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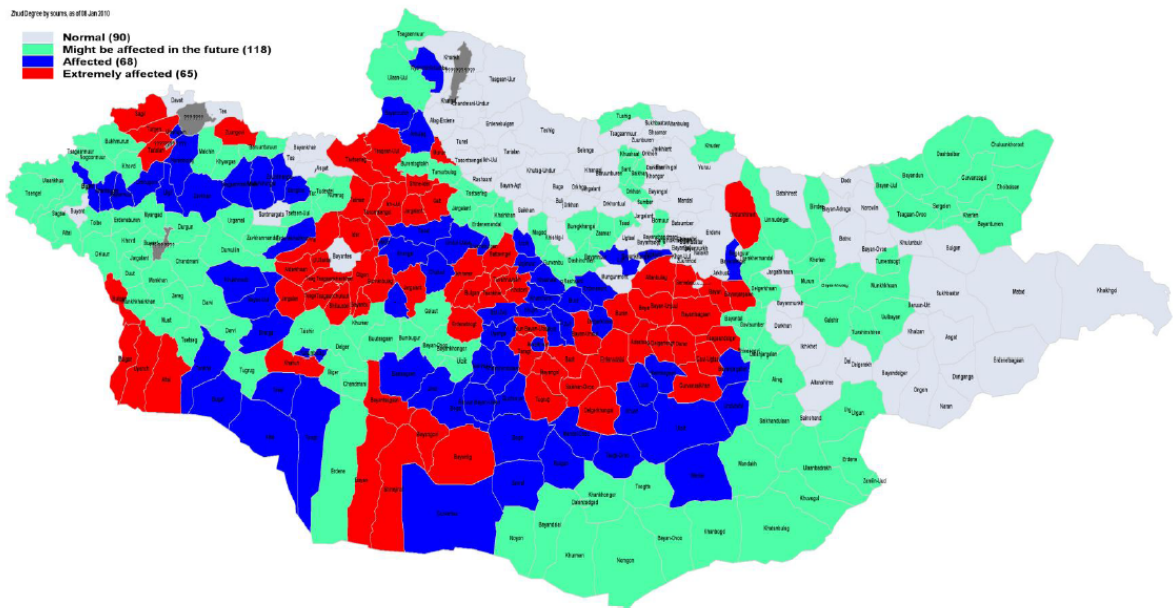
ACRONYMS

AEMD	Aimag Emergency Management Division
AWP	Annual Workplan
BCPR	Bureau for Crises Prevention and Recovery (UNDP)
CBO	Community Based Organization
CERF	Central Emergency Relief Fund
DMP	Disaster Management Plan
DPF	Disaster Preparedness Fund
DPM	Deputy Prime Minister
DRR	Disaster Risk Reduction
DRRPC	Disaster Risk Reduction Partnership Council
FAO	Food and Agricultural Organization
FT	Fast Track
ILO	International Labour Organization
MDGs	Millennium Development Goals
MNCCI	Mongolian National Chamber of Commerce and Industry
MOH	Ministry of Health
MOF	Ministry of Finance
MOFALI	Ministry of Food, Agriculture and Light Industry
MOSWL	Ministry of Social Welfare and Labour
NFA	National Framework of Action 2006-2015
NEMA	National Emergency Management Agency
NGO	Non-Governmental Organization
PB	Project Board
PIU	Project Implementation Unit
SAR	Search and Rescue
SDC	Swiss Development Cooperation
TOR	Terms of Reference
UNCT	United Nations Country Team
UNDAC	United Nations Disaster Assessment and Coordination
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNISDR	United Nations International Strategy for Disaster Reduction
UNOCHA	United Nations Office for Coordination of Humanitarian Affairs
USAID	United States Agency for International Development
WB	United States Agency for International Development
WHO	World Health Organisation

I. SITUATION ANALYSIS

Mongolia is a land of severe weather and climatic conditions.¹ Long and harsh winters, and severe summer droughts occur on a regular, nearly cyclical basis. The DZUD, a weather phenomenon unique to Mongolia, is when a severe summer drought usually marked by an acute shortfall in hay and fodder production is followed by a harsh winter with blizzard like conditions lasting for a sustained period of time. Such were the conditions that prevailed during the period of 1999-2002 and which were repeated during the winter of 2009-2010. The dry and short summer of 2009 resulted in a substantial shortfall in fodder and hay production. This was followed by rainfall at the beginning of November 2009, which turned into a thick sheet of ice over pasturelands, resulting in the onset of large scale starvation and freezing to death of livestock. The situation deteriorated further in January and February 2010, when heavy and continuous snowfall under blizzard conditions resulted in a sharp fall in daily temperatures. Temperatures dropped to -40°C across most of Mongolia, with a blanket of snow reaching depths of 20-40cm covering 60% of the country. According to the National Emergency Management Agency (NEMA), 119 soums (36% of the total) in 17 aimags were severely affected by the Dzud. Sixty-six soums in 12 aimags were declared to be in disaster emergency situation, and 68 soums in 11 aimags were declared to be in the Dzud situation (NEMA, February 2nd, 2010).

Map of *Dzud*-Affected Areas of Mongolia



The magnitude of the crisis is reflected most dramatically in the toll it has taken on the livestock sector. The Dzud resulted in the loss of over 8.1 million livestock (as of 01 May 2010), equivalent to 18.4% of the national herd of 44 million livestock². To this must be added the high rate of female

¹ The average annual precipitation is 251 mm, ranging from 400 mm in the north to less than 100 mm in the southern Gobi region. The mean monthly temperature is below 0°C over the entire country between November and March. Late spring and early autumn (even late summer) frosts reduce the vegetation period to 80-100 days in the north and 120-140 days in the south. Summer precipitation occurs between June and August, representing 80-90 percent of the total annual rainfall. Other climatic factors affecting agricultural production include low soil moisture and air humidity in spring and early summer, and strong winds in spring, resulting in high evaporation and soil erosion. (Source: Aqastat) The melting of the snow, once the temperatures rise, can result in flash floods

² Ministry of Food, Agriculture and Light Industry 26 April 2010

miscarriages among the remaining herds³. The table below shows the number of livestock lost in the 12 aimags officially declared to be in the disaster stage. The aimags are predominantly located in the Centre, South and Western Regions. In comparison, the three successive Dzuds that hit Mongolia during the period 1999-2002 resulted in a combined loss of 12 million livestock, an average of about 4.0 million per year, with the peak of 4.8 million reached in 2001, the worst Dzud-year on record from 1984 up to that point. Notably, this is still 33% lower than the number of livestock lost during the current Dzud. The impact on GDP growth has been equally dramatic. 2009 GDP growth fell by 1.6 %, down from the average of 8.8% for the previous three years (WB Economic update for January 2010). (8.9% in 2008, 10.2% in 2007, and 7.3% in 2006). During the 1999-2002 Dzuds, GDP growth fell to 1.1% in 2000 and 1.0% in 2001 before recovering slightly to 3.6% in 2002 thanks primarily in the last instance to a strong rise in the price of copper, one of Mongolia's main export commodities..

No.	Name of heavily affected aimag	Livestock losses*, thousands
1	Uvurkhangai	1,427.1
2	Zavkhan	900.3
3	Dundgobi	764.6
4	Arkhangai	801.4
5	Gobi-Altai	614.0
6	Khovd	435.9
7	Khuvsgul	558.3
8	Omnogobi	426.2
9	Uvs	473.1
10	Tov	444.1
11	Bayankhongor	331.8
12	Bayan-Ulgii	136.6
	TOTAL	8,142.3

* as of 1 May 2010

Clearly, in a country, where one third of the population is nomadic and dependent on livestock, the Dzud is liable to have a very adverse impact on national social and economic welfare. The massive loss of livestock means the collapse of the primary if not the sole source of income and livelihoods for a large portion of the population. For many Mongolian herders and their families, it has meant cash shortages, food shortages, etc. Many have become circumscribed to selling the skins/hides of their dead animals as the only remaining source of livelihood.

Of particular concern among the herder population have been those living in some of the remote areas. 220,000 people or more than 50% of the people directly affected by the Dzud are located in remote difficult to access areas. Over 12,500 people (or 3,300 households) are in areas that have been completely inaccessible due to blocked routes. An estimated 38% of this population consist of children, elderly people, disabled people and pregnant women. These people lack access to heating supplies and to medical services and treatment facilities. Public services are also running out of heating supplies and local authorities have had to resort to shutting down parts of their facilities in order to save and stretch their heating supplies.

Another group of key concern are the small subsistence-level herders (less than 250 animals) in the worst affected *soums*. They are estimated to number about 32,500 in the 14 worst affected aimags. By all accounts, they have been economically devastated. The rapid Dzud assessment carried out in early March by the Early Recovery Cluster (led by UNDP) found an alarming lack of cash among these herders. 17% of households reported experiencing a shortage of food for daily consumption (hunger) due to a lack of cash to buy food, while 83 percent reported a lack of cash to engage in any new business for income generation. Also, 61 percent of the survey participants reported having a

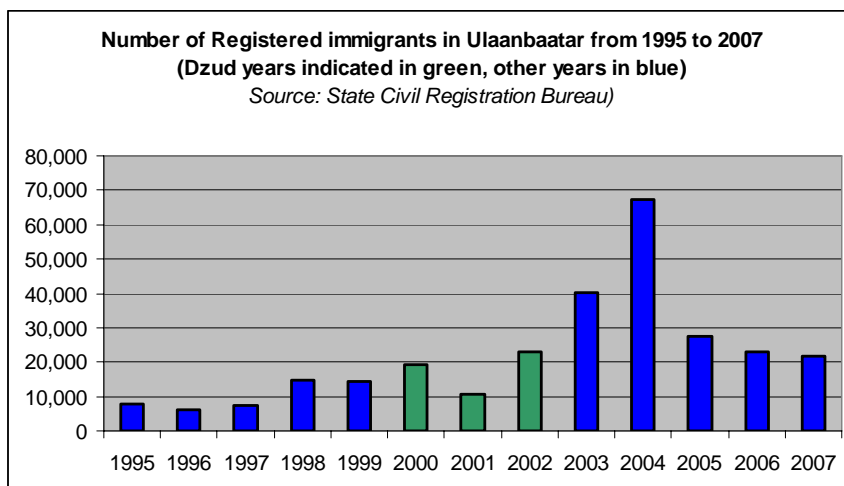
³ 2.7 to 3.0 million female livestock miscarried during the 1999-2002 Dzud.

bank loan requiring repayment in the near future. These herders have become near totally dependent on government support (pensions and state allowances). Yet, according to the survey, only 30% of the respondents received any assistance from the government, since the onset of the Dzud.

As may be expected, the rapid assessment also found that women have been impacted disproportionately by the Dzud. Apart from the reduced income earning opportunities that the majority of the people face, women face the additional burden of an increased workload. 57.4 percent of the female respondents reported difficulty in accessing drinking water due to blocked paths to wells, and/or wells covered by snow or ice. Women also reported fewer opportunities to start new businesses compared to men, leaving fewer possibilities to make up for livestock losses. For instance, the average distance to a market for a man is 190 km while on average a rural woman has to cover 217 km to reach a market. In addition, the assessment confirmed the persistent prevalence of the conventional thinking that men have to play a more important role in household affairs and in the community at large: 55 percent of the respondents think that men should have ownership rights over economic assets, including livestock, and the same percentage believe that men are the key decision makers on future perspectives of the household.

A particularly vulnerable group are female-headed households (WHH). According to the most recent Living Standard Measurement Survey conducted, WHH are the group most prone to poverty in Mongolia. 24.6 percent of very poor households and 18.3 percent of all poor households are female-headed households, although female-headed households make up only around 12-13 percent of the total.

From a human development perspective, it can safely be assumed that the Dzud has caused significant setbacks in terms of poverty reduction and progress toward achieving the MDGs, especially MDG1. Indeed, poverty reduction has been a challenge in Mongolia even during times of good economic performance. The poverty level remained largely unchanged between 2004 and 2008 (36.1% in 2004 to 35.5 % in 2007-2008) despite an average economic growth rate of 9% per annum for the period. Disparities between urban and rural areas are growing. While the poverty rate in urban areas dropped from 30.3% to 26.9% (2003-8), the rate in rural areas climbed from 43.4% to 46.6%. With livestock losses that are 50% higher than the average of the previous Dzuds, the current Dzud is likely to have an even greater impact on the national poverty level, and inter-alia on the inequality between urban and rural living standards. Many small herders will fall below the poverty line and judging from past experiences many will flee the rural countryside for the larger urban centres. Young herders are particularly prone to such migration. Indeed, while no mass rural to urban migration has been detected so far, the UB City Council expects that 20,000 people will arrive in the city in the coming year. Past experiences confirm this prediction. The population of UB increased by 10% after the Dzud of 1999 – 2002, with the majority of the in-migrants moving not directly after the Dzud but 2-3 years later.



As fuller access is restored throughout the country and more in-depth assessments are conducted, the full scope and scale of the crisis still need to be determined. The response revealed some important shortcomings to reach herders in remote areas. Many people in isolated areas were cut off due to a lack of specialised equipment to reach areas covered in deep snow. NEMA's aimag and regional units faced a shortage of basic communication and orientation devices, instruments and other equipment such as mobile radio stations with minimum coverage of 100-150 km radius areas, hand-held GPSs, vehicles with high passing capacities and/or with snow sliding or water crossing features, as well as tractors and/or machinery to open up roads blocked by snow, especially, in mountain passes.

The shortage of equipment led in many cases to crucial delays in launching and or conducting effective search and rescue operations for lost herders and children during snow storms. Old vehicles broke down or failed to start, communication devices: satellite phones, radio stations, and other tools like GPS were in short supply or not in good working condition. When the mountain passes were blocked by snow, local NEMA offices did not have the machinery to quickly open the blocked roads, forcing them at times to resort to transport by helicopter, which is limited in carrying capacity and very costly. The result was that many herder families became cut off from the central areas where they would have had access to basic food supplies and health services. Pregnant women and the elderly were particularly affected.

Clearly, NEMA's equipment shortage needs to be addressed as a matter of urgent priority, if the human suffering witnessed this winter is not to be repeated. The 1999-2002 disasters amply demonstrated the recurrent nature of the Dzud phenomenon and its unpredictability. A Dzud can happen two or three years in a row. In fact, Dzuds have been occurring with increasing frequency over the years. There were 15 occurrences of Dzuds in the 18th century, 31 in the 19th century and 43 in the 20th century. More importantly, from a humanitarian perspective, the recent Dzud showed clearly that the most vulnerable segments of society tend to be the worst impacted by the Dzud.

An assessment carried out by UNDP in July 2009 already pointed out that NEMA does not have the adequate equipment to respond to disasters such as Dzud, and mentioned it only has 35% of the required materials. This repeated the finding of an earlier Assessment Mission conducted by UN-OCHA in July 2004, which stated that "It is essential that more modern and up-to-date equipment is provided if the fire and rescue teams are to be able to carry out their important task in an efficient and effective manner"⁴. According to the long-term procurement plan for 2010-2020, currently being prepared under a UNDP/NEMA project⁵, NEMA requires equipment worth a minimum of MNT 200.0 billion. The state budget allocated MNT 0.4 billion for 2009 and MNT 0.9 billion for 2010 for basic equipment for NEMA. A provisional list of necessary equipment is provided in Annex 11. It is not likely that the Government of Mongolia will be able to increase its budget in the short run to absorb these additional purchases.

NEMA also faces serious human resource constraints. It is severely understaffed in terms of both general and specialized medical personnel. It has no specialists for the treatment of post-traumatic stress disorder such as psychological treatment of mental depression/shocks for affected herders, and it has few trained rescuers who can provide first medical aid to victims.

Meanwhile, the spring season brought its own set of problems. Many roads remain blocked with a mixture of mushy mud and sludge replacing hardened snow. This is extended further the difficulty in accessing the population living in remote areas. In turn this puts the already precarious living conditions in terms of food security and access to medical care in those areas, at risk of further deterioration. Reportedly, the fuel and coal reserves in some provinces are nearly exhausted, and heating materials have been severely depleted.⁶ At the same time, the carcasses of dead animals

⁴ Recommendation 24, UNDAC-OCHA Mission to Mongolia: Assessment of Natural Disaster Response Capacity. June 27 – July 9, 2004.

⁵ "Strengthening the disaster Mitigation and Management in Mongolia"

⁶ Source: NEMA update, February 9, 2010

which were preserved by the ice and snow started decaying with all the attendant public and environmental health risks. The decaying carcasses increased the risk of transmission of infectious diseases from animals to herders, especially where the animals are kept close to the inhabited areas. The decaying carcasses attract flies, cockroaches and dogs, which become vectors for spreading diseases such as diarrhoea and other gastro-intestinal ailments. The carcasses of dead animals also pose environmental health risks. They emit bad odours and can contaminate the water supply and the soil. It is essential therefore that the dead animals are disposed off (buried) properly and expeditiously.

II. RESPONSE BY THE GOVERNMENT AND THE INTERNATIONAL COMMUNITY

Led by NEMA, the Government and the international community have mounted a vigorous, though under-resourced response to the Dzud. The State Emergency Commission conducted a Dzud assessment from 10 to 25 January 2010, covering the 12 most affected aimags, enabling the government to declare a state of Dzud emergency in the said aimags and to mount an appeal for international support totaling over USD 5 million for immediate relief. This led to the provision of hay and fodder worth USD 1.2 million, and the deployment of teams to deliver medical and social services. Immediate support covering fodder, emergency food supplies, medicines and clothes came from Russia and China, while other donors and international organizations provided assistance in the form of direct financial support, re-allocation of committed funding, or new projects.⁷ For its part, the UN set in motion its humanitarian crisis response system including its Humanitarian coordination mechanisms under the leadership of the UN Resident Coordinator. In early March 2010, the UN agencies received funding from the Central Emergency Response Fund (CERF) amounting to USD 3.7 million to finance humanitarian and life saving activities. UNDP received USD 1,500,000 for a Cash for Work component. UNDP had already allocated USD 300,000 from its core resources to this component. UNDP also provides support to NEMA and the RC office by strengthening coordination and data management. A total amount of USD 100,000 has been provided by UNDP's Bureau for Crisis Prevention and Recovery.

UN coordination support and International Response.

As mandated by the Inter-Agency Standing Committee (IASC), the Office of the United Nations Resident Coordinator has been coordinating the international support provided to the Government response to the DZUD. The following four Clusters have been formed:

1. **Survival, Health and Nutrition** (lead: UNICEF)
2. **Education** (lead: UNICEF)
3. **Agriculture** (lead: FAO)
4. **Early Recovery** (lead: UNDP)

The office of the United Nations Resident Coordinator has been providing overall coordination of the humanitarian response and direct support in the areas of information collection and management with the primary objective of providing timely information.

Each of the four clusters conducted assessments of the situation in coordination and/or collaboration with the Government. The Agriculture cluster undertook a needs assessment mission from February 26 to 28, 2010 to Uvurkhangai. The Survival, Health and Nutrition Cluster carried out a rapid needs assessment mission to Khovd and Bayan-Ulgii aimags from February 27 - March 8, 2010. The Early Recovery Cluster dispatched an assessment mission to Tuv and Dundgobi aimags from March 3-8,

⁷ For a detailed overview of the responses to date, please refer to the consolidated donor matrix in Annex I

2010. A fourth cluster on Education was established to address the emerging needs in that particular sector.

The Early Recovery (ER) Cluster chaired by UNDP supported the government in the coordination of Dzud assistance in the field of early recovery. The ER cluster meetings provide a forum for: information sharing on Dzud status and urgent needs, the mapping of aid flow to affected areas and joint planning with donors to determine and address the need-gaps, aid delivery, preparations for international appeals etc. More importantly, the ER Cluster meetings have helped prevent duplication of efforts and ensure complementarities of interventions. The following table shows the role and responsibilities of the major ER partners to be involved in the implementation of the current project.

UNDP’s active leadership of the ER Cluster continues a long standing partnership it has developed with the Government of Mongolia in the area Disaster Risk Management (DRM). The partnership began in 2002, following recommendations of a joint UN Disaster Assessment conducted in 2001, at the height of the 1999-2002 Dzud. The initial project, now in its third phase, has been funded by the Government of Luxembourg and UNDP. NEMA’s very existence is an outcome of this project. The project helped established NEMA’s legal and policy environment, its cadre of trained personnel, its affiliated network of community based DRM organisations and its current pool of equipment: - vehicles, office equipment and basic communication tools including: telephones, satellite phones, radio stations, etc. These capacities enabled NEMA to lead and contribute directly to the efforts mounted to save lives in the current Dzud.

One of the major accomplishments of the first phase of the project was the formulation of Mongolia’s Law on Disaster protection, its approval, and the creation of the National Emergency Management Agency (NEMA). NEMA was formed with the merging of three existing organizations: Civil defence, State Reserve, and State Fire Fighting department.

The second phase enabled the completion of the development of the National Framework on Disaster Risk Reduction (NFA) and National Action Plan based on the Hyogo Framework of Action. The second phase also supported implementation of the “Law on Disaster Protection “through training and capacity building of NEMA and its 30 local branches. It piloted Community-based Disaster Management systems and established Disaster Risk Reduction (DRR) Partnership Councils in eight soums located in four aimags, and some 30 herder groups were established to serve as primary CBO for DRR. These CBOs participated in the preparation of the “National Program on Public Awareness for Disaster Prevention” and the improvement of the disaster communication and information system.

The main objective of the ongoing third phase of the project is to support implementation of the National Framework on Disaster Risk Reduction (NFA) - the longer-term national strategy for disaster risk management and climate change risk management. Over the past two years, the project has assisted NEMA in the formulation of major policy and planning documents. These include updating the “National Programme on Strengthening the Disaster Protection Capacity in Mongolia”, which incorporated the key objectives of the MDG-based National Development Strategy approved in 2008 as well as developing the National Strategy for Climate Risk Management and its Action Plan. Phase III has also supported acquisition of material and the development of a Resource Mobilization Strategy and a National Education Programme on DRR. Over 400 NEMA personnel and local government officers were trained in basic knowledge and understanding of climate change risk management. The project also carried out a small pilot public awareness program on DRR through Education TV. The program targeted young herders and rural residents with the aim of raising awareness and enhancing their capacity for coping with seasonal and climatic variability using traditional knowledge and customs which are fast getting lost in modern Mongolia. The pilot was expanded into four more soums and 2 urban khorooos, enabling the formation of over 40 Community Based herder groups with training in community disaster resilience and self-preparedness.

Stakeholder Roles and Responsibilities in Early Recovery Cluster

Stakeholder	Roles and Responsibilities
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Stakeholder	Roles and Responsibilities
Government:	
NEMA	Leads disaster response nationally and locally, and participates in ER Cluster. Is the main counterpart of UNDP in DRR and the primary client and beneficiary of this ER support program
Local government (Aimag and Soum)	Local government (Aimag and Soum), has primary responsibility for the disaster preparedness, emergency response and early recovery activities in Mongolia. LG takes the lead during the preparedness and relief phases of any disaster, while local NEMA has active role in actual emergency response phase undertaking search and rescue operations. Local government will be an important partner during the implementation of Cash-for-Work activities.
Ministry of Food, Agriculture and Light Industries (MoFALI)	Oversees the monitoring of livestock losses during Dzud. Is leading institution for addressing man-made aspects of Dzud and longer term reduction of vulnerability of herding communities to Dzud and drought. Member of ERC with more involvement in alternative livelihood component of the ERS program. MoFALI is the main implementing partner for the disaster prevention activities with herder communities.
Ministry of Finance (MoF)	Allocates government budget for ER activities like carcasses removal, and budgetary support for local government units not directly involved in ER Cluster, coordinates budget planning and monitoring with other government ministries and agencies including MoFALI, MSWL, and NEMA
Ministry of Social Welfare/Labour (MSWL)	Coordinates employment facilitation through training activities. Provides social protection services managing various allowances. Supports livelihood rehabilitation activities. Participates in ER Cluster on alternative livelihood component.
Communities: Local herder groups in selected severely affected soums in the target aimags	Ultimate beneficiaries of the programme to reduce their own vulnerabilities to disasters, and increase resilience through participation in cash for work and alternative livelihood activities
Non-government Organizations (NGOs):	
Mercy Corps	Partner in Early Recovery Cluster, undertakes small scale carcass removal in aimags like Umnugobi, coordinates its work with UNDP particularly on carcass removal, provides comments on the draft ERS program document as part of LPAC
ADRA	Partner in ER Cluster
Private Sector:	
Mongolian National Chamber of Commerce and Industry (MNCCI)	Partner in the Alternative Livelihood activities of ER support programme. One of the sales promotion channels of the project supported products at the aimag and national levels
Khan Bank	Implementation partner in the CfW of ER support programme. Participate in the CfW as a main distribution channel of the cash payment to the herders.
Other Agencies and Institutions:	
UNDP	ER Cluster lead in Early Recovery, implementing agency for ER support program jointly with NEMA and target aimag/soum Government. Linkages will be established with ongoing projects working in related fields, such as the Disaster Management Phase III project, the Sustainable Land Management Project and the Enterprise Mongolia Project-Phase II.
SDC	Coordinates Dzud and land/pasture management activities in its target aimag/ soums mostly in Western region of Mongolia. Also undertakes cash for work activities in its target areas, and closely consulted on approaches for CfW implementation. The post-Dzud

Stakeholder	Roles and Responsibilities
	evaluation will be implemented jointly with SDC.
FAO	Leads UN Agriculture cluster, and activities related to livelihoods will be carried out in close coordination with the CfW program.
ILO	Partner in ER Cluster, close counterpart of Ministry of Social Welfare and Labour, engaged in alternative livelihood activities. Participated in the joint rapid needs assessment.
UN-HABITAT	Partner in Early Recovery Cluster focusing on resettlement issues of herders who completely lost their livelihood and migrated to towns.

III. EARLY RECOVERY SUPPORT PROGRAMME STRATEGY

III.1. Programme Outcomes

The objective of UNDP's Early Recovery Support Programme is to support the overall Dzud recovery efforts of the Government of Mongolia, contributing to the following outcomes:

- 1) Income of herders is increased while they are better prepared for future disasters and health risks are reduced.
- 2) Creation of alternative livelihood opportunities to affected herders; and,
- 3) Strengthening of Early Recovery Planning at national and local levels to develop a coordinated approach to early recovery and lay the groundwork for more effective Dzud response.

NEMA has asked UNDP to take the lead in these areas of interventions. The man-made aspects of the Dzud are not covered under this Early Recovery Support Programme. They are covered under other longer-term UNDP/GoM projects.⁸

8

OCHA 1999 – 2002 Dzud review

Disaster Type in Mongolia	Natural Components of the Disaster	Man-made Components of the disasters
"Dzud"	<ul style="list-style-type: none"> - Summer drought - Winter severe weather 	<ul style="list-style-type: none"> - Lack of sustainable pasture management - Lack of adequate numbers and operation of pasture water points and wells - Lack of adequate supplies of stock piled animal food including hay and fodder - Lack of winter protection for animals - Too many animals

By and large, the man-made causes stem from the changes associated with the transition from a command economy to a free market economy.

The Ministry of Food, Agriculture and Light Industry, in cooperation with donor organizations including UNDP have made substantial efforts to address these problems. A new law on pasture land was drafted for issuing property rights to pasture users and a new unit responsible for pasture land management was created at the ministry. The goal is to attract investment for improvement of land productivity. Ecological friendliness and community-based pasture management also have been promoted through various donor projects, soum level land use planning now includes pasture land use and, herders are being encouraged to engage in non-livestock, less risky alternative income generating activities, etc.

Outcome 1: Income of herders is increased while they are better prepared for future disasters and health risks are reduced.

As noted in the introduction, the thousands of herders who lost most or all of their livestock are facing serious difficulties to meet their basic daily needs, including food, clothing, medicines, heating, etc. Equally serious has been the psychological impact of the massive loss of livestock. Many herders are in dire psychological conditions, many are deeply depressed, reportedly to the point of contemplating suicide. There are widespread reports that the situation is becoming more and more desperate.

Millions of livestock carcasses, if left unattended, cause widespread diseases, extensive pollution of water sources, soil and pasture lands, especially when located near homes or close to water sources. The decaying carcasses will also attract bugs, insects and other animals, turning them into vectors for further spreading of diseases. Carcasses need to be removed during the time when snow starts to melt i.e., in early spring. Early predictions by the Hydro-Metrological Institute signal the possibility of a similar Dzud in the coming year. Unless herders are supported to improve their preparedness, further livestock losses and increased migration to urban areas are likely. Thousands of herders are without any or little livestock and they need to have additional income to bridge the gap to the next winter. Herders also need to improve their preparedness, to prevent recurring livestock losses in future Dzuds.

The Cash-for-Work component of this program will provide pecuniary incentives for the removal of the carcasses in selected affected areas as well as grants for improving disaster prevention/preparedness for the coming winter. The removal of the carcasses does not only have important public health benefits, the cash earned will help the herders meet some of their urgent basic needs. The Disaster Prevention Grant Programme is essential when the winter has ended but when herders already need to start their preparations for the next autumn and winter. The preparedness activities shall include the improvement of winter camps, restoration and protection of natural water resources and wells, and strengthening of fodder and hay storage. A training component will help herders to prepare better for future Dzuds and adopt sustainable land management practises.

The CfW and DP Grants Programme will use a community centred and gender responsive approach, promoting gender equality. In the CfW activities, the herders will be formed into groups and provided with hand tools: shovels, disinfection and other required small equipment. Every effort will be made to salvage the animal hides that are still usable. The CfW will provide with rapid training as necessary and hire at least **2,500** female herders to serve as inspectors, enabling them to earn an average fee of USD 70, which would allow them to purchase four bags of flour⁹. The CfW will collaborate with local governments and local Bank branches in the certification of work and the disbursement of payments to the beneficiaries.

The CfW will target the 51 soums in the aimags of Uvurkhangai, Dundgobi and Khovd. These soums were chosen in consultation with the Government based on the gravity of the situation as of the beginning of March, and of UNDP's presence on the ground. The project will leverage the capacity of ongoing UNDP projects to expedite implementation. Beneficiaries will be those herders with small numbers of livestock, particularly those with significant losses.

The Disaster Prevention Grants Programme will supply small grants to herder groups operating at least for 2-3 years in Uvurkhangai, Dundgobi and Khovd aimags, to strengthen their ability to sustain the upcoming winter. They will be trained on improved methods to have healthy and resilient livestock, while the grants will be used to improve *khoroos* (winter stables), construct and rehabilitate storage and haymaking facilities, and rehabilitate water resources. Beneficiaries will be herders who had significant losses and preference will be given to poor herder households.

Outcome 2: Alternative livelihoods

⁹ One bag contains 25 kg flour

The alternative livelihoods component aims to create alternative means of income generation for the Dzud affected herders who have lost all or most of their animals and who are in urgent need of assistance. The main target beneficiaries of this component are 1,000 Dzud affected herders with 250 or less animals who are urgently in need of the alternative or additional means of income generation. Considering the massive scale of the dzud damage in Uvurkhangai, Dundgobi and Khovd, a total of 15 soums mainly in these Aimags will be selected as the target sites of the alternative livelihood component. A focus group needs/market assessment will be carried out in the inception stage to identify needs and capacities of the target herders to participate in alternative livelihood activities. The assessment also looks at the capacity of potential local employment/commodity markets to absorb those newly created skills and products.

Vocational training will be provided to help herders learn and engage into more disaster and climate resilient economic activities, as a complement or replacement for livestock husbandry. These may include: the manufacturing of processed livestock products and the establishment and/or running of small businesses, marketing and selling of the products. Provision of small scale equipment will help herder groups to process raw materials into value-added products. The component will take a clustering approach and support the herders to form producer groups or cooperatives. In principle, equipment will be provided to groups or cooperatives (rather than individuals) which are ready to establish their own businesses entities. Marketing and sales promotion support will link the products to the larger markets such as aimag centers and Ulaanbaatar City.

Female headed households (WHH) and young women will be given special attention, and encouraged actively to take full advantage of the facilities and support provided under this component. The active promotion of women participation responds in part to the fact that the women surveyed, unlike the men, are inadequately informed about the possibility to access alternative livelihood opportunities. The broadest possible participation of women will be sought. The objective is to provide the women with new and/or additional means of earning an income, and inter-alia to reduce their dependency on animal husbandry, thereby reducing their vulnerability to the Dzud and related disasters. The added income security is expected also to induce the beneficiaries to avoid migrating to Ulaanbaatar and other major urban centres, where limited infrastructure and employment opportunities make life even more difficult for the poor.

This component will leverage on-going UNDP Projects and/or existing public and private sector initiatives, but be managed by a separate project management team due to the scale and wide coverage of the field activities.

The alternative livelihood component will contribute to longer term rural poverty reduction. Although experience shows that it takes 2 to 3 years for such newly formed business groups to become fully self-sustaining, because of the urgency of livelihood rehabilitation before the next winter, the timely initial response to the needs is crucial.

Outcome 3: Strengthening of early recovery planning

The government, led by the National Emergency Management Agency (NEMA), has been providing the first response to the Dzud. Roads were cleared, and initial supplies of food, medicine and hay for animals reached some of the most critically affected areas. However, aimag and regional NEMA units remain constrained by a shortage of technical capacity. The current Dzud has particularly highlighted challenges to NEMA's search and rescue operations. The reliance on occasional in-kind contributions from donors or on ad hoc availability of individual items seriously constrains the operational capabilities of NEMA.

NEMA's capacity to coordinate donor funded assistance also needs support. The large amount of resources provided by various partners has stretched NEMA resource management capacities to the limit. As a result, it is unable to respond to the numerous requests from UN Agencies, NGO's and

bilateral partners in a timely manner. Proper situation analysis, information management and mapping are currently missing.

Under this component the national and local capacity will be strengthened for increased resilience, risk management, and effective response to recurrent disasters, which will lay the groundwork for long-term recovery and harness conditions for future development. It will also support the NEMA for developing a coordinated approach to early recovery response and planning.

In concrete terms, this component aims at improving current disaster coordination, communication and information management among national institutions and donor organizations. It will also enhance disaster preparedness for future Dzuds by analysing lessons drawn from the current Dzud, filling some of the technical capacity gaps, especially in the area of search and rescue, of NEMA as well as aimag and Regional disaster departments. It will also strengthen the UN's coordination capacity by providing support to the Resident Coordinator's office.

III.2. Funding Strategy

As noted earlier, to kick start humanitarian and life saving activities, the UN agencies received in early March 2010 funding from the UN's Central (CERF) amounting USD 3,700,000. UNDP received USD 1,500,000 to implement the CfW component. In addition, the UNDP has allocated USD 300,000 from its core resources to this component.

UNDP is also supporting NEMA and the RC office in the strengthening of coordination and data management with a total amount of USD 100,000 provided by the UNDP Bureau for Crisis Prevention and Recovery.

A 2010 Dzud Rapid Assessment reflecting lessons learned will be funded by the SDC with a total amount of CHF 40,000.

Outcome		Total budget	Secured funding	Unsecured funding
1.	Income Generation, disaster prevention and carcass removal	USD 5,250,000 (CfW 2,500,000, DPGP 2,750,000)	USD 300,000 from UNDP for CfW USD 350,000 from UNDP for DPGP USD 1,500,000 from CERF for CfW	USD 700,000 for CfW USD 2,400,000 for DPGP
2.	Alternative Livelihood	USD 1,800,000*	USD 100,000 from UNDP USD 50,000 from UNDP*	USD 1,700,000
3.	Early Recovery Planning	USD 1,000,000	USD 100,000 from UNDP USD 36,100 from SDC	USD 863,900
Total:		USD 8,050,000	USD 2,386,100	USD 5,663,900

* USD 50,000 in parallel funding from other UNDP projects, not included in this Project.

IV. PROGRAMME OUTCOMES, OUTPUTS AND ACTIVITIES

IV.1. Programme activities

The followings are descriptions of the expected outcomes, outputs and proposed activities.

Outcome 1: Income of herders is increased while they are better prepared for future disasters and health risks are reduced.

- Output 1.1: 2.0 million livestock carcasses¹⁰ removed in the territories of 51 soums in three aimags thereby reducing health risks and pollution of living environment of rural households;
- Output 1.2: Over 18,500 herders including *Otor* herders¹¹ receive cash equal to USD 70 per person as a fee for carcass burial work to clean surroundings;
- Output 1.3: 51 Soums benefit from the provision of a spray tool/pump for disinfection work in livestock burial and/or responses to disease outbreaks;
- Output 1.4: 4,500 small herder families are supported to improve their preparedness for the next winter through a Disaster Prevention Grants Programme.

Activities:

Removal of carcasses

- Create a structure/team to implement Cash for Work (CfW) program at UNDP Country Office consisting of eight members, and develop an Operational plan for CfW Program;
- Develop a detailed Communication/Advocacy Plan to raise public awareness on CfW and establish and implement an efficient communication system between the stakeholders throughout the CfW Program period;
- Develop clear instructions and procedures for CfW Program based on estimation of number of carcasses and herder in target areas, and disseminate these instructions through all means and media channels;
- Negotiate and enter into an Agreement with Khan Bank which has branches in all soums, for the disbursement of cash to beneficiaries;
- Establish effective monitoring mechanism involving the beneficiaries, other local people, local government authorities and NGOs to ensure transparency of program implementation ;
- Create database to capture detailed personal information on potential beneficiaries to enable accurate targeting of beneficiaries, and recording of numbers of buried carcasses, and payment made for work;
- Undertake and complete the carcasses removal in the target areas;
- Receive and vet field reports on actual work, and authorize the payment of fees to beneficiaries;
- Draft the final report on the implementation of the CfW Programme

Disaster Prevention Grants Programme

- Selection of beneficiaries in consultation with local government
- Define disaster prevention needs per herder group and per soum through an assessment in selected soums.
- Provide grants for the construction and rehabilitation of disaster prevention facilities, such as (improved) winter stables, protection of natural water resources and wells, and storage and hay making facilities.
- Run in parallel a training programme on disaster prevention and sustainable land management practices.
- Monitoring of field sites

¹⁰ Death toll of the livestock is expected to increase in coming spring months

¹¹ *Otor* herders are those herders who migrate with their herds to other regions in search of better pastures i.e. those originally not a registered citizen of a given soum/aimag but residing in their territory with their herds.

- Draft a final report and develop evaluation on lessons learned for future Dzuds as a contribution to the study with SDC.

Outcome 2: Creation of Alternative Livelihoods

The expected outputs and activities are as follows:

- Output 2.1: At least 1,000 individual herders received vocational, skills and/or business start-up training.
- Output 2.2: At least 50 herder groups/cooperatives established and/or identified in 15 soums in the target aimags in collaboration with the local authorities. Average 10 households per group/cooperative.
- Output 2.3: At least 80 % of the herder groups/cooperatives identified under Output 2.2 earn additional incomes through income-generating activities.
- Output 2.4: At least 50% of the herder groups/cooperatives identified under Output 2.2 registered as formal entities
- Output 2.5: Families of at least 50% of herder groups/cooperatives identified under Output 2.2 engaged in small scale vegetable production for their personal consumption

Activities:

- **Focus group needs/market assessment** will be conducted with the identified target beneficiaries to identify the needs and capacity of the herders in participating in the alternative livelihood activities.
- **Training in cooperative formation** will be provided to herders in the selected soums of the target Aimags to enable them to form herder groups /cooperatives. Where herders groups with pertinent needs are already established through on-going and or completed UNDP projects, they will receive priority.
- **Demand-driven vocational/skills training** will focus on processing skills and techniques for value-addition to traditional livestock products. Special consideration will be given to the demand/absorption capacity of local markets for new products. **Skills training on animal husbandry** will be provided also to help improve the quality of the remaining livestock. The training curriculum will be developed and the potential markets identified based on the result of the needs/market assessment.
- **Entrepreneurship training and business development/management support** for new business start-ups. Training and groups-based advisory services will be provided to the identified herder groups/cooperatives. Technical assistance and referral services will be provided in business registration.
- **Small scale equipment**, particularly for product processing, and **raw material for the initial production** will be provided to the selected herders groups/cooperatives among those identified under Output 2.2 to support their alternative livelihood activities.
- **Sales promotion and market linkage support.** In close coordination with other on-going UNDP projects and the MNCCI, the alternative livelihood component will assist the beneficiaries in establishing sales linkages with local, aimag and/or urban markets. The project will fully utilize the existing market linkage modules and network of the on-going UNDP projects and the MNCCI, such as trade fairs, on-line advertisement, and sales promotion through publications, magazines and brochures.
- **Microfinance facilitation** with the locally available microfinance programmes such as the SME Development Fund by the Government of Mongolia and Green Credit Guarantee Fund by the MNCCI. Once herder cooperatives are registered as formal business entities, they will become eligible to apply the public and private microfinance programmes. The project will identify the available microfinance programmes in the target sites and refer the most appropriate financial resources to match the beneficiaries' needs. Technical assistance will be provided to help herder cooperatives to prepare necessary documents for the loan applications.
- **Technical assistance for small scale vegetable production** for the purpose of personal consumption by the Dzud affected herder families. The concept of Farmer/Herder Field School

will be applied for on-site trainings with hands-on exercises, in collaboration with National Association of Mongolian Agricultural Cooperatives and local Agricultural Extension Centres.

Outcome 3: Strengthening Early Recovery Planning

For achieving this outcome, the following outputs will be produced:

- Output 3.1: Disaster coordination and communication among national institutions and donor organizations is improved;
- Output 3.2: Analysis of the 2010 Dzud is conducted, and lessons learned are reflected in the national policy for DRR and Recovery planning;
- Output 3.3: IT-based national database on disaster losses created and gaps in Dzud response mapped and regularly updated;
- Output 3.4: Technical capacity in search and rescue operations of the three Emergency Management Departments is strengthened.

Activities:

- Conduct a rapid assessment of current disaster coordination mechanisms to identify weaknesses and problems, and suggest more efficient options;
- Finalize 2010 Dzud Lessons Learned/Assessment Report incorporating various assessment reports and studies produced since January 2010 on the disaster, lessons learned, gap analysis and its overall impact;
- Analyze overall efficiency of response and early recovery measures to identify and record lessons learned. Develop National Recovery Plan including livelihood rehabilitation, and improvement of disaster preparedness of herders. The plan will provide a basis for resource mobilization for its implementation;
- Develop GIS-based mapping of disaster and emergency responses, and create database on disaster losses including human and economic losses;
- Undertake Rapid assessment of technical capacity of three Emergency Management Departments in Uvurkhantai, Dundgobi and Khovd aimags to identify immediate needs for improving their efficiency for search and rescue operations;
- Based on the above needs assessment provide the above mentioned Aimag EMDs with necessary equipment and tools to ensure effective response and mitigation measures during and after Dzud and other emergencies;
- Conduct necessary search and rescue training for NEMA personnel in these EMDs;

IV.2. Project Indicators, Risks and Assumptions

Project Indicators

Objective / Outcomes	Indicators:	Target by end of project
<u>Outcome 1: Income of herders is increased while they are better prepared for future disasters and health risks are reduced.</u>	# of herders / beneficiaries from Cash for Work	18,500
	# of livestock carcasses removed	2 million
	Area to be cleaned from carcasses	128,000 km ²
	# of female herders/beneficiaries	2,500
	# of poor herders/ beneficiaries (with less than 250 livestock counted in 2009 census)	10,000
	# of herders recognized /appreciated for their hard work during the Dzud	54

	# of herder households are better prepared for future Dzuds	4,500
Outcome 2: <u>Alternative income-generating opportunities of herders improved and their livelihoods rehabilitated</u>	# of herders received training for alternative livelihood	Minimum 1,000 individual herders
	# of herder groups/cooperatives established and/or identified	Minimum 50 (with 10 households /group in average)
	% of herder groups/cooperatives earning additional incomes through alternative income-generating activities	Minimum 80%
	% of herder groups/cooperatives registered as formal business entities	Minimum 50%
	% of herder families engaged in small scale vegetable production	Minimum 50%
Outcome 3: <u>Strengthened Early Recovery Planning</u>	2010 Dzud Lessons Learned/Assessment report published and distributed.	500 copies
	National Recovery Plan developed and approved	1
	# of users of NEMA website for GIS-based disaster loss and mapping	600
	% increase in technical capacity of three Aimag EMDs	50%
	# of NEMA personnel trained and with improved technical skills	450

Risks facing the project and the risk mitigation strategy

Risks	Risk status	Mitigation
Operation needs to be put in place in a timely manner before spring defrosting starts.	High	UNDP Fast Track Procedures will be applied
Sustainability of newly established herder groups	Modest	Work very closely with herder groups already established under ongoing or closed UNDP projects
Recurring of Dzud Disaster in 2011	Modest/High	Project component 1 and 3 will focus on disaster preparedness for next year

IV.3. Project Logical Framework

Project Strategy	Objectively verifiable indicators	Baseline	Target	Sources of verification	Assumptions
Objective: to support overall recovery efforts of the Government of Mongolia including assistance to herders to recover from livelihood losses due to the 2010 Dzud, while removing all livestock carcasses in affected areas, and increasing technical capacities of local emergency organizations.	# of livestock carcasses removed	0	2 million	A2/B2 forms filled	Herders will see CfW Program as an opportunity for immediate income generation
	# of herders/beneficiaries	0	18,500	A2/B2 forms filled	
	# of herder households with improved disaster preparedness	N/A	4,500	Monitoring reports and final report	Herders remain in habitat areas to participate in CfW activities
	# of herder groups/cooperatives established and/or identified	N/A	50	Monitoring reports and final report	
	% of herder groups/cooperatives earned additional incomes through alternative income-generating activities	TBC after herder groups/cooperatives are identified	At least 80%	Interim review and regular monitoring through the local branch chambers	Local authorities are willing to collaborate / support initiatives of the herder groups/cooperatives.
	% of technical capacity increase of three aimag EMDs	Shortage of 70% of necessary technical capacity ¹²	At least 50%	Field visit/ inventory of equipment	Procurement of equipment will be made timely without obstacles
	# of NEMA personnel trained increasing their technical skills	60% of the current personnel is trained	At least 500	Training reports, test conducted, certificates	NEMA personnel will be made available for the training.
<u>Outcome 1: Removal of livestock carcasses and improving disaster resilience of herders through CfW</u>	# of herders/beneficiaries	0	18,500	A2/B2 forms filled	Herders will see and welcome CfW Program as an opportunity for immediate income generation
	# of livestock carcasses removed	0	2 million	A2/B2 forms filled	
	Area to be cleared of carcasses	213,660 km ²	128,000 km ²	Aimag report	Local government will support the program
	# of female herders/beneficiaries	n/a	3000	A2/B2 forms filled	Female herders are willing to participate as field inspectors of burial work.
	# of poor herders/ beneficiaries (with less 250 livestock counted in 2009 livestock census)	n/a	10,000	A2/B2 forms filled	Poor households will be willing to participate actively in CfW program

¹² Peter Weiske, Report on National Disaster Management Capacity and Procurement needs of Mongolia, July 22 2009, Ulaanbaatar, Mongolia

	# of herder households with improved disaster prevention system	N/A	4,500	Monitoring reports and final report	Implementation will be able to start before next winter
Outcome 2: Alternative income-generating opportunities of herders improved and their livelihoods rehabilitated	# of individual herders received vocational, skill and/or business start-up training	0	1,000	Monitoring reports and final report	Herders are willing to participate in the alternative livelihood activities
	# of herder groups/cooperatives established and/or identified	N/A	50	Interim review and regular monitoring through the local branch chambers	Herders are willing to cooperate and collaborate with each other in IGA by forming groups/cooperatives
	% of herder groups/cooperatives earned additional incomes through alternative income-generating activities	TBC after herder groups/cooperatives are identified	At least 80%	Interim review and regular monitoring through the local branch chambers	Economic crisis does not hit the national and local economies further. Local authorities are willing to collaborate / support initiatives of the herder groups/cooperatives.
	% of herder groups/cooperatives registered as formal (business) entities	TBC after herder groups/cooperatives are identified	At least 50%	Interim review and regular monitoring through the local branch chambers Business registration records	Unwillingness and/or reluctance from herders to formalize their groups
	% of herder families engaged in small scale vegetable production	TBC after herder groups/cooperatives are identified	At least 80%	Regular monitoring through local Agricultural Extension Centres	Cold spring/summer Drought
Outcome 3: Disaster coordination improved based on lessons learned and necessary technical capacity of Uvurkhangai, Dundgobi and Khovd aimags EMDs is in place for further DRR	# of 2010 Dzud Lessons Learned/Assessment report published and distributed.	4-5 various assessment reports, and studies but no incorporated report,	At least 500 copies	Printed and distributed copies	There is wide range of stakeholders interested having consolidated Disaster Assessment report at national level.
	National Recovery Plan developed and approved	No plan		Approved plan	The Government will actively cooperate with development of plan.
	# of users/visitors of NEMA website for GIS-based database on disaster loss and disaster mapping	No website, no database available	At least 600 visitors	Functional website and database regularly used by various stakeholders and public	There are many stakeholders/users of database demanding access to information and

					transparency of aid distribution.
	% of technical capacity increase of Uvurkhangai, Dundgobi and Khovd aimag EMDs	n/a	At least 50%	Field visit/ inventory of equipment	Procurement of equipment will be made timely without obstacles
	# of NEMA personnel trained increasing their technical skills	n/a	At least 450	Training reports, test conducted, certificates	NEMA personnel will be available for training without major emergency activities.