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Emergency Plan of Action Final Report

China: Floods

 International Federation
of Red Cross and Red Crescent Societies

DREF operation	Operation n° MDRCN006
Date of Issue: 15 February 2019	Glide number: TC-2018-000110-CHN
Date of disaster: 7 July 2018	
Operation start date: 15 July 2018	Operation end date: 15 November 2018
Host National Society: Red Cross Society of China (RCSC)	Operation budget: CHF 381,563
Number of people affected: 1,381,000	Number of people assisted: 27,800 persons ¹
N° of National Societies involved in the operation: International Federation of Red Cross and Red Crescent Societies (IFRC)	
N° of other partner organizations involved in the operation: National Disaster Reduction Commission, Ministry of Emergency Management of People Republic of China	

A. SITUATION ANALYSIS

Description of the disaster

Heavy and continuous rainfall on 7 July 2018 caused flooding in most parts of Sichuan and the southeast region of Gansu Province. In some areas of North Central Sichuan, there were heavy rainstorms and torrential rains for four consecutive days. These were also compounded by the effects of two weather systems in the area; Typhoon Prapiroon, and Typhoon Maria. According to reports from National Disaster Reduction Commission, as of 13 July 2018, the floods affected 1,381,000 people, where 3 persons died; 222,000 had taken emergency resettlement; 22,000 needed emergency relief in Sichuan prefectures of Deyang, Mianyang, Guangyuan (that includes 15 cities and 70 counties); more than 900 houses collapsed, and 29,000 houses damaged. A total of 36,900 hectares of crops were also affected by the flood. The direct economic loss was estimated to be over 5.3 billion Yuan (approximately CHF 792 million).

Gansu province was hit even harder, according to the Ministry of Emergency Management. A heavy rainstorm occurred in Southeast Gansu from 10 to 11 July 2018. The area of Tianshui, Zhangye, Pingliang (including 10 cities and 46 counties) were flooded, and affected 1,519,000 people where 12 died; 4 missing; and 30,000 were evacuated. More than 2,300 houses collapsed, and 19,000 were damaged to varying degrees. The direct economic loss was estimated 3.6 billion Yuan (approximately CHF 538 million).

On 12 July 2018, the Provincial Disaster Reduction Commission selected four technical persons and two satellite commanding vehicles - carrying unmanned aerial vehicles and 4G communications equipment - to collect unmanned aerial vehicle remote sensing data with the working group. According to this rapid assessment, heavy rainfall had resulted in a large number of seriously damaged houses that have continued to collapse in these two provinces. More rain came over the following week, worsening the flood situation. The RCSC had two pre-trained Emergency Response Teams in the



RCSC ERT conduct a damage assessment in flood affected areas of Gansu Province. (Photo: RCSC)

¹ The proportion is based on 5,000 households and their respective average family sizes: 2,500 households (7,500 persons) in Sichuan, and 2,500 households (10,000 persons) in Gansu.

affected provinces. Those teams were deployed to conduct needs assessment in coordination, provide support to the local authorities and supported gathering of rapid assessment data for development of the Emergency Plan of Action.

The flooding season was rightly anticipated to continue until the end of August 2018 and more rain fall events were registered. The government reinforced its coordination capacities by combining efforts with the National Disaster Reduction Commission and the Ministry of Emergency Management.

Summary of response

Overview of Host National Society

The Red Cross Society of China (RCSC) plays an auxiliary role to the government and is one of the first responders to communities affected by disasters, providing much needed relief supplies and support. RCSC is recognized by the Government of the People's Republic of China as an important institution for addressing a variety of humanitarian needs especially in times of disasters. RCSC, through its headquarters based in Beijing and provincial branches and grassroots branches, is closely coordinating its actions with central and local governments at each corresponding level, ensuring that Red Cross activities are focused in areas where they have greater impact in cooperation with the local governments.

Provincial Emergency Response Teams (ERT) were deployed to the affected areas to assist with assessment and distribution of relief items. Under this operation, 100 tents, 2,500 blankets, 2,500 jackets, 2,500 quilts, and 2,500 family were distributed by the ERTs. All relief items were transported to distribution points to be directly distributed amongst affected populations. Visibility of the IFRC and RCSC was ensured by using banners and stickers at the distribution sites and on the NFI packages.

All procurement process must comply to the Chinese Government Rule which regulates bidding and publicity period. As the operation was initially planned to end by 15 October 2018, the RCSC therefore requested a 30-day extension to complete the procurement process. The extension needed to ensure that all the payment terms were according to the contract and last payment could be done after final handover from supplier to RCSC. The procurement of replenishment stocks of the RCSC in both provinces of Gansu and Sichuan was completed in due time.



Distributions of relief items in affected areas in Sichuan. (Photo: RCSC)

Reallocation of some budget lines to new activities further supported the additional costs of procurement of NFIs as the cost of purchasing was higher than initially anticipated. Some additional activities were proposed by the RCSC and were approved in coordination with IFRC Country Cluster Support Team (CCST) Beijing and IFRC Asia Pacific Regional Office (APRO) which included production of a short documentary video on success story of the RCSC's response that will be used as a marketing tool in promoting their services in China.

From 29 October to 1 November 2018, a field trip was undertaken by a Regional Disaster Response Team (RDRT) member, CCST-Beijing Communications Officer and two videographers from RCSC to provide video, photo and text documentation on the positive effects of the IFRC DREF flood operation. The aim was to raise awareness on preparedness and community-based early action in disaster-prone areas. Social media posts were developed and shared on Chinese social media platforms Weibo and WeChat. Altogether, an estimated 25,197 people/readers were reached through these social media platforms. A selection of the photos was uploaded on the IFRC communications platform shaRED.



A family tent and relief items distributed by the RCSC ERT in the province of Gansu. (Photo: RCSC)

The RDRT member was mobilized for one month to assist in the completion of remaining activities including post distribution monitoring visits, reporting, communications, and lesson learned meeting review.

The details of the distributions locations and items using the DREF is recorded in the following table:

Table 1: Distribution locations and items supported by the DREF

Relief item ²	Quantity	Distribution area	Distribution quantity	No. of people reached
Tent	100	Lingxia Gansu	100	300
Blanket	2,500	Lingxia Gansu	400	7,500
		Dingxi Gansu	300	
		Longnan Gansu	500	
		Qingyang Gansu	300	
		Tianshui Gansu	500	
		Pingliang Gansu	200	
		Gannan Gansu	300	
Jacket	2,500	Lingxia Gansu	400	2,500
		Dingxi Gansu	300	
		Longnan Gansu	500	
		Qingyang Gansu	300	
		Tianshui Gansu	500	
		Pingliang Gansu	200	
		Gannan Gansu	300	
Quilt	2,500	Lingxia Gansu	400	7,500
		Dingxi Gansu	300	
		Longnan Gansu	500	
		Qingyang Gansu	300	
		Tianshui Gansu	500	
		Pingliang Gansu	200	
		Gannan Gansu	300	
Family kit	2,500	Yaan Sichuan	700	10,000
		Yibing Sichuan	800	
		Leshan Sichuan	1,000	
Total				27,800

Overview of Red Cross Red Crescent Movement in country

Through its IFRC CCST office in Beijing, the IFRC supports coordination on disaster response efforts of its secretariat in assisting the National Societies of China, Japan, Republic of Korea and Mongolia. IFRC has been able to support the RCSC in development of the floods Emergency Plan of Action, followed by implementation of activities through technical assistance, programme planning, monitoring and evaluation, communications as well as any required logistical and administrative advice.

IFRC has retained a status agreement with the Government of People's Republic of China since 1999 and its office in Beijing works directly with the RCSC in various capacity building programmes. IFRC has long-term cooperation programme with the RCSC in the areas of technical assistance and development in organizational and youth development, health and disaster risk management. IFRC is well coordinated with the Regional Delegation of International Committee of the Red Cross (ICRC) in Beijing through regular contacts and cooperation exchanges. The IFRC disaster management colleagues in Beijing and APRO are working together with their counterparts in IFRC and RCSC and maintain close communication and coordination at technical and strategic levels. IFRC liaises regularly with RCSC and supports the National Society in operational coordination.

Overview of non-RCRC actors in country

The National Disaster Reduction Commission and the Ministry of Emergency Management combined their efforts and sent a working group to help in disaster areas to guide the disaster relief works. Disaster management authorities in each affected province deployed their emergency response teams to help affected families in evacuating from flooded areas. On 13 July 2018, the Ministry of Emergency Management allocated 8,000 tents, 8,000 folding beds, and 50,000 quilts taken from the Central Disaster Relief Warehouse in Chengdu and Lanzhou, in identified areas affected heavily by rain and floods in Sichuan and Gansu Province. Emergency relocations and assistance were provided to ensure the basic well-being of the affected people in the aftermath of the flood events.

Coordination and exchange of information was also made amongst UN Disaster Management Team, and the DREF operation was reported in the monthly reports of the UNDP. UNICEF also supported the floods in Gansu and Sichuan and provided assistance and relief supplies for affected schools, as well as provided medicines and medical supplies and equipment.

² No of people reached: One family is 3 people in Gansu, whereas one family is 4 people in Sichuan. 1 tent for 3 people; 1 blanket for 3 people; 1 jacket for 1 person; 1 quilt for 3 person; 1 family kits for 4 people

Needs analysis and scenario planning

Needs analysis

According to needs assessment and local disaster authorities reports, the emergency needs were non-food relief items, including tents, blankets, jackets and family kits. Based on the information received from the assessment teams of the RCSC, the flood water had receded in the areas where the RCSC has been active. The distribution of all planned shelter and relief items have been completed. RCSC provincial teams have been monitoring the situation of flood affected areas and there were not any reports of the disease outbreak due to water and sanitation or hygiene conditions.

Risk Analysis

Travelling in China were coordinated with the RCSC in advance and the operational teams including movement of the RDRT member and IFRC communications officer were conducted in close coordination with the RCSC headquarters and respective branches in Gansu and Sichuan. RCSC worked closely with local authorities and the local emergency management agency to ensure accessibility of the IFRC team to the affected areas.

B. OPERATIONAL STRATEGY

Proposed strategy

This operation aimed to meet the basic and urgent needs of the affected communities in Sichuan and Gansu provinces of China. According to ERT's assessment, the heavy rain had caused the affected people to be evacuated to safe locations and therefore the household items were the most needed reliefs during and after the disasters. RCSC and two RC branches allocated prepositioned relief items to the communities and procured blankets and jackets immediately in order to meet the urgent needs in disaster area on time. Families that were most affected by the floods and landslides and displaced from their homes were prioritized and assisted by the RCSC response operations. Two provincial ERT teams consisting of total 30 volunteers were mobilized to affected areas and the RCSC provincial and HQ staff were diligently involved in operational management and coordination of the relief teams and activities.

C. DETAILED OPERATIONAL PLAN



Shelter

People reached: 27,800

Male: 14,178

Female: 13,622

Indicators:	Target	Actual
# of people reached with safe and adequate shelter and settlement	17,500	27,800
# households provided with emergency shelter and settlement assistance	500	300

Narrative description of achievements

The consultation and assessment of affected families completed as well as all planned relief item distributions.

Gansu RC branches deployed ERTs to help set up tents for short-term settlement, which met the needs of 450 persons. The number of beneficiaries was reduced to 450 after consultation and further assessment with the local disaster management office, with the other 50 to be provided by the government.

Members of Gansu ERTs were involved in the distribution of emergency shelter based on needs assessment and in coordination with local disaster management office.

A total of 2,500 family kits were distributed to 10,000 people in the province of Sichuan and 2,500 blankets, jackets, and quilts were distributed to 17,500 people in the province of Gansu. In addition, 300 people received emergency shelter assistance.

Based on the field visit conducted in early November 2018, most of the distributed tents were still being used by the affected communities, while waiting for the reconstruction of their new houses to be completed in preparation for upcoming winter.

The government provided subsidy for families ranging from CNY 20,000 – 50,000 CNY depending on the level of sustained damages to houses in line with the assessment by the government.

Challenges

Procurement process for replenishment of the stock took longer than planned. As a result, extension of the operation was needed to make sure the replenishment could be completed on time in compliance with the government regulations and within the DREF time frame.

Lessons Learned

Updating the prices of items on the emergency catalogue and good understanding of government procurement process would be good for future planning and budgeting on disaster response. A lesson learned report has been produced and the following recommendations highlighted:

- Comprehensive assessment should take place in the early phase of response to provide good understanding of the situation and make planning for the operation more effective.
- Stock replenishment process must be completed as early as possible to ensure continuity of preparedness and readiness of prepositioned stock.
- Assessment results were shared and discussed with the RCSC and government authorities for sharing coordinated capacities during response.
- Capacity building for community volunteers involved in this operation would be an asset for the future responses.



Water, sanitation and hygiene

People reached: 2,500

Male: 1,275

Female: 1,225

Indicators:

	Target	Actual
# of people reached in targeted communities have reduced their immediate risks of waterborne and water related disease	1,000	2,500
Continuous assessment conducted	Yes	Yes

Narrative description of achievements

Continuous WASH assessment was carried out by Gansu and Sichuan RC Branches during the distribution of the relief items. The findings of these assessments informed that government has already started the rehabilitation of the damaged WASH facilities in the affected communities.

During distribution period, ERT teams from Gansu and Sichuan were divided into two groups. One group was responsible for conducting field assessment of WASH facilities while the other group was deployed at the distribution points.

As part of further coordination with the local disaster reduction office, the government will cover rehabilitation of WASH sector and some of the work of rehabilitation of the facilities has already started.

Challenges

In the early phase of response, both Gansu and Sichuan Branches were focused on relief efforts and NFIs distribution planning. Coordination for RCSC WASH assessment had to take place while government was also conducting WASH assessment during the same period. RCSC later carried out its own WASH assessment to assist with verification, validation and to provide feedback on the government's assessment.

Lessons Learned

Future WASH interventions will be coordinated and conducted in the early phase of response in order to provide comprehensive understanding of the Water, Sanitation and Hygiene conditions of the affected populations and plan for coverage of the needs of affected communities.

Strengthen National Society

Indicators:	Target	Actual
<i># of volunteers trained, informed and equipped for operations</i>	60	45
<i># of volunteers and branch response team members involved in the operation, and awareness from community of RC presence</i>	60	45

Narrative description of achievements

ERTs members from Gansu and Sichuan were highly engaged and motivated for conducting the DREF operations and they were involved from the beginning of the assessment until the distribution of relief items while continuously monitored the operational progress and shared information and feedback to the RCSC branches.

From each ERT team, 30 volunteers were deployed in Gansu and 15 volunteers in Sichuan province as response to the disaster, with some of them involved since the disaster struck. They were highly appreciated by the communities for providing good and effective assistance.

The local government also commended RCSC support through the DREF, covering financial support for ERT deployment in this operation.

Challenges

Limited trained volunteers WASH expertise made early response more focused on relief assessment and distribution of NFIs.

Lessons Learned

As leading organization in disaster response, developing more capacity of emergency WASH in disaster-prone provinces as part preparedness would be an asset for future operations.

International Disaster Response

Indicators:	Target	Actual
<i>Operation shows evidence where coordination mechanisms are optimized</i>	Yes	Yes
<i># of RDRT member deployed on time to assist with NS in relief management</i>	1	1
<i>Relief goods are delivered in timely matter and meets standard.</i>	Yes	Yes

Narrative description of achievements

The operation demonstrated that RCSC is ready to respond to any disaster in the country by mobilising its ERT members immediately to the field and to work together with the local disaster office while conducting assessment, validatee beneficiary lists and deliver relief items to distribution sites in affected communities.

One RDRT member from Indonesia (a former PMI staff) was deployed from 8 October 2018 for one month. The RDRT member supported the coordination and management of the operation in collaboration with the CCST Disaster Risk Management Manager and closely with the RCSC colleagues to ensure the operation guided according to EPoA and maintained quality of planned activities.

All relief items were transported and delivered to distribution points according to the plan, while the replenishment process was completed within an extended timeframe.

Challenges

Visa process for RDRT deployment took longer than anticipated, and during the month of September, there were many public holidays in China. To ensure coordinated support of the RDRT member is delivered to the RCSC's ongoing operations, it was decided that early October 2018 was the best time for deployment to China.

The cost of the relief items for replenishment of the NFI's kits and transportation cost was higher than initially anticipated by DREF budget.

Request for revised plan on the action and budget reallocation was submitted and approved by Geneva to meet the condition which includes extension of 1-month operation to address this issue.

Lessons Learned

The timing for deployment of the RDRT member shall be coordinated in a timely fashion to ensure availability and effective support to any future operations in China.

Influence others as leading strategic partner

Indicators:	Target	Actual
<i>IFRC and NS are visible, trusted and seen to be effective in the disaster response</i>	Yes	Yes
<i>NS is visible during the operation and have clearer means of communications.</i>	Yes	Yes
<i># of monitoring activity/visits done by NS and IFRC</i>	2	1

Narrative description of achievements

RCSC is well accepted organisation for disaster response in the country and with support from the DREF operations, it has been highly visible through the work of its ERT members in the emergency field.

During the distribution activities, RCSC sets up banners and stickers with RCSC and IFRC logos to ensure the visibility of the DREF operations.

The DREF also included support to communication activities of the IFRC and RCSC, aiming at producing short video documentary of the operation for effectively communicating the work of the RCSC and IFRC as trusted and visible partners in disaster response in China while pursuing strategic technical and operational cooperation.

Challenges

Limited time was allocated to conduct field visit to Sichuan province for post disaster monitoring and video documentation. This somehow restricted the amount of information and data collected.

Lessons Learned

More comprehensive lesson learned meeting by inviting relevant stakeholders and other humanitarian agencies would provide a good platform for visibility of RCSC work related to disaster response supported by DREF.

D. THE BUDGET

Note on expenditures and budget:

CHF 381,563 was allocated to respond to the flood affected communities in Sichuan and Gansu provinces. The operation utilized CHF 374,007 (98 per cent of the allocation). The balance of CHF 7,556 will be returned to the DREF pool. Click [here](#) to view the financial report at the end of this report.

All activities from the EPOA were completed as required for the DREF operation. There were a number of budget lines that were underspent, however this was due to savings gained in cooperation with the RCSC.

Procurement of tents and relief Kits cost more than budgeted however an approval for this expenditure had been granted by Geneva in advance.

The following are the details of the variances in the budget lines:

No.	Activity	Analysis on variance
1	Review and lessons learned workshop (venue hire and expenses - CHF 5,000 budgeted vs '0' expenditure (no cost incurred)).	Not required as no venues were required to be hired for lessons learned meeting. Venues were provided free of charge by RCSC branch.
2	Detailed Assessment - CHF 7,000 budgeted vs CHF 5,000 expenditure (underspend).	Savings in cost of deployment were gained, only CHF 5,000 out of CHF 7,000 allocated was spent.
3	Emergency shelter training - CHF 3,000 budgeted vs '0' expenditure (no cost incurred).	Not required. RCSC conducted briefings with volunteers prior to distribution of shelter items. But a complete refresher training was not conducted. Therefore, no cost was incurred.
4	Procurement of tents – CHF 22,700 budgeted vs CHF 32,298 expenditure (overspent).	The cost of purchasing tents was more than budgeted (CHF 22,700 budgeted) and RCSC sought an approval prior reallocating budget to cover the additional costs.
5	Procurement of Relief Kits – CHF 112,500 budgeted vs CHF 130,548 expenditure (overspent).	The cost of purchasing relief kits was more than budgeted (CHF 112,500 budgeted) and RCSC sought an approval prior reallocating budget to cover the additional costs.
6	Volunteer Allowance for ERT – CHF 31,500 budgeted vs CHF 20,017 expenditure (underspend).	The length of ERT deployment was adjusted to operational needs and therefore out of budgeted amount of CHF 31,500 only CHF 20,017 was required.
7	Volunteer Insurance – CHF 675 budgeted vs '0' expenditure (no cost incurred).	All ERT members of RCSC were already covered by RCSC's insurance and therefore this budget line was not spent.
8	Logistics and Transportation – CHF 5,000 budgeted vs 2,234 expenditure (underspend).	Savings gained in cost of logistics and transportation of relief material and only CHF 2,234 was spent

Reference documents



Click here for:

- [Previous Appeals and updates](#)
- [Emergency Plan of Action \(EPoA\)](#)

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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 (NGOs) in Disaster Relief and the [Humanitarian Charter and Minimum Standards in Humanitarian Response \(Sphere\)](#) in delivering assistance to the most vulnerable. The IFRC's vision is to inspire, **encourage, facilitate and promote at all times all forms of humanitarian activities** by National Societies, with a view to **preventing and alleviating human suffering**, and thereby contributing to the maintenance and promotion of human dignity and peace in the world.

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



Save lives,
protect livelihoods,
and strengthen recovery
from disaster and crises.



Enable **healthy**
and **safe** living.



Promote social inclusion
and a culture of
non-violence and **peace**.

DREF Operation

FINAL FINANCIAL REPORT

Selected Parameters			
Reporting Timeframe	2018/07-2019/01	Operation	MDRCN006
Budget Timeframe	2018/07-2018/11	Budget	APPROVED

Prepared on 05/Mar/2019

All figures are in Swiss Francs (CHF)

MDRCN006 - China - Floods

Operating Timeframe: 15 Jul 2018 to 15 Nov 2018

I. Summary

Opening Balance	0
Funds & Other Income	381,563
DREF Allocations	381,563
Expenditure	-374,007
Closing Balance	7,556

II. Expenditure by area of focus / strategies for implementation

Description	Budget	Expenditure	Variance
AOF1 - Disaster risk reduction			0
AOF2 - Shelter			0
AOF3 - Livelihoods and basic needs	303,738	365,694	-61,956
AOF4 - Health			0
AOF5 - Water, sanitation and hygiene	7,455		7,455
AOF6 - Inclusion, gender and protection			0
AOF7 - Migration			0
Area of focus Total	311,193	365,694	-54,501
SF11 - Strengthen National Society capacities	42,786		42,786
SF12 - Ensure effective international disaster management	12,780	6,281	6,500
SF13 - Influence others as leading strategic partners	14,804	2,032	12,771
SF14 - Ensure a strong IFRC			0
Strategy for implementation Total	70,370	8,313	62,057
Grand Total	381,563	374,007	7,556

DREF Operation

FINAL FINANCIAL REPORT

Selected Parameters			
Reporting Timeframe	2018/07-2019/01	Operation	MDRCN006
Budget Timeframe	2018/07-2018/11	Budget	APPROVED

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All figures are in Swiss Francs (CHF)

MDRCN006 - China - Floods

Operating Timeframe: 15 Jul 2018 to 15 Nov 2018

III. Expenditure by budget category & group

Description	Budget	Expenditure	Variance
Relief items, Construction, Supplies	285,200		285,200
Shelter - Relief	285,200		285,200
Logistics, Transport & Storage	9,500		9,500
Distribution & Monitoring	9,500		9,500
Personnel	32,175	110	32,065
International Staff		59	-59
National Staff		51	-51
Volunteers	32,175		32,175
Workshops & Training	8,000	497	7,503
Workshops & Training	8,000	497	7,503
General Expenditure	23,400	7,199	16,201
Travel	20,000	7,121	12,879
Information & Public Relations	2,000		2,000
Communications	1,400	25	1,375
Financial Charges		53	-53
Contributions & Transfers		343,375	-343,375
Cash Transfers National Societies		343,375	-343,375
Indirect Costs	23,288	22,827	461
Programme & Services Support Recover	23,288	22,827	461
Grand Total	381,563	374,007	7,556