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## DREF final report

# Comoros: Cyclone Helen

 International Federation  
of Red Cross and Red Crescent Societies

<b>DREF operation</b>	<b>Operation n° MDRKM005; Glide n° EC-2014-000046-COM</b>
<b>Date of Issue:</b> 24 February, 2015.	<b>Date of disaster:</b> 31 March, 2014.
<b>Operation start date:</b> 6 April, 2014.	<b>Operation end date:</b> 6 July, 2014.
<b>Host National Society:</b> Comoros Red Crescent	<b>Operation budget:</b> CHF 89,559
<b>Number of people affected:</b> 9,511 persons.	<b>Number of people assisted:</b> 1,995 persons (350 households).
<b>National Societies involved in the operation:</b> Indian Ocean Platform for Regional Intervention (PIROI –French Red Cross).	
<b>N° of other partner organizations involved in the operation:</b> General Directorate of Civil Protection (COSEP) and United Nations Children’s Fund (UNICEF).	

## Situation analysis

### Description of the disaster

On 24 March 2014, Comoros was hit by heavy rains, particularly on the island of Anjouan. On 26 March, 2014 a storm alert as a result of cyclone Hellen in the Mozambique Channel was issued. On 29 March, based on the intensity of the rain and the strong winds, the Comorian civil security increased the alert to yellow and in the following days the rain intensified and spread to the islands of Grande Comoros and Mohéli.

On the island of Anjouan, the most affected areas were between Sima and Pomoni in the western part of the island and the north eastern Domoni region. In the village of Mahale on the eastern coast of Anjouan, a crack in the ground which appeared a few weeks earlier as the result of an earthquake grew wider and deeper due to landslides related to the strength of the rains. The villagers from Mahale were relocated 8 kilometres north to the village of Bambao. The displaced population were housed in a primary school and empty buildings on the premises of the national agriculture department. By 3 April 2014, 350 families representing 1,995 people had been displaced from Mahale.

In addition to the exceptional rainfall, storm surges rose above usual limits and flooded homes lying close to the beaches. The flow of rainwater also contributed to damaging homes. A total 18 villages on Anjouan were affected by the subsequent floods. Initial assessments by the government and the Comoros Red Crescent (CRCo) indicated that up to 1,234 households (a total of 6,788 people) were directly affected, including 1,009 children under 5 years, 144 pregnant women and 318 elderly persons. On Mohéli island up to 24 villages were affected by the rains and the winds and 457 households (2,723 people) suffered damage to or destruction of their homes and crops.

At the time of the closure of the camp in Mahale, 52 families had not been able to return to their houses; and continued to be hosted at the homes of host families. The situation raised concerns of overcrowding in the dwellings and caused tensions between the displaced people and the host families. The host families are bearing the load without receiving any aid. A program of housing reconstruction using wood and metal is being implemented by the United Nations Development Programme (UNDP). Currently the authorities are in the process of acquiring land to allow for the construction of these dwellings. CRCo continues to avail volunteers to assist the remaining displaced populations in returning home. A preliminary final report was issued on 9 February 2015 with an interim finance report.

**Finance Summary:** A balance of CHF 16,012 at the close of the operation will be returned to DREF. The distribution and monitoring budget line has an overspend due to costs budgeted under the logistics services budget line being booked there. In turn, the logistics services budget line posted a positive balance. An unbudgeted amount of CHF 1,762 was spent on computers and telecoms.

DG ECHO contributed to a partial replenishment of the DREF allocation made for this operation. The major donors and partners of DREF include the Australian, American and Belgian governments, the Austrian Red Cross, the

Canadian Red Cross and government, Danish Red Cross and government, DG ECHO, the Irish and the Italian governments, the Japanese Red Cross Society, the Luxembourg government, the Monaco Red Cross and government, the Netherlands Red Cross and government, the Norwegian Red Cross and government, the Spanish Government, the Swedish Red Cross and government, the United Kingdom Department for International Development (DFID), the Medtronic and Z Zurich Foundations, and other corporate and private donors.

IFRC, on behalf of Comoros Red Crescent Society, would like to extend thanks to all partners for their generous contributions.

[<click here for the final financial report and here for the contact details >](#)

## Summary of response

### Overview of Host National Society

The National Society volunteers were among the first responders, conducting an initial assessment and providing first aid, evacuating the sick to the hospital and supporting people in securing their property and belongings.

In Mahale, volunteers assisted in the evacuation of the population to camps. The volunteers were mobilized daily to help families with young children, the disabled and the elderly and delivered food, raised awareness on hygiene and sanitation, supported medical teams in the implementation of health care and assisted with the installation of latrines and water supply.

In total 38 volunteers were deployed and conducted rapid assessments of the situation and needs, 50 volunteers were deployed and supported the establishment of camps to the displaced people from Mahale and a team to support hygiene education and sanitation was also mobilized.

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

The National Society received the technical and logistic support from the Indian Ocean Regional Intervention Platform (PIROI) and from the East Africa regional representation office in Nairobi. Additionally the National Society received the support of a member of the Regional Disaster Response Team (RDRT) specialized in camp management and emergency shelter, who provided technical expertise. In addition, the Water and Sanitation (WATSAN) coordinator was deployed for nine days for onsite coordination of the implementation of water, sanitation, and hygiene promotion activities.

### Overview of non-RCRC actors in country

Comoros Red Crescent was part of a crisis response team established by the local government of Anjouan and which coordinated the response operation.

## Needs analysis and scenario planning

Based on a rapid needs assessment carried out by the volunteers, this DREF operation supported the initial target of the 350 families from Mahale village who had been displaced into camps because of their destroyed houses. The displaced population was initially housed in permanent buildings (school and warehouses), with a view of moving them to 4 temporary camps. From the camps the villagers would be placed with host families while interventions on water, sanitation and hygiene promotion are carried out by the CRCo and other partners constructing wood and metal shelters.

The immediate needs identified at the time and addressed by various actors working together included;

- Prevention of malaria and other diseases
- Installation of latrines
- Provision of personal hygiene kits (specifically for women and children)
- Water treatment units (for drinking water points, one unit installed by UNICEF)
- Shelter solutions (government provided 200 tents and asked CRCo to provide additional)
- Food supply (provided by the government)

### Risk Analysis

With the rains likely to continue and combined with thunderstorms, there was a risk that repairing of infrastructure and electricity would be delayed. There was an additional risk that displaced people from Mahale could not return and start rebuilding their houses until the water receded. To mitigate these risks an RDRT team was deployed to support this DREF operation, to assist the National Society in advising the government on camp coordination. With regard to the widened crevice in the village of Mahale, the cause was not identified. Some sources indicated that it was as the result

of recent earthquakes recorded on the island of Anjouan, or it existed prior to the rains but only amplified with the runoff of rain caused by cyclone Hellen.

## **Operational strategy and plan**

### **Overall Objective**

The purpose of this intervention was to meet the immediate needs of the people who lost their homes due to floods and who had been temporarily settled in camps. The operation was to provide basic necessities and prevent diseases related to water and sanitation.

The operation focused on the following specific objectives:

- Prevent potentially epidemic diseases in villages and camps through health and hygiene promotion
- Participation in installation of latrines and ensuring clean drinking water
- Provide basic health care for most vulnerable population, in particular to pregnant women
- Support proper management of camps for displaced population

### **Proposed strategy**

Volunteers had with support from the headquarter continuously assessed needs and monitored the developments. The operation was built on the needs assessments.

The National Society was to complement government and other agencies' health and water, sanitation and hygiene interventions. The operation was to mainly focus on engaging community-based volunteers to undertake health education and promotion campaigns at household and camp levels to improve on community knowledge of symptoms and signs of diseases. Volunteers were to be trained to conduct health promotion campaigns, active case search, follow up of contacts and referral of acute suspected cases as well as educating the population in water purification.

In light of the plan above, Comoros Red Crescent provided volunteers to support government actions within shelter, i.e. preparing camp grounds and setting up tents. Non-Food Items (NFIs) were to be distributed for displaced people in the four camps. If shelter needs increased further, CRCo was to engage in dialogue with the government and discuss how to meet those needs.

### **Operational support services**

#### **Human resources (HR)**

The National Society WATSAN as well as logistics coordinators were deployed to support operations in Anjouan. A request for an additional RDRT to provide technical advice and support in camp coordination was activated, in response to a request from the government to CRCo to advice on this. At the regional office a team of 10 people were present continuously for the management, monitoring and supervision of operations. French Red Cross through its PIROI office continued to provide technical and logistics support. IFRC also provided complementary technical support as well as support in the monitoring and reporting of the operation.

#### **Logistics and supply chain**

The National Society, supported by PIROI and IFRC, dispatched available items from PIROI Comoros warehouse where possible. Based on an evaluation of the floods operation in 2012, CRCo was provided with logistics support in local procurement and priority was to use prepositioned stocks from the PIROI warehouses. Additional items not readily available in Comoros such as hygiene kits and chlorine was shipped from PIROI's warehouse in the Reunion islands. CRCo has no transport of their own, so trucks were rented on a needs basis.

#### **Communications**

As good collaboration exists between the CRCo and the national media, radio and television broadcasts were carried out regularly by the staff of the CRCo to help increase visibility of its actions. In addition, as part of the operation, press briefings were prepared by the information coordinator and press conferences were held as needed. CRCo provided stories and photographs for IFRC and NS websites

#### **Security**

Main security issue was estimated to be around stocking of items and at times of distributions. CRCo has guards monitoring its warehouses, which reduced the likelihood of spontaneous burglary. Distributions were preceded by assessment with transparent criteria for beneficiary selection and communication with community leaders to ensure that the community was aware of the priorities and target groups for distribution.

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

CRCo, in close cooperation with IFRC Regional Office monitored and evaluated the impact of the response activities and provided technical support to ensure evidence based reporting highlighting the effects and impact of the operations. Generally, PMER activities were performed by the program director who was supported by a member of the Governance Committee. IFRC included budget lines for technical support and monitoring visits, which were carried out. A review that was planned at the end of the operation, together with a lessons learnt workshop with the National Society were not carried out due to logistical challenges.

## Administration and Finance

The National Society was responsible for managing the funds in the country in accordance with standard practices for IFRC on operational transfers, based on requirements and justifications specified in the letter of agreement signed between the national society and IFRC for the execution of the project. IFRC provided the necessary operational support for review, validation of budgets, bank transfers, and technical assistance to the national societies on procedures for justification of expenditures, including the review and validation of invoices.

## DETAILED OPERATIONAL PLAN

Needs Assessment	
<b>Outcome: A situation and needs assessment is undertaken in the affected areas, including inaccessible locations, to inform the design and implementation of the DREF operation</b>	
Outputs (expected results)	Activities planned
<ul style="list-style-type: none"> <li>A detailed needs assessment undertaken</li> </ul>	<ul style="list-style-type: none"> <li>Undertake comprehensive needs and situation assessment</li> <li>The emergency plan of action is updated and revised as necessary to reflect needs</li> </ul>

**Impacts:** Assessments were conducted by CRCo in partnership with the Ministry of Health, WHO and UNFPA. Based on this, the joint action plan for the response was revised and CRCo were tasked with supporting in epidemic prevention and detection.

Health and Care	
<b>Outcome : The immediate risk to the health of the affected population is reduced</b>	
Outputs (expected results)	Activities planned
<ul style="list-style-type: none"> <li>The health situation and immediate risks are addressed</li> </ul>	<ul style="list-style-type: none"> <li>At least CRCo 30 volunteers are trained in prevention, detection and control of epidemics diseases (ECV).</li> <li>Trained volunteers deployed to conduct a more detailed assessment on emergency health and care needs.</li> <li>Results of assessment are analyzed and the emergency plan of action developed</li> <li>CRCo volunteers conduct health promotion and disease identification activities, including promotion of routine immunization for children under five and antenatal care for pregnant women and mothers who recently delivered (30 volunteers, 10 days).</li> </ul>

**Impacts:** Assessments were conducted by CRCo in partnership with the Ministry of Health, WHO and UNFPA. Based on this, the joint action plan for the response was revised and CRCo were tasked with supporting in epidemic prevention and detection.

A total of 30 CRCo volunteers were trained in the prevention, detection and control of epidemics. The affected population was sensitized informed by the trained volunteers on healthy promotion; including routine immunization. CRCo deployed 30 volunteers per day in the camps. The prevention of potential epidemics in the villages and the camps was done via promotion of hygiene, community participation in the installation of latrines and drinking water supply, the support of vulnerable populations by providing them with primary health care, in particular for pregnant women and through the support in the management of the camps for the displaced populations.

Water, Sanitation and Hygiene Promotion	
<b>Outcome : Immediate reduction in risk of waterborne and water related diseases in the communities affected</b>	
Outputs (expected results)	Activities planned
<ul style="list-style-type: none"> <li>Hygiene promotion activities which meet Sphere standards in terms of the identification and</li> </ul>	<ul style="list-style-type: none"> <li>Detailed needs assessment is conducted to define hygiene issues and assess capacity to address the problem.</li> <li>Design and print IEC materials</li> </ul>

<p>use of hygiene items is provided to target population</p> <ul style="list-style-type: none"> <li>Affected population have access to safe water which meets Sphere standards in terms of quantity and quality is provided to target population.</li> <li>Adequate sanitation which meets Sphere standards in terms of quantity and quality is provided to target population.</li> </ul>	<ul style="list-style-type: none"> <li>Identify and train 30 volunteers in hygiene promotion and maintenance of communal latrines</li> <li>Conduct hygiene promotion on household water treatment and safe storage</li> <li>Hygiene kits are distributed to the targeted beneficiaries</li> <li>Train volunteers in the use and management of the water treatment unit.</li> <li>Deploy volunteers to manage the water treatment unit and distribute clean water to affected population</li> <li>Mobilize 200 tarpaulins from prepositioned stocks</li> <li>Train 20 volunteers on latrine construction</li> <li>Deploy volunteers to install dividers in the community latrines established on the sites.</li> <li>Conduct awareness campaigns for operation and maintenance of communal latrines</li> <li>Mobilize 200 tarpaulins from prepositioned stocks</li> <li>Train 20 volunteers on latrine construction</li> <li>Deploy volunteers to install dividers in the community latrines established on the sites</li> <li>Conduct awareness campaigns for operation and maintenance of communal latrines</li> </ul>
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**Impacts:** Trained volunteers distributed hygiene kits to identified beneficiaries and reached both men and women were distributed. The volunteers were also trained in water treatment and distributed clean water to the affected population. Up to 200 tarpaulins from prepositioned stocks were released and distributed to supplement the government distributed tents.

The Tarpaulins were necessary as the rains continued for some time and the ground remained wet and muddy. In addition, 20 community volunteers were mobilized and constructed 43 latrines. The constructed latrines were set aside according to gender and volunteers were put in place to support this. At the close of the camp and return of the displaced families, the latrines were filled up with the help of the volunteers at the disassembly of the camp.

Throughout the period volunteers carried out hygiene promotion and awareness campaigns on the use and maintenance of the latrines. The awareness activities have been implemented fairly widely but with a little start up delay and a fault of planning in the first time. In addition to the initial objectives, the WATSAN activities have been complemented by the creation of showers, the management of solid waste by burning, as well as by drainage operations in the face of problematic stagnation of water on the ground.

<b>Shelter and Settlements</b>	
<b>Outcome: The immediate shelter needs of affected households displaced in the camps are met.</b>	
<b>Outputs (expected results)</b>	<b>Activities planned</b>
<ul style="list-style-type: none"> <li>Emergency shelter assistance is provided to the target population.</li> </ul>	<ul style="list-style-type: none"> <li>Volunteers are trained in beneficiary identification, assessment and distribution</li> <li>Volunteers distribute tarpaulins to complement tents distributed by the government</li> <li>RDRT is deployed to provide technical support on camp management</li> </ul>

**Impacts:** The volunteers distributed tarpaulins to the displaced persons in the camps to supplement the tents provided by the government. A member of RDRT was deployed to provide the National Society technical assistance in the management of the camps as well as with monitoring of camp activities. The government was overall responsible for the camp management, but with support of the National Society.

**Challenges:**

- Absence of water points for the washing of hands due to lack of rail and/or seal with valve. Solutions were found but only shortly before the closure of the camp.
- Lack of construction materials to support the tarpaulins used to make the latrine structures. Coconut trees were used to make rafters to support the structures.
- A major challenge to camp management was the lack of space inside the camps and the layout of the camps had to be reviewed fully during the operation. The RDRT supported this review and helped put in place an “exemplary” zone that was later reproduced in the other areas of the camps.
- Logistics was a considerable challenge in this operation. Even though items were prepositioned the transportation of 200 tarpaulins from the warehouse in Moroni was made difficult by lack of freight services as a means of transport. The hygiene kits sourced from the stocks of the PIROI were only received between

14 and 16 days after the evacuation. A recommendation is thus for CRCo and the PIROI office to re-assess repositioning of stocks for continuous improvement.

**Lesson learned:** The National Society should be supported well in advance of the DREF being allocated to assist those affected and thus start response activities while working on developing the DREF.

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## Contact information

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

- **In Comoros Red Crescent:** Daniel Ali Soumaili; Executive Secretary; Email: [soumaildani@gmail.com](mailto:soumaildani@gmail.com)
- **IFRC Regional Representation:** Finnjarle Rode; Regional Representative for East Africa; Nairobi; Phone: +254 20 28 35 000; Email: [finnjarle.rode@ifrc.org](mailto:finnjarle.rode@ifrc.org)
- **IFRC Africa Zone:** Daniel Bolaños, Disaster Management Coordinator for Africa; Nairobi; phone: +254 (0)731 067 489; email: [daniel.bolanos@ifrc.org](mailto:daniel.bolanos@ifrc.org)
- **IFRC Geneva:** Christine South, Operations Quality Assurance Senior Officer; phone: +41.22.730.45 29; email: [christine.south@ifrc.org](mailto:christine.south@ifrc.org)
- **IFRC Zone Logistics Unit:** Rishi Ramrakha, Head of zone logistics unit; phone: +254 733 888 022; email: [rishi.ramrakha@ifrc.org](mailto:rishi.ramrakha@ifrc.org)

### For Resource Mobilization and Pledges:

- **IFRC Africa Zone:** Martine Zoethoutmaar, Resource Mobilization Coordinator for Africa; Addis Ababa; phone: +251 93 003 4013; email: [martinezoethoutmaar@ifrc.org](mailto:martinezoethoutmaar@ifrc.org)

### For Performance and Accountability (planning, monitoring, evaluation and reporting):

- **IFRC Africa Zone:** Robert Ondrusek, PMER Coordinator; Nairobi; phone: +254 731 067277; email: [robert.ondrusek@ifrc.org](mailto:robert.ondrusek@ifrc.org)

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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 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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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.

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

**Disaster Response Financial Report**

MDRKM005 - Comoro Islands - Cyclone Helen

Timeframe: 06 Apr 14 to 06 Jul 14

Appeal Launch Date: 06 Apr 14

Final Report

**Selected Parameters**

Reporting Timeframe	2014/4-2014/12	Programme	MDRKM005
Budget Timeframe	2014/4-2014/7	Budget	APPROVED
Split by funding source	Y	Project	PKM008
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
<b>A. Budget</b>		89,558				89,558	
<b>B. Opening Balance</b>							
<b>Income</b>							
<b>Other Income</b>							
<i>DREF Allocations</i>		89,559				89,559	
<b>C4. Other Income</b>		89,559				89,559	
<b>C. Total Income = SUM(C1..C4)</b>		89,559				89,559	
<b>D. Total Funding = B + C</b>		89,559				89,559	

\* 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>B. Opening Balance</b>							
<b>C. Income</b>		89,559				89,559	
<b>E. Expenditure</b>		-73,547				-73,547	
<b>F. Closing Balance = (B + C + E)</b>		16,012				16,012	

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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>89,558</b>			<b>89,558</b>		
<b>Relief items, Construction, Supplies</b>								
Shelter - Relief			3,312			3,312	-3,312	
Construction Materials	3,310						3,310	
Clothing & Textiles	7,714						7,714	
Water, Sanitation & Hygiene	12,415		13,539			13,539	-1,124	
Medical & First Aid	1,107						1,107	
Teaching Materials	857						857	
Utensils & Tools	8,500						8,500	
Other Supplies & Services	2,500		4,492			4,492	-1,992	
<b>Total Relief items, Construction, Sup</b>	<b>36,403</b>		<b>21,343</b>			<b>21,343</b>	<b>15,060</b>	
<b>Land, vehicles &amp; equipment</b>								
Computers & Telecom			1,762			1,762	-1,762	
<b>Total Land, vehicles &amp; equipment</b>			<b>1,762</b>			<b>1,762</b>	<b>-1,762</b>	
<b>Logistics, Transport &amp; Storage</b>								
Distribution & Monitoring			11,095			11,095	-11,095	
Transport & Vehicles Costs	4,914		4,657			4,657	257	
Logistics Services	6,835						6,835	
<b>Total Logistics, Transport &amp; Storage</b>	<b>11,749</b>		<b>15,752</b>			<b>15,752</b>	<b>-4,003</b>	
<b>Personnel</b>								
International Staff	6,000		1,560			1,560	4,440	
National Society Staff	4,000		3,582			3,582	418	
Volunteers	9,400		14,413			14,413	-5,013	
<b>Total Personnel</b>	<b>19,400</b>		<b>19,555</b>			<b>19,555</b>	<b>-155</b>	
<b>Workshops &amp; Training</b>								
Workshops & Training	2,940		1,844			1,844	1,096	
<b>Total Workshops &amp; Training</b>	<b>2,940</b>		<b>1,844</b>			<b>1,844</b>	<b>1,096</b>	
<b>General Expenditure</b>								
Travel	9,100		5,916			5,916	3,184	
Office Costs	1,121		1,480			1,480	-359	
Communications	2,679		1,257			1,257	1,422	
Financial Charges	700		149			149	551	
<b>Total General Expenditure</b>	<b>13,600</b>		<b>8,802</b>			<b>8,802</b>	<b>4,798</b>	
<b>Indirect Costs</b>								
Programme & Services Support Recove	5,466		4,489			4,489	977	
<b>Total Indirect Costs</b>	<b>5,466</b>		<b>4,489</b>			<b>4,489</b>	<b>977</b>	
<b>TOTAL EXPENDITURE (D)</b>	<b>89,558</b>		<b>73,547</b>			<b>73,547</b>	<b>16,011</b>	
<b>VARIANCE (C - D)</b>			<b>16,011</b>			<b>16,011</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 response	89,558		89,559	89,559	73,547	16,012	
Subtotal BL2	89,558		89,559	89,559	73,547	16,012	
<b>GRAND TOTAL</b>	<b>89,558</b>		<b>89,559</b>	<b>89,559</b>	<b>73,547</b>	<b>16,012</b>	