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# Emergency Plan of Action Final Report

## The Gambia: Election Preparedness

 International Federation  
of Red Cross and Red Crescent Societies

<b>DREF operation No. MDRGM011</b>	<b>Glide Operation n° XXXXXXXX</b>
<b>Date of Issue: 06 April 2017</b>	<b>Operation start date: 21 November 2016</b> <b>Operation end date: 31 December 2016</b>
<b>Host National Society: The Gambia Red Cross Society</b>	<b>Overall Operation budget: CHF 75,622</b> <b>DREF amount initially allocated: CHF 39,711</b> <b>Additional Budget requested: CHF 35,911</b>
<b>Number of people affected: 500 families</b>	<b>Number of people assisted: 4,000 people</b>
<b>N° of National Societies involved in the operation: the Senegalese Red Cross Society (SRCS)</b>	
<b>N° of other partner organizations involved in the operation: IFRC, ICRC, Ministry of Health &amp; Social Welfare (MoHSW) and the National Disaster Management Agency (NDMA)</b>	

## A. Situation analysis

### Description of the disaster

The Gambia went to the polls on 01 December 2016, to elect the President for 5 years. In the leadup, to the election, the atmosphere in the country was tense. Back in April 2016, a protest march organized by the opposition resulted in injuries and arrests. History also revealed that during the past 4 Presidential elections, there were incidents between the National security forces and the opposition. In this context, there was high risk of unrest during the election.

The Gambia Red Cross Society (GRCS), as part of its mission to save lives and promote dignity wherever applicable, developed a Contingency Plan based on an analysis of the evolving situation. The Election Preparedness and Response Plan (EPRP) focused on potential hotspot areas at risk of election-related events. The EPRP envisaged a) training of volunteers across the 7 Branches of the National Society, preparing first aid materials and prepositioning non-food items (NFIs). The IFRC through its Country Cluster in Dakar released 39,711

Swiss francs from its Disaster Response Emergency Funds (DREF) to support the National Society in its preparedness activities. The operation was implemented within the timeframe (12 days). However, exactly 8 days after the Elections and the acceptance of the results by the incumbent President a television announcement stunned the Nation on 9 December 2016, saying that he rejected the election results, declaring that he was still the president until a new election was conducted. In this context, the Emergency Plan of Action (EPoA) was revised and the timeframe extended till 31 December 2016. An additional budget allocation of 35,911 Swiss francs was allocated. The revised EPoA was geared towards ensuring a monitoring and supervision of the Post-Election phase, considering the risks generated by the contest of the results of the elections. Indeed, the operation focused on a) the mobilization and deployment of volunteers and staff within the 7 at-risk branches, monitoring of the security situation by community volunteers, both on-site emergency and national coordination.



GRCS prepositioned stocks in case of any election-related event.  
GRCS/IFRC

The major donors and partners of the DREF include the Red Cross Societies and governments of Australia, Austria, Belgium, Canada, Denmark, Ireland, Italy, Japan, Luxembourg, Monaco, the Netherlands, Norway, Spain, Sweden and the USA, as well as DG ECHO, the UK Department for International Development (DFID) the Medtronic, Zurich and Coca Cola Foundations and other corporate and private donors. The IFRC, on behalf of the Gambia Red Cross Society (GRCS) would like to extend many thanks to all partners for their generous contributions.

## Summary of response

### Overview of Host National Society

The Gambia Red Cross Society (GRCS), in accordance with the Fundamental Principles of the Red Cross and Red Crescent Movement and as Auxiliary to the Government in its support to contribute to the National Response Plan, focused first on preparedness with a view to implement relief activities when and where required and necessary. The National Society therefore set up a Task Force. Two hundred and ten (210) GRCS volunteers together with fifteen (15) staff were trained and deployed across the country on standby for emergency response. The training was done from the 25th to 27th November 2016 on the following areas

- First Aid, Communication,
- Safer Access Framework and psychological First Aid.

The National Society also distributed 14 First Aid bags, 14 stretchers and 150 bibs to the Branches. Fifteen staff was identified both at National and Branch level to support the Operational Plan which include the 7 Branch Officers and the Coordination Team. The community-volunteer surveillance systems were active in all the 7 Branches. Information received from the volunteers was used to update the EPR plan.

After the Incumbent President's rejection of the election results, GRCS convened an emergency coordination meeting with the Branches to update them on the EPoA. GRCS informed both ICRC and IFRC of the situation. With this, GRCS made an extension of the EPoA and extended the deployment period of volunteers and staff for another 10 days and distributed additional First Aid bags, stretchers and bibs to the Branches and one vehicle to help in the operations.



A GRCS volunteer providing assistance to a Gambian lady. GRCS/IFRC

### Overview of Red Cross Red Crescent Movement in country

On 15 November 2016, a Contingency Planning meeting was held at the IFRC Dakar Country Cluster Office, ICRC Dakar delegation, the Senegalese Red Cross Society and GRCS. The Gambia Red Cross Society (GRCS) developed a Contingency Plan related to Emergency Preparedness and Response. Preparations included producing risk area maps and scenario development leading to the identification of needs, gaps and support from each Movement Partner. IFRC, ICRC and the Senegalese Red Cross showed their commitment in providing support to GRCS.

Indeed, upon the agreement made during the contingency planning meeting, the ICRC provided financial and technical support to the National Society focusing on 3 provinces bordering Senegal, namely Kanifing Municipality, Banjul Municipality and the West Coast Region. Safer access and First Aid training were provided to 90 volunteers in three Branches. IFRC supported the remaining four Branches, namely the Lower River Region, the North Bank Region, the Central River Region and the Upper River Region. The Senegalese Red Cross Society (SRCS) provided support with communication equipment (10 handset Radios and 15 First aid Bags) as well as being prepared at the bordering branches for potential population movement.

After the announcement by the incumbent, rejecting the 1 December 2016, Presidential Election results on 9 December 2016, The Gambia Red Cross Society (GRCS) organized regular briefings, to provide information on the situation post-election and hold meetings with Movement Partners, including IFRC, ICRC, and relevant Partner National Societies. At the branch level, GRCS Branch Officers and Governance coordinated the interventions and reported on emerging issues to the Head Office at Kanifing. GRCS maintained constant communication with all other Movement components.

### Overview of non-RCRC actors in country

The GRCS has an operational partnership with partners such as the Ministry of Health and Social Welfare, the National Disaster Management Agency (NDMA) and UNICEF. The Gambia Red Cross Society (GRCS) first initiated a dialogue with the Ministry of Health and Social Welfare to clarify the National Society's mandate and responsibilities as defined in the state legislations outlining the following:

- alleviate human suffering wherever it may be found through the power of humanity
- act as auxiliary to the Government by providing humanitarian services in time of peace and distress
- train volunteers in times of peace and provide First Aid, Psychosocial and relief support to victims of related distress.

Following this dialogue, the National Society held an Emergency meeting with her key partners, Ministry of Health & Social Welfare (MoHSW) and the National Disaster Management Agency (NDMA) on Thursday, 24 November 2016. The meeting with partners was geared towards discussing the level of preparedness of the National Society and how these three institutions could work towards attaining a common result. The MoHSW immediately updated all the Regional Health Directorates on the GRCS EPoA and their supporting role as representatives of the Ministry in their respective Regions. The MoHSW additionally pledged to provide full support to GRCS in the form of ambulances, human resources and emergency shelters as and when applicable. The NDMA also affirmed its support throughout the operation. The critical importance of GRCS Branch Officers, the Regional Health Directors and the Regional Disaster Managers working in seamless communication and coordination was emphasized.

## Needs analysis and scenario planning

### Risk Analysis

A mapping was first carried out as part of the contingency planning process. Areas were initially identified as potential risk areas with the corresponding colour codes (Red colour if the level of risk is high, yellow if it is medium). The mapping was updated later and the classification considered where some of the opposition candidates originated, as this factor could heighten the risk of election-related events in these communities. Areas such as Banjul City, Kanifing Municipality, West Coast and Upper River Region were the highest risk areas followed by LRR, NBR and CRR Branches.

## B. Operational strategy and plan

### Overall Objective

To prepare GRCS staff and volunteers on any post elections unrest by providing humanitarian assistance in a well-coordinated manner in compliance with the Fundamental Principles.

### Strategy

The strategy that guided the operation included the following points:

- Provided First Aid services to affected people during the unrest.
- Maintained the communication channels and strategy during the operation period.
- Established guidelines and support families who needed restoring family links and protecting unaccompanied children.
- Mobilized and coordinated with the National Disaster Management Agency (NDMA), health facilities as indicated by the MoHSW and UNICEF.
- Deployed volunteers and staff for a further 10-day duration.
- Created a surveillance system within the period of the implementation of the DREF.
- Monitor and supervised the implementation of the DREF accordingly both at Headquarters and branch level.

### Human resources (HR)

For the overall implementation of this DREF operation, 210 volunteers were identified across the 7 Branches. The volunteers were selected and screened to ensure neutrality and impartiality. These volunteers were put on standby to support the activation of the Contingency Plan in the most at risk communities, regions and municipalities. Out of these volunteers, the ICRC supported the training of 90 volunteers from the 3 Branches, namely Banjul, Kanifing Municipality and West Coast Region, whilst the DREF allocation supported the training of the 120 volunteers from the remaining four Branches, namely (LRR, NBR, CRR and URR) as well as the cost of deployment of the overall 210 volunteers. The other component of the human resources was the GRCS 15 staff both at the Branches and at Head Office Level, who provided the overall supervision and coordination of the Operation.

Additionally, the IFRC through its Sahel Cluster deployed a Disaster Management Preparedness officer a Finance Senior Officer and a Communications Senior Officer as well as an IT officer. This team provided support to the operation, ensuring that the National Society could implement the response in an efficient and effective way and monitor the situation that was likely developing. The IFRC team also, participated in the lessons learned workshop.

## Communications

Timely communication was a key dimension of the overall preparedness and response operation. Communication protocols were established defining the roles and responsibilities of people and deliverables before, during and after the elections. In each of the 7 Branches, a Communications focal point was identified to work closely with the Branch Officer in managing information at the Branch level and updating the Head Office on the Branch situation.

Dealing with the media was one of the key elements in this communication protocol. The GRCS identified a spokesperson of the National Society for the operation. A communications focal person was also identified at National level who was responsible for the day to day monitoring and reporting of the media (both electronic and print media), and also the social media. Additionally, GRCS established a 4-Level Communication System Protocol defining roles and responsibilities and deliverables of the post-Presidential Election. That is, every one person calling four other persons after receiving information, which gave everybody an equal chance of access to information at a very short time. At the Branch Level, SMS and WhatsApp Chat Groups was created to communicate with volunteers during the operation period.

## Security

Regarding the security, it was critical that Red Cross personnel strictly adhered to the humanitarian principles, neutrality, to mitigate security related risks. Therefore, the Red Cross volunteers engaged in this operation signed the GRCS volunteers code of conduct. Security guidelines were developed and the operational team was oriented on the guidelines. The National Society monitored the overall environment in the country prior and during the operation to identify changes in the security and mitigate risks to volunteers and staff. The preparedness and response plan was updated accordingly through the GRCS community surveillance system. All volunteers and staff involved in the operation participated in a training on the Safer Access framework, supported by the ICRC.

## IT and Telecom

A mission with Sahel Cluster IT officer was conducted to support the information/communication set up and network between branches and Headquarters.

## Planning, monitoring, evaluation, & reporting (PMER)

The monitoring of the operation activities was conducted by the GRCS with technical support from the IFRC Sahel Country Cluster and the ICRC. The monitoring focused on the Emergency Plan of Action (EPoA) and regular reports updates through Situational Reports were shared with the Movement and the Movement Partners.

It is worth mentioning that seven GRCS Head Office staffs were deployed to the seven Branches to support and supervise the deployed volunteers and to help the Branch officers in the timely reporting of the DREF implementation activities. The communication focal person for the operation supported the Branch communication focal points in conducting surveillance of the situation in each branch and reporting accordingly.

In December 2016, a Lessons Learnt session was conducted with the 7 Branch officers and their Branch chairpersons. The purpose of this activity was to internally evaluate the implemented DREF plan at both branch and national levels. This was followed by another Lessons Learnt session jointly conducted with the GRCS Governing Board, the ICRC and IFRC. This was done to generally evaluate the implementation of the operation plan. Among the key recommendations was that branches should have their own lessons learnt sessions prior to the national lessons learnt. This will enhance experience sharing between branches.

## B. DETAILED OPERATIONAL PLAN

### Early warning & emergency response preparedness

<b>Outcome 1:</b> Detailed surveillance and analysis of the election-related events in all high and mild risk areas of the country
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<b>Output 1.1</b> Capacity of 210 volunteers and 15 staff is developed for the implementation of the DREF Emergency Plan of Action.
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<b>Activities:</b>
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- |   |
|---|
| <ul style="list-style-type: none"> <li>• Support for supervision by GRCS regional staff member</li> <li>• Support for supervision by GRCS NHQ staff on the implementation of the operation</li> </ul> |
|---|

- Support for coordination meetings with local authorities to inform them the roles and actions of Red Cross during and after election
- First aid and safer access training for 120 volunteers in 4 Branches (LRR, NBR, CRR and URR)
- Deployment of volunteers 30 per Branch to provide first aid, psychological support and referral of injured to health facilities

### Achievements

#### Support for supervision by GRCS regional staff member

- Each Branch recruited the number of required volunteers and submitted the list with their identification to the Head Office.
- Fifteen (15) staff, including seven (7) Branch Officers and the Coordinating Team, were identified both at national and Branch levels to support the operational plan.

#### Support for supervision by GRCS NHQ staff on the implementation of the operation

- Terms of Reference for staff in the operation were developed
- The EPOA was reviewed and updated as the situation evolved
- Meeting with partners was held
- Consultation with Branches and modus operandi were agreed upon
- Situational reports were drafted and submitted
- Operational materials were distributed to branches.
- The support to the training of volunteers was effective
- Daily review meetings were conducted
- The Governing Board was updated on activities
- Joint work was conducted on the different SOPs for both communication and finance to know the modalities of operations during emergencies
- Monitoring media trends was done daily

#### Support for coordination meetings with local authorities to inform them the roles and actions of Red Cross during and after elections

- Meeting with partners (MoHSW and NDMA) held in Kanifing Head Office as well as at Branch level
- The alert received from the Ministry of Health and Social Welfare was forwarded to the branch officers

#### First aid, Communication and safer access training for 120 volunteers in four branches (Lower River Region, North Bank Region, Central River Region and Upper River Region)

- Training activities were completed in all the seven Branches and in late November 2016. A total of 210 Red Cross volunteers were trained (90 supported by ICRC; 120 by IFRC)

#### Deployment of volunteers 30 per branch to provide first aid, psychological support and referral of injured to health facilities

- Volunteers were identified across the seven Branches, screened, selected, trained on First Aid, psychological support, and Safer Access Framework and ready for deployment
- 210 Red Cross identity cards were produced and distributed to the volunteers. This visibility helped to protect Red Cross staff and volunteers and promoted the work of the Red Cross Red Crescent Movement

### Challenges

The number of days for the training was not enough to thoroughly deal with the details of each of the topics covered with practical exercises.

### Lessons Learned

The operation has given more experience to the GRCS volunteers and staff for working in emergency situations. Indeed, The GRCS has realised and acknowledged the capacity of its volunteers and staff in emergency response and thus for the continuation of the good work of the emergency response teams, there should be more capacity building trainings for all.

## Health and Care

<b>Outcome:</b> The emergency need of the injured population from the election-related events is improved
<b>Output:</b> Fully equipped first aid bags procured
<b>Activities:</b> Procurement of first aid bags (15 bags) and repositioning them at Branch Level
<b>Achievements</b>
The Gambia Red Cross Society distributed First Aid bags, stretchers and bibs to the branches as per the original EPOA. A total of 210 GRCS volunteers were trained on First Aid and psychological support from all the 7 Branches who were put on standby to provide First Aid services to people in need during the election and post-election period. The ICRC provided some First Aid bags to the GRCS and the National Society also purchased some. These materials were prepositioned in each of the 7 branches and the Head Office. GRCS collaborated with the Ministry of Health for the easy referral of casualties to health facilities with readily available ambulances for use in case of emergency.
<b>Challenges</b>
<ul style="list-style-type: none"> <li>○ First Aid materials were not as many as planned.</li> <li>○ There was no stationed vehicle in most of the Branches which could have affected the timely response activities if there was any election-related event.</li> </ul>
<b>Lessons learned</b>
<ul style="list-style-type: none"> <li>○ GRCS volunteers and staff should be well trained on psychological support services in order to effectively respond to the need of the population as the training conducted was a basic one.</li> <li>○ To ensure effective communication in emergency situations, GRCS should have a more reliable Radio Communication system that shall cover a wide distance range.</li> </ul>

## D. THE BUDGET

- The DREF overall allocation was 75,622 Swiss francs out of which 64,249 Swiss francs was spent. A balance of 11,373 Swiss francs will be returned to the DREF funds.
- The variance of 1,356 Swiss francs on the line Clothing & Textiles was an error that occurred while the budget was being prepared
- The variance of 3,580 Swiss francs on the distribution & monitoring line can be explained by the fact that it was budgeted in the Transport & Vehicles Costs line, while the NFI transport had to be in the 592 account
- The costs related to the National Society's staff were overestimated which can explain why they were underspent
- The training costs were underestimated during the budget's preparation, which explain why the training costs were overspent

## Contact information

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## How we work

All IFRC assistance seeks to adhere to the Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations (NGO's) in Disaster Relief and the Humanitarian Charter and Minimum Standards in Disaster Response (Sphere) in delivering assistance to the most vulnerable.

The IFRC's vision is to inspire, encourage, facilitate and promote at all times all forms of humanitarian activities by National Societies, with a view to preventing and alleviating human suffering, and thereby contributing to the maintenance and promotion of human dignity and peace in the world.

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Saving lives, changing minds.



The IFRC's work is guided by Strategy 2020 which puts forward three strategic aims:

1. Save lives, protect livelihoods, and strengthen recovery from disaster and crises.
2. Enable healthy and safe living.
3. Promote social inclusion and a culture of non-violence and peace.

## Disaster Response Financial Report

## MDRGM011 - Gambia - Election Preparedness

Timeframe: 20 nov. 16 to 31 déc. 16

Appeal Launch Date: 20 nov. 16

Final Report

## Selected Parameters

Reporting Timeframe	2016/11-2017/2	Programme	MDRGM011
Budget Timeframe	2016/11-2016/12	Budget	APPROVED
Split by funding source	Y	Project	*
Subsector:	*		

All figures are in Swiss Francs (CHF)

## I. Funding

	Raise humanitarian standards	Grow RC/RC services for vulnerable people	Strengthen RC/RC contribution to development	Heighten influence and support for RC/RC work	Joint working and accountability	TOTAL	Deferred Income
A. Budget		75 622				75 622	
B. Opening Balance							
Income							
Other Income							
DREF Allocations		75 622				75 622	
C4. Other Income		75 622				75 622	
C. Total Income = SUM(C1..C4)		75 622				75 622	
D. Total Funding = B +C		75 622				75 622	

\* Funding source data based on information provided by the donor

## II. Movement of Funds

	Raise humanitarian standards	Grow RC/RC services for vulnerable people	Strengthen RC/RC contribution to development	Heighten influence and support for RC/RC work	Joint working and accountability	TOTAL	Deferred Income
B. Opening Balance							
C. Income		75 622				75 622	
E. Expenditure		-64 249				-64 249	
F. Closing Balance = (B + C + E)		11 373				11 373	



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## III. Expenditure

Account Groups	Budget	Expenditure					TOTAL	Variance
		Raise humanitarian standards	Grow RC/RC services for vulnerable people	Strengthen RC/RC contribution to development	Heighten influence and support for RC/RC work	Joint working and accountability		
	A					B	A - B	
<b>BUDGET (C)</b>			<b>75 622</b>			<b>75 622</b>		
<b>Relief items, Construction, Supplies</b>								
Clothing & Textiles	1 500						1 500	
Medical & First Aid			1 356			1 356	-1 356	
<b>Total Relief items, Construction, Sup</b>	<b>1 500</b>		<b>1 356</b>			<b>1 356</b>	<b>144</b>	
<b>Logistics, Transport &amp; Storage</b>								
Distribution & Monitoring			3 580			3 580	-3 580	
Transport & Vehicles Costs	8 299		3 347			3 347	4 952	
<b>Total Logistics, Transport &amp; Storage</b>	<b>8 299</b>		<b>6 927</b>			<b>6 927</b>	<b>1 372</b>	
<b>Personnel</b>								
National Society Staff	35 720		31 451			31 451	4 269	
Volunteers	5 115		4 976			4 976	139	
<b>Total Personnel</b>	<b>40 835</b>		<b>36 427</b>			<b>36 427</b>	<b>4 407</b>	
<b>Workshops &amp; Training</b>								
Workshops & Training	5 603		8 317			8 317	-2 715	
<b>Total Workshops &amp; Training</b>	<b>5 603</b>		<b>8 317</b>			<b>8 317</b>	<b>-2 715</b>	
<b>General Expenditure</b>								
Travel	8 000		5 539			5 539	2 461	
Information & Public Relations	420		403			403	17	
Office Costs	500						500	
Communications	3 850		431			431	3 419	
Financial Charges	2 000		928			928	1 072	
<b>Total General Expenditure</b>	<b>14 770</b>		<b>7 301</b>			<b>7 301</b>	<b>7 469</b>	
<b>Indirect Costs</b>								
Programme & Services Support Recove	4 615		3 921			3 921	694	
<b>Total Indirect Costs</b>	<b>4 615</b>		<b>3 921</b>			<b>3 921</b>	<b>694</b>	
<b>TOTAL EXPENDITURE (D)</b>	<b>75 622</b>		<b>64 249</b>			<b>64 249</b>	<b>11 373</b>	
<b>VARIANCE (C - D)</b>			<b>11 373</b>			<b>11 373</b>		

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**IV. Breakdown by subsector**

Business Line / Sub-sector	Budget	Opening Balance	Income	Funding	Expenditure	Closing Balance	Deferred Income
<b>BL2 - Grow RC/RC services for vulnerable people</b>							
Disaster management	75 622		75 622	75 622	64 249	11 373	
Subtotal BL2	75 622		75 622	75 622	64 249	11 373	
<b>GRAND TOTAL</b>	<b>75 622</b>		<b>75 622</b>	<b>75 622</b>	<b>64 249</b>	<b>11 373</b>	