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Emergency Plan of Action (EPoA) Haiti: Civil Unrest

 International Federation
of Red Cross and Red Crescent Societies

DREF n° MDRHT017	
DREF Date of issue: 18 October 2019	Expected timeframe: 3 months Expected end date: 18 January 2020
Category allocated to the of the disaster or crisis: Orange	
DREF allocated: 112,186 Swiss francs (CHF)	
Total number of people affected: No official numbers available	Number of people to be assisted: 1,500
Host National Society presence (n° of volunteers, staff, branches): The Haitian Red Cross (HRC) counts with 7,500 volunteers, 1 headquarter and 130 branches.	
Red Cross Red Crescent Movement partners actively involved in the operation: The International Federation of Red Cross and Red Crescent Societies (IFRC), the International Committee of the Red Cross (ICRC), Partner National Societies (PNS): The American Red Cross, The Canadian Red Cross, The Dutch Red Cross, The French Red Cross, The German Red Cross, The Spanish Red Cross and the Swiss Red Cross.	
Other partner organizations actively involved in the operation: OCHA, UN Agencies (WFP, FAO, UNICEF, UNDP, UNDSS), The Ministry of Public Health (MSPP); Direction Nationale de l'Eau Potable et de l'Assainissement (DINEPA).	

[<Click here for the DREF Budget and here for the contact information >](#)

A. Situation analysis

Description of the disaster

Haiti has continuously faced social unrest since July 2018 with mobilization of demonstrations against the increased cost of petrol products, the high cost of living and corruption allegations. The events of February 2019, known as Operation "Pays Lock", resulted in a complete paralysis of the country's economy for 15 days.

Since 16 September 2019, almost daily protests have taken place in Port-au-Prince and surrounding provinces. Fuel shortages have sparked riots and have led to interrupted water supplies, while people have struggled to find fuel for their generators, stoves, and vehicles. Blockages have affected water supply and access to medical services and supplies.

Haitians titled the demonstration on Friday, October 4th "Mobilizasyon san Limit," or "Unlimited Mobilization". Since then, many humanitarian organizations have had to postpone their operations, including World Food Program (WFP),



Photo: Haitian Red Cross provides assistance to affected population during protests. Source: HRC, 2019.

due to security concerns and lack of fuel. Since this date, protest and blockage have been nearly continuous, with just a few calm days in between. At least 17 people have died and nearly 189 have been injured in the recent protests¹.

Different groups call for continued protest and a national mobilization for 17 October 2019 during the Dessaline Day and beyond.

The current round of protests has led to a close to complete paralysis of the economy of the country for the past four weeks, making it the longest since the beginning of the events in July 2018.

The security situation in the country has continued to deteriorate during September and early October, provoking the closing of hospitals, schools, humanitarian organizations, government institutions, embassies and businesses. Insecurity during the day has continued to increase, with groups ransoming people in the barricades.

Summary of the current response

Overview of Host National Society.

The Haitian Red Cross requested Disaster Relief Emergency Funds to respond to the humanitarian consequences of this prolonged crisis. A 320,000 Swiss francs operation was implemented between February and July 2019 ([MDRHT016](#)) in order to provide first-aid and pre-hospital care; as well as to support the National Society with coordination to provide assistance to the Haitian population during civil unrest events.

The Haitian Red Cross maintained constant mobilization throughout the events, designing and implementing contingency plans to best monitor and respond. The Crisis Management Cell set-up during the last DREF Operations remained active and frequently shares information with Movement partners to support decision-making.

The crisis cell has produced a plan of action (master Response Plan) to respond to the crisis; defining the strategy for Haitian Red Cross in the response to the situation and management of the operations.

The Crisis Management Cell is also tasked with coordinating and overseeing the ongoing activities in all of the branches of the Haitian Red Cross.

All actions carried out build on capacities developed and lessons-learned from the implementation of the DREF Operation MDRHT016:

- Constant review and update of contingency plans
- Mobilization of trained resources and equipment
- Implementation of the enhanced strategy for first aid and pre-hospital care during the events
- Implementation of operational security Standard Operational Procedures
- Enhanced reporting and information management to support decision-making

The Red Cross Ambulance service has been activated since 16 September in order to provide first aid and transport to the people injured during the events within the Port-au-Prince metropolitan area.

The Haitian Red Cross reports having completed 114 interventions between 16 September and 14 October.

First aid and pre-hospital care are carried out by volunteers of the Haitian Red Cross; 15 volunteers are being deployed during each protest in Port-au-Prince.

Overview of Red Cross Red Crescent Movement in country

The International Federation of Red Cross and Red Crescent Societies (IFRC), through its Country Cluster Support Team (CCST) and America's Regional Office (ARO) has constantly supported the Haitian Red Cross with the monitoring of the situation and has deployed a Disaster Management Coordinator in order to support the National Society.

Additionally, the IFRC has maintained constant coordination with all the Movement partners present in Haiti both in terms of operational and security coordination.

- On 13 February 2019 the IFRC raised the security phase to Orange in Haiti.
- [Information bulletin no. 2](#) published on 11 October 2019.
- A Disaster Management Coordinator is permanently based in Haiti

¹ [Alter Presse. Haïti-Crise : 17 morts et 189 blessés en deux semaines. 4 October. 2019](#)

The International Committee of Red Cross (ICRC) maintains a presence in Haiti through a former ICRC resident staff member embedded within the Haitian Red Cross. The ICRC is currently supporting the National Society in activities that improve the NS access, acceptance and security of its operations (Safer Access Framework) and in ensuring that HRC is able to provide first-aid and pre-hospital care to the people affected by the current violence and enhancing the visibility of actions. The ICRC is an active member of the coordination mechanism established to address the situation, by supporting the elaboration of a radio campaign that aims to encourage the respect of the emblem and to promote the work of the Red Cross Movement.

Partner National Societies (American Red Cross, Canadian Red Cross, French Red Cross, German Red Cross, The Netherlands Red Cross, Spanish Red Cross and Swiss Red Cross) have supported the National Society by coordinating with branches and resource mobilization to fund the master Response Plan. They also have made staff available for technical support. All PNS's participate in frequent Movement security and coordination meetings.

The International Red Cross Red Crescent Movement has also implemented security contingency measures to protect staff and assets. None of the PNS acting in Haiti operate under a security integration agreement with the IFRC. Consequently, security is self-managed.

Overview of non-RCRC actors in country

The Ministry of Public Health maintains their active ambulance service (CAN) in order to provide first aid and pre-hospital care during the events. The Haitian Red Cross maintains constant coordination with the Ministry of Public Health in order to monitor the situation and prioritize support actions.

OCHA has organized frequent coordination meetings and compiled situation reports in order to provide information to all humanitarian actors in Haiti. Several UN agencies and NGO's share and compile information to facilitate the reporting process.

The Haitian Red Cross is part of the inter-sectorial coordination meeting held by OCHA and reports on ongoing activities. Partner National Societies also contribute to the inter-agency coordination with sharing information on their programs and areas of intervention.

The Haitian Red Cross additionally coordinates directly with UNICEF as they manage their humanitarian stocks in the South; with the support of Dutch Red Cross.

Needs analysis, targeting, scenario planning and risk assessment

Needs analysis

The widespread protests in the metropolitan area have seen an increased number of injuries during the events which have happened almost daily since 16 September 2019. The Haitian Red Cross has reported a significant increase of calls to its ambulance service to attend injured people during the protests and/or transport people through the barricades.

The humanitarian situation of the country has also severely been affected by civil unrest:

Blockages and barricades have negatively impacted the **socio-economic** situation of the most vulnerable groups in the country:

- Increase in the prices of basic food products
- Drastic decrease of daily incomes
- Public clerks not receiving their pay
- Paralysis of government services

The Haitian institute for Statistics and Computing (*Institut Haïtien de statistique et d'informatique; IHSI*) reported in August 2019,² that the Consumer Price index showed a monthly increase of 1.6%; and a yearly increase of 19.5%. The variation is due to an increase of all price indices monitored.

The current crisis has further deteriorated the precarious humanitarian situation of more than half of the country's population of 11 million living on less than 2.41 American dollars a day.³

² [Institut Haïtien de Statistique et d'Informatique. Indice des prix à la consommation \(IPC\) August 2019.](#)

³ [OCHA. Haiti Situation Report.1 October 2019. Relief web.](#)

Haiti's water and sanitation agency, DINEPA, reported that roadblocks are preventing its diesel fuel supplier from reaching water stations to power pumps. Sourcing of drinkable water has become challenging in several parts of the country due to fuel shortage and barricades limiting production and distribution of bottle and sachet water.

Health of people in Haiti is severely affected by the lack of accessibility to health services and the increased number of hospitals that are not functional: staff have been unable to go to their workplace, and there is a lack of basic services such as water, electricity and fuel for generators.

Shortage of blood products have been reported throughout the country as transfusion centers have been closed during the events; or seen reduced donation. Some hospitals have closed due to insecurity or a lack of fuel and/or medicine.

There is an increasing need to implement psychosocial support activities for people who are also experiencing stress due the multiplication of protests and violent events. This includes the response teams who are mobilized.

The **Education** sector is also heavily affected, but on the scale of basic needs, access to water, food, health care and security are even higher priorities. According to OCHA, nearly 2 million children are unable to attend school due to closures as a result of the unrest.⁴

Targeting

Haitian Red Cross will provide first-aid and pre-hospital care to the people injured during the protests in the Metropolitan area. The services will be provided during events in Port-au-Prince; with first aid stands to be deployed in the strategic areas of Downtown, Delmas and Petion-Ville. First-aiders will also provide psychosocial assistance at these points.

The Ambulance service will provide assistance to locations based on calls and will be prepositioned close to the protests. The National Society will support the response strategy through the constant mobilization of its Crisis Management Cell.

This operation prioritizes intervention in the Port-au-Prince metropolitan area; which has seen numerous events in the past weeks and months.

Scenario planning

The situation in Haiti remains highly unpredictable as the current round of protests is heading into its fifth week of continuous mobilization. The overall humanitarian situation in the country is negatively impacted by the events and could worsen in the case of prolonged civil unrest. The most plausible scenario would involve continuous civil unrest in the country with alternating phases of calm and protests/violence; leading to an increasingly complex decision making process for humanitarian actors and the need to constantly monitoring.

Continuous civil unrest in Haiti would imply greater humanitarian needs which will need to be attended in order to support the most vulnerable population and mitigate the negative effects of the crisis. A multi-sectorial humanitarian response strategy would need to be designed in order to scale up the response currently offered to the population. The DREF plan of action provides tools to best assess the situation and could be reviewed, extended in time and resources in order to best respond to these events and offer increased humanitarian assistance.

The worst-case scenario implies extreme violence, rioting and looting in the country. Such a situation would completely prevent any humanitarian work in Haiti and most international staff would be relocated or evacuated.

Events are constantly monitored in order to best anticipate the response strategy and support the decision-making process.

Operation Risk Assessment

Access: Barricades and roadblocks prevent daily coordination of teams in the headquarters and operations in the field.

Violence/Security: Extreme violent events require the implementation of tighter security measures requiring *hibernation* of key personnel for the operation, an increase in the security posture and implementation of security risk, vulnerability and threat assessment, and high intensity situational training and implementation to assist the Haitian Red Cross and its personnel. These events can also expose the personnel of the Haitian Red Cross and the Movement to violence during the implementation of the activities; which would result in a need to review the operational strategy in order to mitigate all security related risks.

IFRC and the Movement's international staff would also be forced to relocate should the situation become uncontrollable.

⁴ [OCHA. Haiti Situation Report.1 October 2019. Relief web.](#)

Unpredictability: As listed in the scenarios above, the situation remains highly unpredictable. Protests and violence could calm for a few weeks/months before flaring up again. This context requires an increased agility in the decision-making process and management of the operation in order to tailor the appropriate response.

Disasters: The 2019 hurricane season will end on 1 December 2019 and cyclonic events are possible in Haiti. The country is also prone to flash floods, earthquakes and epidemics. The occurrence of any of these events would require additional mobilization from the Haitian Red Cross in order to respond to the humanitarian needs.

B. Operational strategy

Overall Operational objective:

The overall objective of the operation is to provide first-aid, pre-hospital care and psychosocial support to the Haitian population during the civil unrest events; encourage a strengthened acceptance of the Red Cross by all parties as a neutral and impartial actor with the aim of guaranteeing continuity and security of humanitarian work conducted by all Movement entities in the country.

Constant mobilization of the Haitian Red Cross to coordinate, plan and report will be supported.

Proposed strategy:

The DREF Operation contributes to the Haitian Red Cross master Response Plan for the civil unrest situation which has been designed and shared to support the implementation of a common strategy for all actors of the RC/RC Movement. The activities proposed for the DREF Operation aim to support the coordination structure of the National Society and the continuity of first-aid and pre-hospital care services in the Port-au-Prince metropolitan area.

The Haitian Red Cross will maintain its Ambulance Service activated in the Port-au-Prince metropolitan area for the next 3 months in order to provide continued pre-hospital care and transport; mobilizing a fleet of 4 vehicles. A constant number of 15 volunteers will be operating with the ambulances.

Each ambulance will operate in optimal conditions and with adequate visibility to support the acceptance, access and protection of the team. Each ambulance will operate with enough first aid and pre-hospital care equipment to provide a high quality, neutral and impartial service to the people. Three dedicated drivers will be hired for 3 months.

The Haitian Red Cross will scale-up first-aid offered during each event by setting up three fixed first-aid posts in strategic areas of Downtown, Delmas and Pétion-Ville. Each of the posts will be staffed by 5 trained volunteers to attend the needs in the area.

30 volunteers will be refreshed and/or trained to first aid for this purpose. First-aid kits and small tents will be procured by the National Society to be able to implement the strategy.

Volunteers engaged in ambulances and first aid will be trained in psychosocial support in order to provide mental health assistance to provide support or refer the people they attend during their actions. A private contractor is to provide psychosocial support sessions to the responders engaged in the response.

100 volunteers will be provided with insurance; both IFRC's and DASH (local insurance covering hospital costs). All volunteers will be provided with the required visibility and protection equipment in order to carry out their activities. Volunteers will receive the equivalent of USD 8/day to cover for food and transport during their mobilization. The Haitian Red Cross intends to provide food and transport for volunteers as much as is allowed by the conditions.

Coordination structures of the Haitian Red Cross (Crisis Management Cell) will be supported in order to ensure continuity of action in terms of communications and financial support. An international surge capacity will be deployed with the aim of providing constant support to the National Society to implement and update a response strategy and contingency plans.

The Haitian Red Cross will be supported by IFRC and RC/RC Movement in order to design and anticipate the scale-up of the operation in order to respond to the humanitarian needs in the country. The context will be further assessed and analyzed in order to support this response strategy; using data analysis tools such as DEEP (Data Entry and Exploration Platform). This work will contribute to the overall strategy of the National Society and rationale for intervention.

NS Security networks, plans, strategy, security risk analysis, security in high intensity contexts and critical incident management trainings will be developed.

In addition, a resource mobilization strategy will be designed in order to favor implementation of the National Society master Response Plan and scaled-up operations.

A lessons-learned workshop will be organized at the end of the implementation period with all Movement stakeholders in order to develop contingency plans, capture good practice and define areas for improvement.

Operational Support Services

Human Resources

The Haitian Red Cross counts on parts of its 7,500 country-wide volunteers in order to implement the activities at local level.

The Operation will be supervised by the National Society's management and the Crisis Management Cell as part of the master Response Plan for civil unrest response.

The following staff will be hired to support the implementation of the operations:

- 1 Assistant Logistician
- 1 Security FP
- 1 Finance Officer
- 3 Drivers for the ambulance services

The IFRC Secretariat personnel will also be deployed to support the implementation of the operation:

- 1 International Surge personnel/RIT with Operations coordination/Management Capacities

The RC/RC movement will also provide technical support to implement the psychosocial support training and support the designing of the strategy to scale-up the operations.

Logistics and Supply chain

Logistics activities aim to manage effectively the supply chain, including mobilization, procurement, customs clearance, fleet, storage and transport to distribution sites in accordance with the operation's requirements and aligned to the IFRC's logistics standards, processes and procedures.

All procurement related to this operation will follow the IFRC's standards procurement procedures and standards set by the Movement. Purchases will be made in-country as much as possible, with the support of a procurement officer from the IFRC's Regional Logistics Unit (RLU) Panama.

The Haitian Red Cross will mobilize its fleet of vehicles in order to implement activities of this plan of actions.

Security

The Haitian Red Cross will implement the security plan as updated by the teams during the previous DREF Operation to manage this situation. All actions by the HRC will follow previously analyzed security measures, and all personnel and equipment will be adequately identified, visible, and insured.

The volunteers working in the field will be identified appropriately, briefed, equipped, and trained. HRC, IFRC, ICRC, and PNSs will maintain constant coordination to monitor, share information, and provide common recommendations as to security measures implemented by Movement partners in the country.

The IFRC will continue to operate according to its security framework, and the current security phase declared for the country.

A Security Risk Analysis, Security Network, and Critical Incident Management Workshops for volunteers and staff are planned within the framework of the DREF Operation in Haiti. The workshops will provide knowledge and skills necessary for the security analysis of the specific Haitian context, as well as learning on what to do in the event of a Critical Incident. A simulation will be carried out to ensure the learning objectives and greater preparedness.

Planning, monitoring, evaluation and reporting

The Haitian Red Cross is responsible for monitoring the implementation of the emergency plan of action and providing daily reports on the HRC's actions.

Additionally, the IFRC continental operations coordinator for the Americas, disaster management coordinator for Cuba, The Dominican Republic and Haiti, CCST PMER senior officer and Americas Regional Office's (ARO) PMER unit will support the monitoring of the EPoA's activities.

Administration and Finance

The implementation of this Emergency Plan of Action is jointly shared by the IFRC and the HRC, under the National Society's guidance and respecting its decisions. With technical support from the finance departments in the CCST and in ARO—and in coordination with the PMER unit.

Lastly, the IFRC disaster management coordinator for Cuba, The Dominican Republic and Haiti will provide technical support, guidance and monitoring to the operation, with support from the IFRC's CCST for Cuba, The Dominican Republic and Haiti and ARO.

AP022	Procurement of first aid material																		
AP022	Replenishment of first aid material																		
P&B Output Code	Health Output 1.5: Psychosocial support provided to the target population	<p><i># of people provided with psychosocial support</i> Target: 500 people</p> <p><i># of volunteers provided with psychosocial support</i> Target: 50 people</p> <p><i># of volunteers trained to Psychosocial support</i> Target: 45 people</p>																	
	Activities planned Week / Month	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16		
AP023	Psychosocial training for volunteers																		
AP023	Psychosocial support is provided to the population																		
AP023	Psychosocial support is provided to volunteers																		

Strategies for Implementation

Requirements (CHF) 63,319

P&B Output Code	S1.1: National Society capacity building and organizational development objectives are facilitated to ensure that National Societies have the necessary legal, ethical and financial foundations, systems and structures, competences and capacities to plan and perform	<p><i># of response strategy for civil unrest developed (master Response Plan)</i> Target: 1 plan</p>																
	Output S1.1.4: National Societies have effective and motivated volunteers who are protected	<p><i># of volunteers insured with IFRC</i> Target: 100 people</p> <p><i># of volunteers insured with DASH</i> Target: 100 people</p> <p><i># of visibility and protection kits procured</i> Target: 100 kits</p> <p><i># of Security Plans developed</i> Target: 1 Security Plan</p> <p><i># of Security Risk Assessment & Critical Incident Management Trainings for volunteers</i> Target: 3 trainings</p>																
	Activities planned Week / Month	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	

AP040	Volunteers are insured with IFRC insurance																	
AP040	Volunteers are insured with DASH insurance																	
AP040	Procurement of visibility and protection for volunteers																	
AP040	Volunteers are mobilized to implement the response activities																	
AP040	Security assessment to update the Security and Plan Strategy																	
AP040	Security Risk Assessment & Critical Incident Management Training for volunteers																	
P&B Output Code	Output S1.1.6: National Societies have the necessary corporate infrastructure and systems in place																	
	Activities planned Week / Month	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	
AP042	The National Society efficiently supervises and implement																	
AP042	Human Resources dedicated to the operations are hired																	
AP042	Ambulance drivers are hired																	
P&B Output Code	Outcome S2.1: Effective and coordinated international disaster response is ensured									# of response strategy for civil unrest developed (master Response Plan) Target: 1 plan								
	Output S2.1.1: Effective response preparedness and NS surge capacity mechanism is maintained									# of Surge deployed Target: 1 person								
										# of monitoring visits Target: 2 visits								
	Activities planned Week / Month	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	
AP046	Haitian Red Cross is constantly supported by the IFRC secretariat																	
AP046	Surge personnel RIT is deployed																	
AP046	Monitoring visits																	
AP046	Lessons learned workshop																	
AP046	Communication Plan for the NS																	
P&B Output Code	Outcome S3.1: The IFRC secretariat, together with National Societies uses their unique position to influence decisions at local, national and international levels that affect the most vulnerable.									# of scale-up strategy designed Target: 1 strategy								

P&B Output Code	Output S3.1.1: IFRC produces high-quality research and evaluation that informs advocacy, resource mobilization and programming.	<p><i># of context/scenario study</i> Target: 1 study</p> <p><i># of resource mobilization strategy</i> Target: 1 strategy</p> <p><i># of context/scenario study</i> Target: 1 study</p> <p><i># of resource mobilization strategy</i> Target: 1 strategy</p>															
	Activities planned Week / Month	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
AP055	The IFRC secretariat supports the Haitian Red Cross with the design of a scale-up strategy; through context analysis and resource mobilization strategy																

Budget

See the [Annex](#) for the budget.

Contact information

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

In the Haitian Red Cross Society:

- Dr. Guiteau Jean-Pierre, President of Haitian Red Cross Society; email: president@croixrouge.ht mm.cauvin@croixrouge.ht
- Guetson Lamour, Deputy Executive Director; email: g.lamour@croixrouge.ht

In the IFRC Country Cluster Support Team for the Latin Caribbean:

- Ines Brill; Head of Country Cluster Office; email: ines.brill@ifrc.org

In the IFRC regional office for the Americas:

- Jono Anzalone, Head of the Disaster and Crisis Department; email: jono.anzalone@ifrc.org
- Diana Medina, Communications Unit Manager for the Americas, phone: +507 6780-5395; email: diana.medina@ifrc.org
- Mauricio Bustamante, Regional Logistics Unit Coordinator; email: mauricio.bustamante@ifrc.org
- Paula Martes; Planning, Monitoring, Evaluation and Reporting manager; phone: +507 317-3050; email: paula.martes@ifrc.org
- Marion Andrivet, Emergency Appeals & Marketing Senior Officer, phone: +507 6679 5355 +507 6674-1584; email: marion.andrivet@ifrc.org

In Geneva:

- Karla Morizzo, DREF, Senior Officer; email: karla.morizzo@ifrc.org

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 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.

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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

DREF OPERATION
MDRHT017 - Haiti Civil Unrest

17/10/19

Output code in financial system	Name in financial system (TBC)	Budget CHF
		0
		0
AP018	Avian and human influenza pandemic	0
AP019	Malaria	0
AP020	Tuberculosis	0
AP021	Other infectious diseases	0
AP022	Health in emergency	36,031
AP080	Psychosocial support	0
AP082	Search and rescue	0
	Total Health	42,020
		0
		0
AP039	NS organisational capacity assessm.	0
AP040	NS volunteering deveelopment	12,127
AP042	NS corporate /organisational systems	16,868
	Total Strenthening National Societies	28,995
		0
AP046	IFRC surge capacity	30,332
AP047	Humanitarian principles and Rules	0
AP048	Integrated services for NS	0
AP049	IFRC coord. in humanitarian system	0
AP050	Supply chain and fleet services	0
AP051	Movement coordination	0
AP052	Movement shared services	0
AP084	Community Engagement - CEA	0
	Total International Disaster Management	30,332
		0
AP053	Advocacy on humanitarian issues	0
AP054	IFRC policies and positions	0
AP055	Research and evaluation	3,992
AP056	Advocacy on humanitarian issues	0
AP057	Support to NS in policy & advocacy	0
AP058	Planning and reporting	0
AP059	Resource generation	0
AP060	Emergency fundraising excellence	0
AP061	NS resource and partnership dev.supp	0
	Total Influence others as leading strategic partner	3,992
		0
AP064	Financial management	0
AP065	Administration	0
AP066	Staff security	0
AP068	Audit and risk management	0
	Total The IFRC enhances its effectiveness, Credibility and Accountability	0
		0
	Programme and Supplementary Services Recovery	6,847
	Total INDIRECT COSTS	6,847
		0
	TOTAL BUDGET	112,186