assessment findings, beneficiary data, and community-level information to support coordinated response planning. Regular information exchange is maintained with Soum Emergency Commissions, provincial emergency management agencies, and local administrations. (*Soum is the smallest administrative unit)
Assessment	<p>Since the snowstorm alerts are being issued by the National Agency for Meteorology and Environmental Monitoring (NAMEM) on 16 February 2026, MRCS has been disseminating early warnings through its channels. After the onset of these severe weather events and the subsequent escalation of dzud conditions, the MRCS has been conducting continuous monitoring and rapid field-level assessments through its provincial branches and volunteer network. Coordination has been maintained with provincial and soum-level authorities, including active participation in Local Emergency Commissions led by governors, to ensure alignment of information and response planning.</p> <p>Due to severe winter conditions and temporary access constraints, the initial assessment was conducted primarily through secondary data review and remote verification, complemented by targeted verification visits to accessible households within a short period as roads reopened. Information was compiled from provincial and soum Emergency Commissions, sectoral authorities, MRCS branch reports/field updates, and operational coordination/incident reports, and triangulated through key informant consultations with local officials and frontline responders. Verification visits were conducted in the worst-affected Dornod province in Khalkhgoal soum, covering 5 households, to validate priority needs and access constraints. In several areas, isolation and mobility disruption have limited timely access to services, increasing the risk of</p>



	<p>further livelihood deterioration. In parallel with assessments, MRCS volunteers have provided immediate psychosocial support to affected families, particularly those experiencing fatalities, injuries, or severe livestock losses.</p> <p>Community engagement has been ongoing through safety messaging related to extreme cold, safe travel, and livestock protection measures. MRCS has also supported information-sharing during search and rescue operations and maintained contact with isolated households to monitor evolving needs.</p> <p>Assessment findings indicate that livelihood protection, stabilization of household purchasing power, psychosocial support, first aid preparedness, and preventive hygiene promotion are priority needs in the current context. Given the forecast of additional severe weather and potential spring thaw risks, continued monitoring and flexible response adaptation will be required.</p>
<p>Resource Mobilization</p>	<p>MRCS has begun mobilizing available contingency resources to support storm-affected herder households from 24 February 2026. Provincial branches have prepared for immediate distribution through primary-level branches, utilizing items from regional disaster contingency stocks. The initial response includes the allocation of 50 household hygiene kits, 26 pairs of children’s winter boots, and 19 pairs of women’s winter boots per affected region. Additional support, including cotton gloves and rice, will be provided from branch-level reserves.</p> <p>Furthermore, the branches have already distributed Finnish winter clothing, food, and household kits, and livestock covers from organizational disaster preparedness stocks to more than 120 herder households in affected areas. These early actions reflect MRCS’s capacity to rapidly deploy pre-positioned items to address urgent needs while broader assistance is being organized.</p> <p>At the national level, several district branches in Ulaanbaatar have initiated local fundraising campaigns to support the snowstorm response. Resources collected in the capital are being consolidated and prepared for mobilization to affected provinces, demonstrating domestic solidarity and community engagement.</p> <p>In parallel, weather forecasts and early warning information continue to be disseminated through official online platforms, supporting risk awareness and preparedness among affected populations. The mobilization of contingency stocks and local donations provides an immediate foundation for response; however, additional resources are required to scale up assistance to the most vulnerable households across impacted provinces.</p>

IFRC Network Actions Related To The Current Event

<p>Secretariat</p>	<p>The IFRC has an in-country presence supporting the MRCS through the IFRC Country Cluster Delegation (CCD) for East Asia, based in Beijing. The IFRC is actively providing technical support to the Mongolian Red Cross Society to respond to the event.</p>
<p>Participating National Societies</p>	<p>There are no Participating National Societies physically present in Mongolia for this operation. All activities are implemented directly by the Mongolian Red Cross Society (MRCS) through its branch network. However, the Australian Red Cross is providing technical support to MRCS on the development and strengthening of Early Action Protocols (EAPs) for Dzud and other hazards, contributing to anticipatory action capacity and longer-term preparedness.</p>



ICRC Actions Related To The Current Event

The International Committee of the Red Cross (ICRC) is not present in Mongolia.

Other Actors Actions Related To The Current Event

Government has requested international assistance	No
National authorities	<p>Provincial authorities activated Emergency Commissions and operated under heightened readiness following the severe weather event, including the declaration of “Orange” code in Sukhbaatar and Dornod provinces. Search and rescue units, police, border protection forces, fire and rescue services, and local professional teams were mobilized with vehicles and heavy equipment to respond to emergency calls, rescue stranded and missing persons, clear blocked roads, and reopen mountain passes. Early warning and precautionary messages were disseminated through official communication channels.</p> <p>Movement on key routes, including sections of the central road to Ulaanbaatar and other critical transport corridors, was temporarily restricted due to hazardous conditions and subsequently cleared to restore access. Provincial working groups were deployed to the most affected soums to oversee response operations and coordinate damage and needs assessments. Limited hay and fodder from provincial reserves were distributed to affected herder households, while assessments remain ongoing to consolidate data on human impact and livestock losses.</p> <p>The response was further complicated as the event occurred during the Lunar New Year holiday period, when travel across the country was significantly higher than usual. Increased population movement contributed to a higher number of incidents and extended the time required to complete search, rescue, and assessment activities.</p>
UN or other actors	Not available

Are there major coordination mechanism in place?

At the national level, coordination is led by the State Emergency Commission (SEC) through the Emergency Operation Centre (EOC), chaired by the Deputy Prime Minister. The National Emergency Management Agency (NEMA) functions as the technical and operational lead for disaster response coordination, including information management, search and rescue oversight, and inter-agency tasking.

The MRCS participates in the national coordination structure as an auxiliary to the Government and is a member of the national emergency coordination platform. MRCS contributes field-level assessment data, supports planning discussions, and aligns its humanitarian interventions with the national response priorities. While MRCS does not lead the national coordination mechanism, it plays a recognized operational partner role within the EOC framework. There is no formal humanitarian cluster system activated; coordination is government-led. As a result, sectoral coordination (e.g., livelihoods, shelter, MHPSS) is managed through government line ministries rather than cluster co-lead arrangements.

At the local level, coordination is managed by Provincial Emergency Commissions and Local Emergency Management Agencies (LEMA) under the authority of provincial governors. At soum level, local emergency commissions coordinate immediate response actions, including search and rescue, road clearance, livestock carcass disposal, and distribution of government-supported aid. MRCS mid-level branches actively participate in these provincial and soum emergency commission meetings.



Needs (Gaps) Identified



Livelihoods And Basic Needs

The severe snowstorm has significantly worsened already fragile dzud conditions, directly impacting pastoral livelihoods. Livestock mortality attributed to the storm exceeds 4,900 head, particularly among large livestock. Repeated snowfall and ice-layer formation have made grazing impossible in several affected soums, while household hay and fodder reserves are depleted or critically low.

More than 10,000 herder households across multiple provinces are facing severe wintering conditions, with many temporarily isolated due to blocked roads and restricted movement during the storm. Although markets remain functional in soum centers, physical access to those markets has been uneven and intermittent—particularly for remote baghs and herder settlements—due to temporary road closures and hazardous travel conditions. Provincial authorities have mobilized emergency services and heavy equipment to clear roads and reopen passes, and key routes have been progressively reopened; however, access to more remote locations can remain delayed and is highly sensitive to frequent storms and renewed snowfall. Households are prioritizing fuel, food, hay, fodder, and veterinary supplies, but rising costs combined with intermittent access constraints are reducing coping capacity.



Multi purpose cash grants

Multi-purpose cash grants are a priority intervention to support snowstorm-affected herder households in meeting their immediate and flexible basic needs. Given market functionality in most soum centers, cash assistance enables households to prioritize urgent expenditures, including food items, fuel for heating and transport, hay and fodder, animal supplements, and essential household needs. In the current context, where livestock survival is critical to protecting livelihoods, multi-purpose cash assistance (MPCA) provides timely purchasing power to prevent further asset erosion. Cash support is particularly important for small-sized herders, households with limited reserves, and families facing isolation due to blocked roads. By allowing households to decide according to their most urgent needs, MPCA helps stabilize coping capacity, reduce distress sales of livestock, and mitigate the risk of longer-term livelihood collapse.



Health

The severe snowstorm has created both physical and psychosocial health needs. Cold exposure has resulted in fatalities, frostbite cases, and injuries among individuals stranded in snow, highlighting the need for strengthened basic first aid capacity at household and community levels. Due to road closures, mobility restrictions, and the remoteness of affected herder communities, timely access to formal health facilities is often delayed. In such conditions, immediate first aid—including early warming, frostbite management, stabilization of hypothermia cases, and basic trauma care following travel-related incidents—can be life-saving and reduce the severity of complications before referral is possible.

The most significant concern is mental health. Livestock losses, financial uncertainty, repeated storms, and prolonged isolation are causing high levels of stress and emotional distress among herder families. Older persons, children, and households with limited assets are particularly vulnerable.

Overall, urgent needs include mental health and psychosocial support, alongside strengthened first aid preparedness and community-level response capacity to manage cold-related health risks in remote and access-constrained areas.



Community Engagement And Accountability

In the current snowstorm context, timely, clear, and accessible information is critical to ensure that affected herder households understand the assistance available, eligibility criteria, delivery timelines, and associated safety measures. Severe weather conditions, road closures, and isolation of remote soums have limited direct communication and may increase the risk of misinformation, exclusion errors, and unmet expectations. Lessons from previous operations (MDRMN018 and MDRMN020) highlighted gaps in communication reach—particularly in remote and nomadic areas—as well as underutilization of feedback mechanisms. Given the wide geographic spread of affected households and the dynamic access constraints, there is a need to strengthen two-way communication, ensure visibility of targeting criteria, and maintain accessible feedback and complaints channels throughout implementation. Proactive community engagement will be essential to identify isolated or missed households, manage evolving needs, reinforce early warning and safety messaging (including snowstorm, dzud, and potential spring thaw risks), and ensure that assistance remains relevant, transparent, and accountable.



Any identified gaps/limitations in the assessment

Unmet and partially addressed needs:

While immediate rescue and basic relief efforts are ongoing, significant gaps remain in livelihoods, mental health, and medium-term recovery support. Livestock protection and replenishment needs exceed currently available assistance. Mental health and psychosocial support (MHPSS) for adult herders remains limited, particularly in remote areas. Basic first aid capacity at the household level is also insufficient.

Resource shortages:

Available funding and operational resources are limited compared to the scale of affected households (over 10,000). Human resources at the branch level are stretched due to the wide geographic coverage and ongoing dzud conditions. Supplies such as animal care inputs, fuel, and household-level emergency items are insufficient to meet the full demand.

Operational challenges:

Severe weather, blocked roads, and isolated herder settlements continue to constrain access for assessments and service delivery. Otor movement of households further complicates beneficiary identification and follow-up. The recurrence of storms (24–25 February and forecasted 1–2 March) increases uncertainty and operational strain.

Coordination constraints:

Although coordination mechanisms are in place under government leadership, real-time information sharing between national and soum levels can be delayed during extreme weather, affecting timely targeting and coverage.

Vulnerable groups potentially under-assessed:

Households in remote otor locations, elderly persons living alone, people with disabilities, and families with limited livestock assets may not be fully captured in rapid assessments due to access constraints and mobility challenges.

Overall, access limitations, resource constraints, and the evolving weather situation continue to affect the completeness of assessments and the scale of response.

Operational Strategy

Overall objective of the operation

The IFRC-DREF operation aims to reduce the immediate humanitarian impact of this severe snowstorm for 1,000 of the most vulnerable herder households (approximately 3,700 people) by providing targeted multi-purpose cash assistance, livelihood support, mental health and psychosocial support, and basic health and first aid capacity strengthening, ensuring that affected families can meet urgent basic needs and prevent further risks over the next four months.

Operation strategy rationale

The operation is designed to address the most immediate humanitarian impacts of the severe snowstorms, which have compounded existing dzud vulnerabilities. The strategy prioritizes stabilization of household purchasing power, protection of remaining livelihood assets, reduction of life-threatening exposure risks, and mitigation of secondary public health threats in a context of repeated storms, extreme cold, and geographic isolation, as well as preventive risk measures for secondary multi-hazards.

CEA will be mainstreamed across all interventions to ensure assistance is timely, well-understood, and accountable. MRCS will provide clear information on eligibility, delivery schedules, and safe winter practices, and will maintain two-way feedback and complaints channels (inc. hotline/phone-based feedback via branches, community focal points, social media/chatbox, and volunteer-led engagement). This will support rumor management, help identify missed remote households, and enable rapid adjustment of delivery plans as access conditions change.

The most critical needs identified include:

- Immediate purchasing power for affected herder households;
- Protection of remaining livestock to prevent further livelihood collapse;
- Mental health and psychosocial support (MHPSS) to address rising stress and distress;
- Strengthened first aid capacity to manage cold-related injuries in remote areas;



- Hygiene promotion to reduce emerging public health risks linked to potential spring thaw (“yellow flood”) conditions

These needs are urgent due to cumulative livestock losses, large-scale livestock displacement, depleted fodder reserves, blocked access routes, confirmed fatalities and injuries, and forecasts of continued severe weather followed by temperature fluctuations.

The operation adopts a hybrid assistance model combining multi-purpose cash assistance (MNT 660,000 per household) with animal care kits and first aid kits. This integrated approach is designed to address immediate humanitarian needs, protect remaining livelihood assets, and reduce life-threatening risks in the context of severe snowstorms and compounded dzud vulnerability.

Multi-Purpose Cash Assistance (MPCA): MPCA is prioritized because markets remain partially functional in most soum centers, allowing households to meet diverse and evolving needs. In Mongolia’s winter context, flexibility is essential: families may need to prioritize fuel or food one day and livestock-related expenditures the next. MRCS will provide MNT 660,000 (approximately CHF 143) per targeted household. This transfer value was agreed by the national Cash Working Group under the Humanitarian Country Team and corresponds to the 2024 minimum wage level, ensuring alignment with national coordination standards.

The cash component stabilizes purchasing power, reduces reliance on negative coping mechanisms, and helps prevent distress livestock sales. Given Mongolia’s dispersed rural geography, cash assistance is also operationally efficient and enables rapid delivery through MRCS’s existing FSP framework agreement with Khan Bank.

Livelihood Protection – Animal Care Kits: Each targeted household will receive an animal care kit (the kit contains fish oil, vitamin supplements, hoof ointment, mineral lick, and eye ointment for livestock use only) to support livestock survival. Livestock are the primary livelihood asset for pastoral families, and preventing additional mortality is essential to avoid long-term economic collapse and forced migration. The critical importance of livestock is reflected in the fact that herders are undertaking high-risk searches for displaced animals during blizzard conditions, exposing themselves to life-threatening cold. Protecting livestock, therefore, contributes not only to economic resilience but also to reducing life-risk behavior.

Animal care kits are not consistently available in local markets, particularly in remote soums during winter access disruptions. Centralized procurement by MRCS ensures standardized quality, timely delivery, and cost efficiency through established supplier framework agreements.

Mental Health and Psychosocial Support (MHPSS): Repeated shocks, livestock losses, financial uncertainty, and prolonged isolation are generating significant psychological stress among herder communities. MHPSS is prioritized because mental well-being directly affects households’ ability to cope, make decisions, and avoid harmful risk-taking behavior. MRCS volunteers trained in Psychological First Aid (PFA) and basic psychosocial support will provide community-level assistance to stabilize emotional well-being.

Basic Health and First Aid: Cold exposure during the storm has resulted in fatalities and frostbite cases, particularly among individuals stranded or searching for livestock. Remote and isolated households often experience delayed access to formal health services due to blocked roads. Providing first aid kits strengthens household-level preparedness and immediate response capacity, building on MRCS’s strong institutional expertise in first aid training and emergency health response. To help maintain access to essential care for high-risk groups in remote areas, MRCS will coordinate with local hospitals and clinics and, where needed, provide limited fuel support to enable outreach and emergency referral transport, particularly for pregnant women, older persons, and other patients requiring time-sensitive services. This support will be prioritized for facilities serving isolated soums during periods of disrupted transport and extreme cold.

Targeting Strategy

Who will be targeted through this operation?

This operation will target 1,000 of the most vulnerable snowstorm-affected pastoral herder households (approx 3,700 people), representing approximately 10% of the more than 10,000 households identified as in need based on preliminary assessments and available resources. The intervention prioritizes households experiencing severe wintering conditions, livestock loss or displacement, isolation due to blocked roads, and reduced coping capacity. The primary focus will be on remote rural areas where access to services is limited, and livelihood dependence on livestock is highest.

Targeting logic is based on the scale and severity of snowstorm-related impacts. Households that have experienced confirmed housing or asset damage, livestock mortality, or significant livestock displacement are at heightened risk of income loss and food insecurity. Given that livestock represent the primary livelihood asset for pastoral families, even moderate losses can eliminate annual income for small-scale herders. Households that are geographically isolated face additional risk due to limited access to markets, fuel, health services, and emergency support.

Priority will be given to the most vulnerable groups within affected communities who are in need, including:

- Households that have suffered significant losses of housing or assets, livestock, or are missing livestock due to the storm;
- Single-headed households;
- Households with elderly members;
- Families with persons with disabilities or chronic illnesses;



- Pregnant and lactating women;
- Households with multiple young children;
- Families are currently on otor movement in remote areas with limited service access.

Targeting will be conducted in coordination with local authorities and community leaders to verify snowstorm-related impact and vulnerability criteria, ensuring transparency, accountability, and minimization of exclusion and inclusion errors. MRCS volunteers and branch staff will support household-level verification, community engagement, and post-distribution monitoring to ensure assistance reaches those most at risk.

Initial geographic prioritization, based on reports from MRCS local branches and preliminary impact assessments, includes severely affected areas in Dornod and Sukhbaatar (eastern region), Darkhan-Uul, Orkhon, and Khuvsgul (northern region), and Khovd, Tuv, Uvs, and Zavkhan (western region) provinces.

Although Mongolia does not have large populations of refugees or internally displaced persons in the affected areas, the operation will ensure that any migrants, seasonal workers, or non-registered households residing in impacted soums who meet vulnerability criteria are not excluded from assistance. Selection will be needs-based and non-discriminatory, in line with the RCRC Fundamental Principles.

The targeting approach aims to stabilize the most at-risk households, prevent further livelihood erosion, and reduce the likelihood of distress migration or long-term socioeconomic deterioration following the snowstorm.

Explain the selection criteria for the targeted population

Beneficiary selection will be based on the severity of storm-related impact and reduced coping capacity. Priority will be given to pastoral herder households that have experienced livestock mortality or displacement, housing or asset damage, depleted fodder reserves, or isolation due to blocked roads. As livestock are the primary source of income and food security, losses directly threaten household survival, particularly for small-scale herders with limited livestock holdings and no alternative income sources.

Vulnerability criteria will further prioritize single-headed households, elderly persons living alone, persons with disabilities or chronic illnesses, pregnant or lactating women, households with multiple young children, and families on otor movement in remote areas with limited service access. The overall aim is to concentrate limited resources on households facing the highest livelihood risk and lowest capacity to recover independently following the storm.

Total Targeted Population

Women	1,168	Rural	100%
Girls (under 18)	689	Urban	-
Men	1,159	People with disabilities (estimated)	3.3%
Boys (under 18)	684		
Total targeted population	3,700		

Risk and Security Considerations (including "management")

Does your National Society have anti-fraud and corruption policy?	Yes
Does your National Society have prevention of sexual exploitation and abuse policy?	Yes



Does your National Society have child protection/child safeguarding policy?	Yes
Does your National Society have whistleblower protection policy?	Yes
Does your National Society have anti-sexual harassment policy?	No

Please analyse and indicate potential risks for this operation, its root causes and mitigation actions.

Risk	Mitigation action
Ongoing snowstorms and forecasts of further severe weather may constrain access to remote soums, delay distributions, and exacerbate losses. As seasons shift and temperatures rise during the thaw period, additional seasonal hazards may emerge, disrupting transport routes and increasing public health risks.	<ul style="list-style-type: none"> - Flexible distribution scheduling based on real-time weather monitoring. - Close coordination with local Emergency Commissions for updated access information. - Integration of early warning messages to reduce secondary hazard risks. - Continuous reassessment of access constraints and contingency planning.
Delays in renewal of the Financial Service Provider (FSP) framework agreement or delays in procurement of animal care kits and first aid kits may postpone cash transfers and in-kind distributions, affecting timely assistance to targeted households.	<ul style="list-style-type: none"> - Initiate and closely follow up on the FSP framework agreement renewal process with clear internal timelines and coordination between MRCS and IFRC. - Maintain regular communication with the FSP to monitor progress and address documentation requirements promptly. - Utilize existing supplier framework agreements and pre-approved specifications to shorten procurement lead times. - Conduct early procurement planning and advance preparation of tender documentation immediately upon approval. - Establish internal tracking of procurement milestones and contingency planning for alternative suppliers if necessary. - Maintain close communication and coordination with IFRC CCD and APRO on procurement requirements and compliance standards to ensure timely review and technical support. - Prioritize sequencing of activities to allow parallel processing of procurement and beneficiary verification where feasible.
Stretched human resources and difficult access to isolated herder settlements (snowdrifts, road pass closures, long distances) may delay assistance delivery and create uneven coverage across multiple target areas and interventions.	<p>MRCS will use a decentralized hub-and-spoke delivery model led by aimag and soum branches, supported by surge volunteers from neighboring branches and bagh-level community focal points. Assistance will be sequenced by soum or bagh, prioritizing the most remote settlements during the first safe access windows, with pre-positioning at aimag or soum hubs to shorten last-mile transport.</p> <p>Where roads remain closed, MRCS will apply modality flexibility (cash-first/hybrid) to maintain timeliness while in-kind kits follow phased access plans. Delivery progress will be tracked daily using a remote-settlement coverage checklist, complemented by phone-based communication/verification and targeted "mop-up" delivery as soon as access reopens.</p>

Please indicate any security and safety concerns for this operation:

The primary safety risks relate to extreme cold temperatures (reaching -48°C), snowstorms, drifting snow, reduced visibility, and icy road conditions. These hazards increase the risk of vehicle accidents, frostbite, hypothermia, and delayed emergency evacuation. Remote soums and herder settlements are often located in isolated areas with limited communication coverage, which may complicate coordination and rapid response in case of an incident.

In addition, ongoing livestock displacement has led some herders to undertake high-risk searches during blizzard conditions. While



this behavior primarily affects community members, it also increases exposure risks for volunteers conducting field visits in remote grazing areas. Potential spring thaw and “yellow flood” conditions may further create unstable terrain, contaminated water sources, and sanitation-related public health risks.

To mitigate these risks, MRCS will implement the following measures:

- Coordination with provincial Emergency Commissions to obtain real-time weather and access updates before deployment;
- Strict adherence to travel safety protocols, including avoiding movement during active blizzard warnings;
- Use of appropriate winter vehicles and equipment, and ensuring that field teams travel in pairs or groups;
- Provision of adequate winter protective clothing for staff and volunteers;
- Pre-deployment safety briefings covering cold exposure prevention, safe driving practices, and emergency communication procedures;
- Maintenance of regular communication check-ins between field teams and branch offices;
- Compliance with IFRC and MRCS safeguarding and duty-of-care policies.
- Provision of volunteer insurance for their safety and security while in duty.

The National Society security framework applies to its staff and volunteers. Should IFRC staff be deployed, the IFRC security framework will apply. Comprehensive measures will be implemented to ensure the safety and security of all RCRC personnel engaged in the operation. These measures include continuous situation monitoring, timely security updates, tracking of staff movements (via phone or WhatsApp), security assessments in operational areas, and pre-deployment security briefings.

In addition, contingency planning measures are in place, and completion of relevant IFRC e-learning courses (including Basic Knowledge and Prevention Measures for Responders, Personal Security, Security Management, and Volunteer Security) is required. The IFRC CCD security focal point maintains close coordination with humanitarian partners, National Society branches, and local authorities in operational areas.

Has the child safeguarding risk analysis assessment been completed?

Yes

Planned Intervention



Livelihoods And Basic Needs

Budget: CHF 79,180

Targeted Persons: 3,700

Indicators

Title	Target
# of households provided with animal care kits to protect their livestock	1,000

Priority Actions

- Registration and verification of beneficiaries
- Centralized procurement of animal care kits within the existing supplier framework agreement
- Distribution of animal care kits to the affected regions
- Delivery of animal care kits to the affected households
- Conduct Post Distribution Monitoring (PDM)



Multi Purpose Cash

Budget: CHF 165,793

Targeted Persons: 3,700



Indicators

Title	Target
# of households provided with cash assistance to meet their basic needs	1,000

Priority Actions

- Extension of the framework agreement with the existing FSP
- Registration and verification of beneficiaries
- Delivery of multi-purpose cash assistance to the target beneficiary households
- Conduct Post Distribution Monitoring (PDM)



Budget: CHF 37,970
Targeted Persons: 3,700

Indicators

Title	Target
# of households provided with first aid kits to meet their medical needs	1,000
# of volunteers trained in MHPSS	45
# of volunteers received First Aid Refresher Training	45

Priority Actions

- Procurement of First aid kits
- Distribution of First aid kits to the target regions
- Delivery of First aid kits to the target households
- Delivery of MHPSS and First aid refresher training for volunteers
- Delivery of MHPSS services to the target households
- Provision of fuel support to local clinics to deliver life-saving services in remote locations.



Budget: CHF 12,734
Targeted Persons: 3,700

Indicators

Title	Target
# of people reached with information on the operation, including assistance details, selection criteria, and relevant risk communication	3,700
% of feedback received is addressed	80



Priority Actions

- Production of IEC materials (early warning messages) for the prevention of multi-hazards
- Ensure visibility of the operation for transparency and community engagement
- Dissemination of IEC materials (early warning messages)
- Activation of hotline desks and communications ready for the operation as one feedback channel, complemented by additional mechanisms to ensure accessibility in remote areas with potential network limitations (in-person feedback, complaint box, social media/chatbox)
- Conduct Post-Distribution Monitoring after MPCA and Livelihood support distribution



Secretariat Services

Budget: CHF 23,015

Targeted Persons: 0

Indicators

Title	Target
# of monitoring visits conducted	3

Priority Actions

- IFRC CCD and APRO will conduct monitoring visits.
- IFRC CCD and APRO will provide technical support to MRCS



National Society Strengthening

Budget: CHF 30,698

Targeted Persons: 0

Indicators

Title	Target
# of lessons learned workshops conducted	1
# of volunteers mobilised	300

Priority Actions

- Mobilize volunteers to actively participate in this operation
- Organize a lessons learned workshop



About Support Services

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

The operation will be implemented through the MRCS's national, provincial, and branch-level structure, engaging both staff and volunteers. A total of approximately 300 trained Disaster Response Team (DRT) volunteers will be deployed across affected areas. These volunteers are part of MRCS's established emergency response mechanism and receive regular capacity-building in disaster response, first aid, psychosocial support, and other mandatory trainings. All deployed volunteers will be insured in accordance with the IFRC policy and will receive operational incentives during their engagement.

The primary roles of volunteers will include dissemination of early warning and safety messages in high-risk areas; support to beneficiary identification and verification; loading, transport, and distribution of relief items (including animal care kits and first aid kits); facilitation of cash assistance processes at the community level; and provision of basic psychosocial support (PSS) to affected households.

MRCS staff at national and branch levels will oversee coordination, logistics, financial management, reporting, and monitoring. Branch-level coordinators will supervise field implementation, ensure adherence to targeting criteria and safeguarding standards, and maintain liaison with Local Emergency Commissions and provincial authorities. At the national level, technical oversight will be provided for cash programming, MHPSS, and logistics to ensure quality and compliance with IFRC standards.

Overall leadership and strategic oversight of the operation will be managed through MRCS headquarters in coordination with provincial branch leadership, ensuring effective supervision, accountability, and alignment with government-led emergency response mechanisms.

Does your volunteer team reflect the gender, age, and cultural diversity of the people you're helping? What gaps exist in your volunteer team's gender, age, or cultural diversity, and how are you addressing them to ensure inclusive and appropriate support?

The MRCS volunteer network reflects the geographic and cultural diversity of the communities it serves, as volunteers are recruited and trained at branch level across all provinces. In the targeted rural areas, many volunteers come from the same local communities as affected households, which supports trust-building, language compatibility, and cultural understanding. The Disaster Response Team (DRT) structure includes both male and female volunteers across different age groups, allowing for appropriate engagement with diverse beneficiary groups, including elderly persons, women-headed households, and families with children.

Gender and diversity considerations are guided by MRCS's Protection, Gender and Inclusion (PGI) policy and its Prevention of Sexual Exploitation and Abuse (PSEA) commitments. These frameworks ensure that assistance is delivered in a safe, dignified, and non-discriminatory manner. MRCS's Human Resources policy, Code of Conduct, and adherence to the Fundamental Principles of the Red Cross and Red Crescent Movement further reinforce expectations related to respectful behavior, impartiality, and accountability.

While the volunteer base is broadly representative at local level, gaps may arise in very remote soums where the number of trained female volunteers or specialized psychosocial support providers is limited. To address this, MRCS mobilizes volunteers from neighboring branches where needed and ensures that mixed-gender teams are deployed for community engagement and distribution activities. Additional briefings are conducted prior to deployment to reinforce safeguarding standards, confidentiality, and inclusive communication approaches.

Through these measures, MRCS seeks to ensure that assistance is accessible, culturally appropriate, and responsive to the specific needs of women, men, children, elderly persons, and persons with disabilities affected by the snowstorm.

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

All procurement activities under this operation will be carried out by MRCS in accordance with its internal procurement procedures and in compliance with IFRC procurement standards. IFRC will provide technical oversight and support where required. Procurement under this operation is primarily for distribution to targeted households, not for replenishment.

Animal care kits: Animal care kits will be procured by MRCS through an existing long-term framework agreement with pre-qualified suppliers.

First aid kits: First aid kits will be procured by MRCS based on its established experience in commercial first aid training and kit provision nationwide. Technical specifications will be aligned with IFRC standards, with IFRC technical support provided as needed. Given existing



supplier relationships and predefined specifications, procurement is expected to be completed within a short timeframe following final approval.

MPCA: MRCS has implemented Cash and Voucher Assistance (CVA) programming since 2016 and maintains established systems and procedures. Cash transfers will be delivered through an existing FSP under a framework agreement with Khan Bank previously, which is valid until February 2026. The extension process was initiated in January 2026 with IFRC technical support and is expected to be finalized by early March 2026.

How will this operation be monitored?

The operation will be monitored through a combination of branch-level reporting, field verification, financial tracking systems, and PDM. Monitoring responsibilities will be shared between MRCS headquarters, provincial branches, and IFRC technical counterparts.

The activity progress will be monitored through an implementation plan with activity time schedule and indicator progress will be monitored regularly through an indicator tracking table. PDMs will be conducted after the distribution of aid items.

At the implementation level, branch managers and Branch Disaster Response Team (BDRT) leaders will track distribution progress, beneficiary verification, and activity completion against planned targets. Standardized beneficiary lists, distribution records, and signed acknowledgement forms will be used to ensure accountability. Cash transfers will be monitored through the FSP system, which allows secure and traceable electronic payment records.

PDM will be conducted to assess the relevance, timeliness, and utilization of assistance, including the adequacy of the MNT 660,000 cash transfer, use of animal care kits and first aid kits, and satisfaction levels among beneficiaries. Feedback and complaints mechanisms will be active during implementation to identify and address any concerns related to targeting, delivery, or safeguarding.

Progress will be consolidated through regular situation updates from branches to the MRCS headquarters. Financial monitoring will follow MRCS and IFRC standards, including documentation review and compliance checks.

IFRC technical staff will provide remote monitoring and support throughout implementation. Where feasible and depending on access and weather conditions, IFRC monitoring visits may be conducted to selected field locations to verify implementation quality, compliance with standards, and beneficiary feedback. These visits will be coordinated with MRCS leadership and local authorities to ensure safety and operational alignment. IFRC will also provide technical support to the lessons learnt workshop, which will be conducted towards the end of this operation.

Overall, the monitoring approach combines real-time operational tracking, financial oversight, community feedback mechanisms, and technical supervision to ensure effectiveness, accountability, institutional learning and adherence to IFRC standards.

Please briefly explain the National Societies communication strategy for this operation

The Mongolian Red Cross Society (MRCS) will manage internal and external communication through established institutional channels to ensure timely information flow, transparency, and accountability throughout the operation.

Internal communication will be maintained between headquarters, provincial branches, and field teams through Outlook email, Microsoft Teams, phone communication, and regular coordination meetings. Situation updates, operational guidance, and monitoring reports will be shared through these channels to ensure alignment across all levels of implementation. Branch-level coordinators will provide routine progress updates to MRCS headquarters.

External communication with authorities, partners, and the public will be conducted through official MRCS social media platforms, website updates, and media briefings where appropriate. Key messages will focus on humanitarian needs, response actions, safety messaging, and accountability. Public communication will remain aligned with government-led emergency messaging to ensure consistency and avoid misinformation.

To ensure transparent and effective communication with affected communities, MRCS will apply CEA approaches. Volunteers will disseminate key safety and hygiene messages directly in high-risk areas. A hotline and feedback mechanisms will remain available for community members to raise concerns, provide feedback, or report complaints. Clear information on targeting criteria and assistance modalities will be shared at the community level to manage expectations and reduce misunderstandings.

A media approach will include social media updates, human-interest stories (where appropriate and ethical), and coordination with local media outlets to highlight response efforts and reinforce public awareness. All communication will adhere to MRCS safeguarding, data protection, and dignity standards.

All social media content, high-quality photos, raw videos with translations, and human-interest stories are to be shared in a timely and efficient manner to IFRC CCD Beijing Communications for wider advocacy and donor engagement purposes.



Budget Overview



DREF OPERATION

Code - Mongolian Red Cross Society
Snowstorm 2026

Operating Budget

Planned Operations	295,676
Shelter and Basic Household Items	0
Livelihoods	79,180
Multi-purpose Cash	165,793
Health	37,970
Water, Sanitation & Hygiene	0
Protection, Gender and Inclusion	0
Education	0
Migration	0
Risk Reduction, Climate Adaptation and Recovery	0
Community Engagement and Accountability	12,734
Environmental Sustainability	0
Enabling Approaches	53,712
Coordination and Partnerships	0
Secretariat Services	23,015
National Society Strengthening	30,698
TOTAL BUDGET	349,389

all amounts in Swiss Francs (CHF)



Contact Information

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

National Society contact:

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IFRC Project Manager: Shicong Su, Senior Officer, PMER, shicong.su@ifrc.org

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[Click here for the reference](#)

