

# DREF operation final report



International Federation  
of Red Cross and Red Crescent Societies

## Argentina: Floods

DREF operation n° MDRAR002  
GLIDE n° FL-2007-000044-ARG  
8 May 2008

The International Federation's Disaster Relief Emergency Fund (DREF) is a source of un-earmarked money created by the Federation in 1985 to ensure that immediate financial support is available for Red Cross Red Crescent response to emergencies. The DREF is a vital part of the International Federation's disaster response system and increases the ability of national societies to respond to disasters.

**Summary:** CHF 178,400 was allocated from the Federation's Disaster Relief Emergency Fund (DREF) on 7 April 2007 to support the national society in delivering assistance to some 543 families.

Argentina was hit by severe floods at the beginning of 2007 affecting thousands of families mainly in the provinces of Santa Fe and Entre Ríos. The National Society's response operation contributed to the rehabilitation of 543 families affected by the floods through the provision of relief items, raising health awareness amongst communities, psychosocial support and strengthening community development processes.

[<click here for the final financial report, or here to view contact details>](#)



Distributions in Mocovi community, Santa Fe province. Source Argentine Red Cross

## The situation

In early 2007, prolonged and extensive rainfall combined with the annual swelling of the Paraná and Salado Rivers caused them to overflow and flood entire communities and millions of hectares of land. The worst hit provinces by the floods were those of Entre Ríos and Santa Fe, with 65 communities seriously affected.

The overall impact of the emergency on communities was severe, with 80,000 people affected (most in Santa Fe province), 56,000 people evacuated (peak period being April), electricity cuts (mostly preventative), damage to infrastructure making some areas inaccessible, suspension of school activity in some towns for weeks, and a significant loss of soybean and alfalfa crops.

In May, the Government of Argentina declared an economic and social state of emergency for 180 days in the provinces of Santa Fe and Entre Ríos. The government responded to the emergency through Municipal Crisis Committees in the affected provinces of Santa Fe, Rosario, Gualaguay, Paraná and Esperanza and

Provincial Committees in Santa Fe and Entre Rios. Overall support from the government to areas affected by the floods included evaluations of affected areas, evacuations of people, distribution of humanitarian aid, health care, drainage and cleaning up of flooded areas, credits for industry and support to those who lost homes.

At the early stages of the emergency, local discontent with the assistance being provided by local authorities grew, and local protests took place to demand improved assistance. Some warehouses and trucks containing humanitarian aid were looted by protesters. This created a certain atmosphere of insecurity and the police and naval authorities increased patrols and controls during the initial days of the emergency. At the beginning of the emergency, local supplies were less available and an increase of prices of basic food stuffs was registered.

## Red Cross and Red Crescent action

At the onset of the emergency, the Argentine Red Cross (ARC) activated branches in the affected areas and began immediate response actions to support the affected population, mainly in the areas of Santa Fe, Rosario, Esperanza, Casilda, Paraná, Gualeguay, San Nicolás and San Pedro. More than 200 volunteers were mobilized during this process to attend more than 3,802 people (approximately 543 families). Immediate response actions included supporting evacuations of the affected population, supporting 80 emergency shelters (first aid care, sanitary advice, and psychosocial support), participating in municipal and provincial emergency committees, and distributing humanitarian relief items (food, blankets, etc.).

At the national level, the ARC headquarters established a technical Crisis Committee to monitor the situation, support branches in their actions, implement communications actions, carry out national resources campaign, design local intervention strategies, and mobilize national resources to the affected areas. Nine missions were carried out by ten ARC technicians (including three trained RITs) to the affected areas.

The ARC Plan of Action initially focused on addressing the basic needs of 350 affected families from vulnerable groups in the cities of Santa Fe, Esperanza, Rosario, Paraná and Gualeguay. The plan focused on the provision of relief items (such as personal hygiene items, bed clothes, cleaning items, and diapers), raising health awareness amongst communities (hygiene and the prevention of diseases), psychosocial support and strengthening the ARC for community development processes. Thanks to effective price negotiations and savings in the purchase of relief items, the number of families reached by the plan of action was extended to an additional 190 families. In total 543 families were reached (approximately 3,802 people).

At the request of the ARC, CHF 178,400 from the Federation's Disaster Relief Emergency Fund (DREF) was released to support the National Society's Plan of Action. The Pan-American Disaster Response Unit (PADRU) and the Lima Regional Representation also ensured ongoing Federation support was available to the ARC in the response to the emergency. On request of the ARC, the Federation mobilized a RIT member (from Nicaraguan Red Cross) to support the National Society in monitoring, evaluation and in the preparation of the final operation report.

Communities to benefit were identified by the five ARC local branches involved in the operation, with the support of and in coordination with local community leaders and the different local governmental and non-governmental organizations present in the affected areas. Through this operation, the ARC supported two indigenous communities from the coastal south region; the community of Mocoví (Santa Fe) and the Community of Toba (Rosario). The following communities, number of families and people have benefitted from this operation:

Province	District	Community	Families	People
Santa Fe	Santa Fe	Mocoví	202	1,144
	Esperanza	Los Troncos	14	276
		Barrio Fátima	36	
Rosario	Toba	210	2,010	
Entre Rios	Paraná	Parque Costero o La Toma	7	103
		Paracao	16	
	Gualeguay	Tiro Federal	58	269
<b>TOTAL</b>			<b>543</b>	<b>3,802</b>

The beneficiary gender and age groups were as follows:

<b>Age groups</b>	<b>Female</b>	<b>Male</b>
Children & youth people (0-24 years)	1,145	1,048
Adults	738	637
Elderly people (above 65 years)	135	99
<b>Subtotal</b>	<b>2,018</b>	<b>1,784</b>
<b>TOTAL</b>	<b>3,802</b>	

At the local level the Plan of Action was implemented and coordinated by branches with support from ARC headquarters, which at the same time monitored the achievement of the objectives within the plan ensuring the fulfilment of global norms and procedures and assignment of resources as needed. Ongoing monitoring and evaluation took place throughout the operation. A final evaluation took place in the locations where operation was implemented with the participation of local technical staff, local volunteers, members of ARC branch governance and management bodies, ARC staff from headquarters and members of communities who were benefitted by the operation. The evaluation took place through interviews, questionnaires, meetings and focused on the impact of the operation, positive aspects and those to improve, lines of work to be continued or recovery.

## Progress towards objectives

### Health

**Objective 1: Affected communities will benefit from first aid activities based in the community.**

#### Activities planned:

- Identification of beneficiaries
- 2 workshops (to be held in community centres, schools, psychosocial support centres (Centros de Apoyo Psicosocial – CAPS), and private houses) on first aid care
- Distribution of first aid care guides

The identification of beneficiaries took place as planned and the following activities were carried out: community workshops (community centres, schools, CAPS); two awareness-raising workshops in community first aid; dissemination of first aid guides (leaflets, manuals and guides). In total 13 first aid workshops were carried out, with the participation of 438 people. On average around two workshops were carried out in each community.

All capacity-building workshops took place in the five districts within the Plan of Action. Thanks to private donations from the PEPSICO Foundation, activities were further complemented with the distribution of community first aid kits in Sante Fé and Rosario, and domestic first aid kits for beneficiary families in the following communities: Tiro Federal (Gualeguay district), Fátima (Esperanza district) and La Toma (Paraná district).

**Impact:** The development of community first aid activities has contributed to increased awareness at the community level, and the integrated approach taken by ARC in all health actions has also increased the overall impact. Health promotion activities have contributed to strengthening the link between the ARC and communities, such as awareness-raising workshops on a number of health issues. This was possible as the ARC fulfilled commitments made to communities at a time when there was mistrust amongst the population towards institutions responding to the emergency.

**Objective 2: 350 families will benefit from actions in the safe handling of food and hygiene promotion.**

#### Activities planned:

- 1 community workshop about safe handling of food and water:
- 2 community workshops (community centres, schools, CAPS) on the following topics: preventive measures, supply sources, storage, purification, safe water, personal hygiene, handling of garbage, ventilation and illumination, water and sanitation, etc.

- Distribution of educational material
- Purchase of kit items
- Preparation of kits
- Identification of beneficiaries
- Distribution of kits accompanied by awareness-raising talks

To support the ARC branches in the implementation of this objective, a workshop was held for volunteers on community health (with a focus on water and sanitation). The ARC headquarters ensured that 500 leaflets were distributed to branches on water and sanitation. Community workshops on water and sanitation were carried out in the five districts within the Plan of Action. On average around two workshops were carried out in each community. In total 14 workshops on water and sanitation were carried out building capacities of 423 people.

For the distribution of hygiene, cleaning and diaper kits the following activities took place, following Federation logistics procedures: purchase of relief items; design of bags for kits showing visibility; classification of items and preparation of kits; rental and preparation of warehouses (security and others); hiring of vehicles for distributions; census of local population, identification of families and distribution of relief items.

The purchase of kits took place in two stages; first items were purchased for 350 families, as originally stated in the Plan of Action. Second, items were purchased for a further 190 families, reaching a total of 540 families. As mentioned above, the second stage was possible thanks to effective negotiation of prices.

The contents of the hygiene kits, cleaning kits and diaper kits remained as planned. A total of 1,620 hygiene kits, cleaning kits and diapers were distributed as follows:

Province	District	Personal Hygiene	Cleaning	Diapers
Santa Fe	Rosario	200	200	200
	Santa Fe	202	202	202
	Esperanza	50	50	50
Entre Rios	Paraná	30	30	30
	Gualedguay	58	58	58
<b>TOTAL</b>		<b>540</b>	<b>540</b>	<b>540</b>
			<b>1,620</b>	



ARC volunteers distributing hygiene, cleaning and diaper kits in the community of Paracao in the district of Paraná. Source: Argentine Red Cross

**Impact:** The volunteers who participated in the community health workshop were those involved in the response operation and also in a health project *Salud Litoral Sur*. The use of resources from both initiatives allowed for improved ways of working and an increased impact at the community level in these actions.

The relief items distributed facilitated the return of families to their homes and communities. Families themselves expressed that the contents of the hygiene, cleaning and diaper kits were very useful for their

everyday needs. In other cases, the relief items only temporarily relieved those families' needs that live in seriously vulnerable socio economic positions, a condition which has characterised the area for decades.

As above, the development of health promotion activities has contributed to strengthening the link between the ARC and communities, such as awareness-raising workshops on a number of health issues.

**Challenges:** The main challenges for the distribution of relief items were: ensuring the availability of volunteer time to prepare the kits; limited logistics capacities of human resources; the lack of CRA warehouses to store relief items; the purchase of local goods to favour the local economy. Despite attempts to purchase relief items locally, purchases had to be made in the capital Buenos Aires due to a lack of local supplies and the high increase of prices of items in the areas affected by the emergency.

Each branch decided with communities how best to carry out distributions. In some cases, kits were distributed before carrying out community workshops, which resulted in a lower turn out of families at workshops. In other cases it was decided that distributions would take place after community workshops had taken place.

**Objective 3: Affected communities will benefit from actions carried out in the prevention of diseases.**

**Planned activities:**

- Community workshops (to be held in community centres, schools, psychosocial support centres - CAPS, and private houses). Two workshops will cover the prevention of diseases such as: Acute Respiratory Infections - ARI, diarrhoea, dengue, HIV and AIDS and hepatitis.
- Distribution of educational material

To strengthen ARC capacities for the implementation of this objective, a workshop was held for volunteers on community health (with a focus on ARI, diarrhoea, dengue, Leptospirosis, breastfeeding, and others).

The community workshops for the prevention of diseases took place in the five districts within the Plan of Action. In a number of cases these were complemented by the workshops on water and sanitation. On average around three workshops were carried out in each community. In total 20 workshops were held in the prevention of diseases, reaching 948 people.

**Impact:** As with objective 2, the volunteers who participated in the community health workshop were those involved in the response operation and also in the health project *Salud Litoral Sur* leading to increased impact at the community level in these actions.

As above, the development of health promotion activities has contributed to strengthening the link between the ARC and communities, such as awareness-raising workshops on a number of health issues.

## Psychosocial support

**Objective 1: The resilience of people staying in temporary shelters is strengthened through community-based psychosocial support and recreational activities.**

**Activities planned:**

- Identification of beneficiaries
- Domestic visits
- Distribution of pamphlets about the handling of stress
- Establishment of contacts and agreements with Centres of Mental Health of derivation (CAPS, hospitals etc)

To strengthen ARC capacities for the implementation of this objective, a workshop was held for volunteers on psychosocial support based in the community. A volunteer from the Lomas de Zamora branch supported this activity.

A total of eight psychosocial support workshops were carried out in a number of spaces: at evacuation centres, during capacity building workshops, at chapels, at neighbourhood centres, and over 700 house visits were made to provide psychosocial support reaching a total of 781 people. In the districts of Paraná and Gualeguay, some cases were referred to professionals.

**Impact:** As with the health objectives, the volunteers who participated in the psychosocial support workshop were those involved in the response operation and also in the health project *Salud Litoral Sur*, which allowed for an increased impact at the community level in these actions.

Internally the CRA had previously perceived psychosocial support as an area that could only be developed by professionals; however, strengthening the capacities of volunteers in this area proved to be successful as communities expressed that psychosocial support provided by volunteers was valuable.

**Objective 2: Affected communities will benefit from recreational activities.**

**Activities planned:**

- The ARC will organize regular recreational activities such as games and songs for children who have been evacuated to temporary shelters. These will take place either inside, or outside and can be based on educational themes such as health.

To ensure branches were prepared to carry out this activity, manuals on recreational activities were shared with branches by the ARC headquarters. The workshops for children were organized to coincide with those planned for adults (health and psychosocial) so that parents would not need to find child care while they attended workshops. The methods used included sports and recreational activities such as hand crafts and painting. A total of 19 recreational workshops were held for 793 children.

ARC volunteers during recreational activities with children from the Paracao community (Paraná) Source: Argentine Red Cross



**Impact:** Carrying out recreational activities for children at the same time as workshops for adults, allowed for parents to participate in these activities. In addition, some of the activities addressed issues which were also raised in workshops for adults, contributing to an integrated family understanding of issues.

Parents of children who participated in the recreational activities noticed a positive change in their mood. At the same time the children who participated expressed their satisfaction with the activities.

### Replacement of basic necessities

**Objective 1: 350 families will be provided with bed clothing kits in order to assist them in recovering from the effects of the floods.**

**Activities planned:**

- Purchase of kit products
- Preparation of the kits
- Identification of beneficiaries
- Distribution of 350 kits

After carrying out the different workshops, the ARC branches carried out the distributions of the bed clothing kits. Each kit for one family contained five sets of single bed sheets, five blankets, and five pillows. A total of 540 kits were distributed, reaching a total of 2,672 people.

In some communities branches distributed the content of kits according to the number of family members and the remainder (with their approval) was distributed to additional families.

**Impact:** During evaluations, communities expressed that the bed clothing was very useful as they had lost many personal belongings during the floods. In addition they proved useful as the affected areas suffered a cold wave after the floods emergency.

## Community development

**Objective 1: The affected families will benefit from actions to promote community development, based on their needs.**

### Activities planned:

- The ARC will organize five two-day meetings for volunteers and personnel of the ARC (one meeting at each of the local branches involved) in order to identify possible lines of community work that promote sustainable development within the affected communities. Based on the experiences of local branches and the previous work carried out within the affected communities the ARC will formulate a plan of action for community work in some of the affected communities. Depending on different levels of articulation and involvement of different social actors, the possibility of including at least three focal points per community will be considered.

To support local institutional strengthening, capacity building took place for volunteers on processes of community insertion. The volunteers who participated were those from the operation and also from the health project *Salud Litoral Sur*.

While it was not possible to carry out formal participatory planning meetings in all communities, the workshops (mentioned above under each objective) to strengthen ARC volunteer capacities proved extremely effective.

Specific lines of work were identified in the communities reached within the Plan of Action Mocoví, Los Troncos, Barrio Fátima, Toba, La Toma (or Parque Costero), Paracao and Tiro Federal including community awareness raising (health, non-violence and others), contingency planning, structural construction work, support to housing, and the social insertion of aboriginal community of Toba.

In addition, participatory evaluations with communities at the end of the operation also allowed for community members to share experience.

**Impact:** The five branches directly involved in the operation have been strengthened in processes of community insertion, which has allowed for the development of stronger links between the ARC and communities. At the same time communities themselves also showed a level of ownership in relation to ARC work. Two communities showed interest in volunteering with ARC. The communities of Sante Fe, Esperanza and Rosario will continue to work within the framework of the health project *Salud Litoral Sur*.

## Conclusion

The following lessons learned were identified by the ARC with the aim of improving areas for future emergency operations:

- **It is essential for response and contingency plans to be up to date and relevant to the specific emergency:** The lack of plans or up to date response and contingency plans delayed the effective response of the National Society, as some operational procedures were needed using valuable time and resources in the search for technical and institutional information.
- **The correct emergency evaluation is vital to ensure the relevance and efficiency of the response:** At the onset of this emergency, a number of factors meant that evaluations did not fully show the impact of the floods on the most vulnerable communities. Evaluations at the end of the operation show that most of the most vulnerable communities needs were responded to.
- **The inclusion of community members during the planning, implementation and evaluation of the operation allows for increased relevance and impact of National Society actions:** While community members did not participate in the early stages of the emergency response operation (initial evaluations and planning) they did participate in advances stages of the operation. The

participation of the presidents of community centres for example led to the adjustment of some activities improving the overall response.

- **Emergency plans of action should include actions which clearly promote the link from recovery to long term development:** The inclusion of a specific objective on community development allowed for a focus on the participatory identification of continuity actions with communities in their recovery and development.
- **The sustained involvement of the National Society in local risk management increases the impact of emergency response actions:** The participation of ARC in risk reduction processes allows for links to be made with communities by sharing key data, using unified criteria and identifying the needs of most vulnerable.
- **Strengthening ARC branches allows for increased impact of the response:** Branch disaster management capacities were concentrated in a small number of people during this emergency causing some delays in the response as a number of volunteers needed training. This should be strengthened during non-emergency times and reflected in contingency plans.
- **Volunteer management must have a high priority during the planning and budgeting stages of an emergency operation:** During the operation some difficulties related to local volunteer management were identified, linked to the limited participation of volunteers in planning and decision making processes. At the same time the incorporation of volunteers from communities in the affected areas has increased the sustainability of actions carried out.
- **It is important to include communication actions in the emergency Plan of Action, as effective internal and external communication contributes to an effective response operation:** Externally, these actions allowed for access to resources and further positioning of the Red Cross Movement. Internally this contributed to decision making processes during the operation and the uniform positioning of the National Society. Appropriate visibility facilitated external communication and ensured proper identification during work with the community.
- **Clear information and transparent financial management ensures accountability:** The ARC recognizes the need to strengthen local capacities in reporting and financial management.
- **The integration of National Society projects and programmes with response operations optimises resources and structures in place ensuring maximum efficacy:** At the national and local level the ARC ensured that the response operation was articulated in line with projects under implementation to ensure maximum efficiency and also to ensure community work was complimentary. This facilitates the continued support by the ARC to communities beyond the operation period.
- **Final evaluations of operations should include all actors involved in the emergency:** The involvement of ARC members from headquarters, branches and beneficiary communities in evaluations allowed for the impact of the intervention to be measured at the community and institutional level. The ARC recognizes that the evaluation could have benefitted from the involvement of external actors in the evaluation to further support the analysis.

## How we work

*All International Federation 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 is committed to the [Humanitarian Charter and Minimum Standards in Disaster Response \(Sphere\)](#) in delivering assistance to the most vulnerable.*

The International Federation's activities are aligned with its Global Agenda, which sets out four broad goals to meet the Federation's mission to "improve the lives of vulnerable people by mobilizing the power of humanity".

### Global Agenda Goals:

- Reduce the numbers of deaths, injuries and impact from disasters.
- Reduce the number of deaths, illnesses and impact from diseases and public health emergencies.
- Increase local community, civil society and Red Cross Red Crescent capacity to address the most urgent situations of vulnerability.
- Reduce intolerance, discrimination and social exclusion and promote respect for diversity and human dignity.

## Contact information

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

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International Federation of Red Cross and Red Crescent Societies

MDRAR002 - Argentina - Floods

Final Financial Report

Selected Parameters	
Reporting Timeframe	2007/1-2008/03
Budget Timeframe	2007/1-2008/12
Appeal	MDRAR002
Budget	APPEAL

All figures are in Swiss Francs (CHF)

## I. Consolidated Response to Appeal

	Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation	TOTAL
A. Budget		0				0
B. Opening Balance		0				0
<b>Income</b>						
<b>Other Income</b>						
<i>DREF Allocations</i>		178,330				178,330
<b>C5. Other Income</b>		178,330				178,330
C. Total Income = SUM(C1..C5)		178,330				178,330
D. Total Funding = B + C		178,330				178,330
Appeal Coverage		#DIV/0				#DIV/0

## II. Balance of Funds

	Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation	TOTAL
B. Opening Balance		0				0
C. Income		178,330				178,330
E. Expenditure		-178,330				-178,330
F. Closing Balance = (B + C + E)		0				0

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Selected Parameters	
Reporting Timeframe	2007/1-2008/03
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### III. Budget Analysis / Breakdown of Expenditure

Account Groups	Budget	Expenditure					TOTAL	Variance
		Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation		
	A					B	A - B	
<b>BUDGET (C)</b>						<b>0</b>	<b>0</b>	
<b>Supplies</b>								
Clothing & textiles			55,686			55,686	-55,686	
Medical & First Aid			1,323			1,323	-1,323	
Teaching Materials			496			496	-496	
Other Supplies & Services			32,115			32,115	-32,115	
<b>Total Supplies</b>			<b>89,621</b>			<b>89,621</b>	<b>-89,621</b>	
<b>Transport &amp; Storage</b>								
Storage			2,119			2,119	-2,119	
Distribution & Monitoring			235			235	-235	
Transport & Vehicle Costs			378			378	-378	
<b>Total Transport &amp; Storage</b>			<b>2,732</b>			<b>2,732</b>	<b>-2,732</b>	
<b>Personnel</b>								
Regionally Deployed Staff			2,725			2,725	-2,725	
National Staff			5,307			5,307	-5,307	
National Society Staff			31,219			31,219	-31,219	
<b>Total Personnel</b>			<b>39,252</b>			<b>39,252</b>	<b>-39,252</b>	
<b>Workshops &amp; Training</b>								
Workshops & Training			7,008			7,008	-7,008	
<b>Total Workshops &amp; Training</b>			<b>7,008</b>			<b>7,008</b>	<b>-7,008</b>	
<b>General Expenditure</b>								
Travel			4,708			4,708	-4,708	
Information & Public Relation			6,556			6,556	-6,556	
Office Costs			4,690			4,690	-4,690	
Communications			2,266			2,266	-2,266	
Professional Fees			123			123	-123	
Financial Charges			9,785			9,785	-9,785	
<b>Total General Expenditure</b>			<b>28,127</b>			<b>28,127</b>	<b>-28,127</b>	
<b>Programme Support</b>								
Program Support			11,591			11,591	-11,591	
<b>Total Programme Support</b>			<b>11,591</b>			<b>11,591</b>	<b>-11,591</b>	
<b>TOTAL EXPENDITURE (D)</b>			<b>178,330</b>			<b>178,330</b>	<b>-178,330</b>	
<b>VARIANCE (C - D)</b>			<b>-178,330</b>			<b>-178,330</b>		