This Emergency Appeal seeks CHF 7 million on a preliminary basis to enable the International Federation of Red Cross and Red Crescent Societies (IFRC) to support the Fiji Red Cross Society (FRCS) to deliver assistance and support to some 38,500 people for 12 months, with a focus on the following sectors: Assessments; Shelter and settlements; Health; Water, Sanitation and Hygiene promotion (WASH); Livelihoods; Restoring family links (RFL), Community preparedness and risk reduction, and National Society institutional preparedness and capacity development. The Appeal budget also includes CHF 177,216 to support the IFRC’s role as convener of the shelter cluster coordination. The planned response reflects the current situation and information available at this time of the evolving operation, and will be adjusted based on further developments and more detailed assessments.

The disaster and the Red Cross Red Crescent response to date

19 February 2016: Tropical Cyclone Winston (category 4) passed north of Vava‘u in Tonga for a second time, heading towards Fiji.

20 February 2016: The cyclone (category 5) made landfall in Fiji, and the Government of Fiji has declared a state of emergency in the country. IFRC issued an Information bulletin.

23 February 2016: CHF 317,459 allocated from the IFRC’s Disaster Relief Emergency Fund (DREF) to support FRCS with response to the needs of 5,000 people. FRCS also launched a national appeal for relief items.

24 February 2016: IFRC surge capacity deployed from neighbouring country (Vanuatu, Australia and New Zealand).

29 February 2016: IFRC issues an Emergency Appeal for CHF 7 million to assist 38,500 people

The operational strategy

Needs analysis
Tropical Cyclone Winston has caused loss of lives and significant damage across its path. The Fiji Government estimates almost 350,000 people living in the cyclone’s path could have been affected (180,000 men and 170,000 women). 42 people have been confirmed dead. All the geographical divisions of Fiji have been affected to different extents. Emergency relief, shelter and livelihoods remain clear priorities for all humanitarian actors as thousands of families have been affected. There remains an urgent need for the Government to develop a clear strategy for the closure of evacuation centres with the existing 39,557 people in 963 evacuation centres (as of data collected in the morning of 29 February). Assessments on the damaged or destroyed houses are on-going throughout the country, as are assessments of the current conditions of the...
evacuated people, which are of great concern. Around 100 of the most badly damaged schools will remain closed for 3-6 weeks to allow for repairs.

Based on the information currently available, and the evolving nature of the situation, this operation seeks to provide immediate assistance to cyclone affected people on the two main islands (and districts within): Northern Viti Levu (Ba, Tavua, Rakiraki, Nalawa, Korovou, Nadia and Lautok) and southern Vanua Levu (Savusavu, Nabouwalu), as well as the five outer islands, including Taveuni, Koro, Ovalau (Levuka), Batiki and Vanuabalav, in close coordination with the government and other organizations.

The immediate needs in the affected areas are in the following sectors: shelter, health, WASH and RFL. The immediate needs identified are emergency shelter and non-food items, psychosocial support, safe drinking water, water and vector borne diseases prevention and hygiene promotion. Note that food is being provided by the Government of Fiji. There are also a need to offer RFL services to the affected people in the aftermath of the cyclone.

The Pacific is one of the most vulnerable geographical areas to climate change and impacts are projected to become more intense in the future. Given the changing disaster risks in Fiji, there is also a need to reduce the risks and vulnerability to future impacts, through informed climate risk and building back safer approaches. There is also a need to continue to invest in disaster preparedness at both the community and institutional level.

**Beneficiary selection and community participation**

The needs of the people differ in various parts of the country and will evolve over the coming days and weeks. Under this Emergency operation, FRCS will target 7,700 families (38,500 people). The operation plans to reach the most vulnerable in each community, vulnerability will be assessed based on predetermined criteria and will be clearly communicated to community members.

Volunteer team leaders are Emergency Response Team (ERT) trained. Following assessments, data is analysed at branch level, and this analysis informs how distributions will be targeted. Distributions will prioritize those whose houses have been completely destroyed, single and child headed households, people with disabilities, the elderly and sick.

**Risk Assessment**

Adhering to its Fundamental Principles and to the principle of ‘do no harm’ are central to how the Red Cross Red Crescent Movement approaches its interventions. Some of these can be planned for and mitigation actions adopted, while others are still evolving.

The most prominent part of the ‘do no harm’ approach is that people are already highly resilient to the impact of the disaster, and as such the level of material support for the recovery should be carefully considered. Recovery support should not undermine communities’ ability to prepare for future disaster or create dependency on aid during disaster. It should also not exacerbate existing gender inequalities or other inequalities that exist in communities. There will therefore be an emphasis on quality programming and institutional capacity development of National Society’s branches on outer islands.

**Overall objective:**

This operation aims to support the FRCS in responding to the immediate needs of communities affected by Tropical Cyclone Winston and undertaking rapid assessments to inform the development of a detailed action plan. The operation will provide emergency shelter and essential relief items, safe water (through the use of
NOMADs and rain water harvesting, psychosocial support (PSS), RFL and support community disaster preparedness and risk reduction activities.

The operation is expected to support the needs of 38,500 affected people (7,700 households):

- **Shelter**: 7,700 households to be assisted with non-food relief items and 4,450 with emergency shelter assistance. In early recovery, targeting up to 1,000 households with durable shelter assistance.
- **Health**: Up to 20,000 people will be reached through psychosocial first aid/psychosocial support, health and hygiene promotion sessions, and clean up campaigns in the target communities.
- **WASH**: Up to 20,000 people will be provided with safe water through deployment of NOMAD water purification units to two target communities for three months. In addition, at least 10 target communities’ water supply will be rehabilitated through the installation of 100 rainwater harvesting systems and water tanks.
- **Livelihoods**: Up to 1,000 households will be reached with livelihood recovery inputs and support.
- **RFL**: Up to 200 people will reconnect with their families through the established RFL system.

At this early stage of the response, there is insufficient information on recovery needs, however the operation anticipates that communities will need assistance in restoring livelihoods. Response activities will be planned in consultation with Pacific Humanitarian Team (PHT) members, particularly the United Nations Development Programme (UNDP), as the Early Recovery Cluster Lead and the government and included in subsequent Emergency Appeal revisions.

A feasibility study on Livelihoods and Cash Transfer will be undertaken, based on the findings and lessons learned from the Tropical Cyclone Pam operation (in Vanuatu) and with the support of partner national societies. Based on the outcome of the feasibility study, and in coordination with the response options of other agencies, the Emergency Appeal will be revised to include appropriate recovery activities.

### Coordination and partnerships

The Fiji Government is leading the emergency response. A 30 day State of Natural Disaster has been declared. The National Disaster Management Office (NDMO) is coordinating efforts and has activated the National and Divisional Emergency Operations Centres (EOCs). The FRCS coordinates closely with the NDMO and is a participant in the high level National Disaster Council, which is chaired by the Fiji’s Prime Minister. Through its auxiliary role to the government, FRCS has access to trucks and ships. Red Cross volunteers are being mobilized at the request of the NDMO and will support in joint damage assessments. FRCS will also provide support in the Government run evacuation centres. The National Society is working with the International Federation of Red Cross and Red Crescent Societies (IFRC) as well as the Australian Red Cross, New Zealand Red Cross, French Red Cross, Pacific Red Cross Societies and the International Committee of Red Cross (ICRC). The ICRC will provide support to FRCS in providing RFL services to the communities and will set up a website to support the tracing of family members.

The cluster system has been adopted by the government of Fiji as a mechanism for coordinating the response. The humanitarian community is now working through the Fiji National Cluster system. All clusters are government-led by a government office and co-led by a humanitarian agency. The Shelter Cluster will be supported by a designated IFRC Cluster Coordinator and by an Information Management officer. The Shelter Cluster Coordinator will arrive in country on 28 February and will support a coordinated approach to assessment, standards and tools. Given the impact of TC Winston and the priority given by Government to closing evacuation centres and resuming school as soon as possible.
### Proposed sectors of intervention

#### Shelter and settlements; Household non-food items

**Outcome 1**: The immediate shelter and settlement needs of the target population are met.

**Output 1.1: Essential household items are provided to the target population.**

Activities planned:
- Coordinate with Shelter Cluster (NGOs, Government agencies and NDMO) over assessment tools and align with cluster agreed approaches and sphere standards
- Distribute non-food relief items to 7,700 households

**Output 1.2: Emergency shelter assistance is provided to the target population.**

Activities planned:
- Train 40 volunteers in emergency shelter tool kit training
- Select and register households that will receive emergency shelter assistance
- Distribute tarpaulins and shelter tool kits to 4,450 households
- Provide technical advice to ensure that assisted households have correctly installed the tarpaulins provided and proper usage of the shelter toolkits
- Conduct beneficiary monitoring on the short term impact and use of skills acquired from shelter tool kit training and the usefulness of shelter solutions provided

**Outcome 2**: The target population has attained durable shelter solutions.

**Output 2.1**: Durable shelter solutions that meet agreed standards are provided to the target population.

Activities planned:
- Based on post-disaster needs assessment, identify up to 1,000 households that will receive shelter repair and rebuilding assistance, revalidate their eligibility, and register them as beneficiaries
- Provide the selected households with orientation and relevant shelter materials, guidance and trainings on building back better/safer principles
- Undertake regular monitoring to ensure that the beneficiaries have completed construction using building back better/safer principles

#### Health and care

**Outcome 3**: The immediate risks to the health of affected populations are reduced.

**Output 3.1**: Psychosocial support provided to the target population.

Activities planned:
- Coordinate with Health and Protection Cluster (NGOs, Government agencies and NDMO) to assist in detailed assessment to determine level of psychosocial first aid/psychosocial support needs
- Establish psychosocial support system for affected staff and volunteers (e.g. peer support sessions)
- Design psychosocial support messaging; communication methods/ mode of delivery; referral processes, and debriefing for volunteers
- Mainstream messages on gender based violence and child protection into assessments and outreach activities
- Undertake outreach in the community for psychosocial support and gender based violence

**Output 3.2**: Target population is provided with community-based disease prevention, epidemic preparedness, and health promotion measures.

Activities planned:
- Undertake awareness raising and clean up campaigns in target communities
- Monitor the impacts of vector control (in line with Zika virus surveillance)

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1The guidance could also be offered to other people in the community who are repairing their houses, where relevant.
### Water; Sanitation; Hygiene promotion

**Outcome 4:** Risk of waterborne, water-related and vector-borne diseases in targeted communities reduced.

**Output 4.1:** Access to safe water by target population in affected communities increased.

**Activities planned:**
- In coordination with national WASH cluster, assist in specific assessment to determine level of support needs.
- Deploy NOMAD water purification units to two target communities to provide safe water for up to 20,000 people for three months.
- Install 100 of rainwater harvesting systems and water tanks.

**Output 4.2:** Access to adequate sanitation facilities by target population in affected communities increased.

**Activities planned:**
- Train 60 community volunteers in HP and sanitation to promote recycling and work alongside Red Cross volunteers and other WASH actors.
- Implementation of rehabilitation of community sanitation facilities in priority locations including hygiene promotion and community messaging in coordination with WASH partners and Government.
- Conduct beneficiary satisfaction surveys following provision of WASH relief and early recovery services.

**Output 4.3:** Knowledge, attitude and practice on safe water, sanitation and hygiene by target population increased.

**Activities planned:**
- Reproduction of awareness materials related to health and hygiene promotion.
- Conduct community-based hygiene promotion activities in affected communities, in coordination with other sectors and partners.

### Livelihoods; Nutrition; Food security

**Outcome 5:** Livelihoods are restored among affected populations.

**Output 5.1** Appropriate livelihood recovery inputs and support provided to affected populations to resume livelihood activities.

**Activities planned:**
- Based on livelihoods assessment, identify up to 1,000 households and provide affected households with inputs to resume livelihoods activities.
- Engage community members in designing their own livelihood activities.
- Provide community members with training and tools of trade.

### Restoring Family Links (RFL)

**Outcome 6:** Restoring Family Links (RFL) service is enhanced within the National Society to respond to RFL needs of victims and their families.

**Output 6.1:** People in affected areas and relatives outside these areas have access to appropriate means of communication to re-establish and maintain contact with family members.

**Activities planned:**
- FRCS teams will facilitate communication for people in affected areas to re-establish contact with their families.
- Active tracing is considered in support to persons who have not succeeded in re-establishing contact with loved ones in and outside Fiji.
- National Society staff and volunteers' knowledge and skills in providing RFL service are improved.
### Community preparedness and risk reduction

**Outcome 7:** Communities’ resilience to disasters is protected and increased.

**Output 7.1:** Legal frameworks for disaster risk reduction, preparedness and response are strengthened.

**Activities planned:**
- Support efforts aimed at strengthening the national legal and policy framework for international disaster assistance and to strengthen risk reduction approaches in national and local frameworks
- Dialogue with government on community infrastructure needs and potential collaborative actions
- Facilitate a lessons learned meeting with Government counterparts

**Output 7.2:** Communities’ are better prepared for future emergencies.

**Activities planned:**
- Participatory needs assessments undertaken
- Community risk reduction and response planning supported in selected communities, tailored to the needs of the community (such as strengthened early warning systems, hazard mapping, evacuation plans developed)

### National Society institutional preparedness and capacity development

**Outcome 8:** National Society level of preparedness for future disasters and capacity to deliver sustainable programming and services strengthened.

**Output 8.1:** Increased material capacity is available for the National Society to respond to future disasters, deliver programmes and services.

**Activities planned:**
- Assess the damage to FRCS branch offices and undertake necessary repairs
- Identify logistical alternatives for branches without offices
- Procure and preposition technological devices (laptop and mobile phones) for the use of assessments monitoring and response as part of the FRCS preparedness plan

### Quality programming (areas common to all sectors)

**Outcome 8:** Continuous and detailed assessment and analysis is used to inform the design and implementation of the operation.

**Output 8.1:** Needs assessments are conducted and response plans updated according to findings.

**Activities planned:**
- Mobilize 160 FRCS staff and volunteers for assessments
- Mobilize/deploy regional tools to support FRCS in conducting assessments
- Procure electronic tablets and review assessment templates, for gender and diversity to support FRC in conducting assessments
- Undertake assessments to determine specific needs of beneficiaries
- Following an analysis of the response plan and beneficiary needs, mobilize assessment team to carry out early recovery assessments and draft an early/longer-term recovery strategy
- Monitoring visits by joint teams of FRCS and IFRC
- At least one evaluation will be conducted

### Programme support services

- **Human resources:**
  Based on the demand for technical and coordination support required to implement the Emergency Plan of Action, the following support functions will be put in place to guarantee an effective and efficient technical
coordination by FRCS: an IFRC operations manager, as well as a temporary surge delegate and RDRT support in technical areas including relief, shelter, psychosocial support and communications. Currently a former IFRC staff member is volunteering with FRCS to ensure that robust financial systems are set up to administer this operation from the onset.

The IFRC CCST in Suva and AP regional office in Kuala Lumpur will provide a wide range of technical, administrative and logistical support to the operation.

- **Logistics and supply chain:**
  As Fiji Government has declared a State of Emergency, FRCS has access to ships, fleet (vehicles and trucks) and other logistics assets for the next 30 days free of charge, based on availability. Alternative commercial options are also available if needed. Through partnership between Airbus Foundation and IFRC, helicopters have been made available for assessments and distribution.

  The Regional Logistics Coordinator from Regional Logistics Unit (RLU) in Kuala Lumpur and two (2) trained RDRT logisticians were already in Fiji attending a WFP Logistics workshop. The Logistics Coordinator from KL and one RDRT Logistician deployed from Solomon Islands will remain in country as surge capacity to support operation. FRCS logistics department consists of one warehouse officer, one fleet officer and one logistics assistant supervised by the DM operation manager.

  FRCS pre-positioned stocks are spread across country in 22 containers warehouses and the immediate relief is being carried out. Additional standard relief goods have started to arrive in country through bilateral in-kind donations from New Zealand and Australian Red Cross to meet the immediate needs. The process of replenishment of the NFI's dispatched or to be dispatched from pre-positioned stocks will be done at a later stage. The international procurement of standard IFRC NFI's will be done with the support of the IFRC RLU in Kuala Lumpur while local specific NFI's will be procured in country by the operation following IFRC standard procurement processes and procedures.

- **Information technology:** Swift and reliable management of information is of the utmost importance during emergencies and disasters response operations. Among various aspects of Disaster Management, communication is one of the most critical requirements, to impart knowledge and information though mass media and public awareness to the world. The cyclone has affected the power supply and communication infrastructure in its wake. FRCS has one satellite phone, in addition to this, NZRC has activated four satellite phones which can be used by FRCS. Teams being deployed will be equipped with mobile and satellite phones as required and telecommunication costs are factored into the budget of this operation.

  Support in elevating staff/volunteer skills in new technologies, including efficient electronic data collection using tablets for electronic reporting is also being implemented, and is aligned with FRCS's strategic objectives.

- **Community engagement and accountability:** Taking into account gender and diversity sensitive needs as well as other needs of affected communities across the country, measures will be put in place to enhance community and local government participation and improve programme accountability to beneficiaries. FRCS will use appropriate communication channels to disseminate important information and engage in two-way communication through community engagement and beneficiary communications systems to address: whether assistance is appropriate and contextualised, and to engage communities in design of early recovery assistance. These communication channels will utilize existing cultural and traditional systems and processes, such as radio, participatory activities and other innovative means such as mobile phone technology to capture feedback from beneficiaries to be linked to respective programme sectors for analysis and follow up. IFRC will initiate the discussion with FRCS on how best to mobilize beneficiary communications within the relief and early recovery activities.

- **Communications:** IFRC communications activities will continue to target international audiences while also supporting the communications needs of the FRCS to reach domestic audiences. IFRC communications efforts are focused on highlighting the humanitarian needs on the ground and securing positive positioning for the response efforts of FRCS and Movement partners. Media relations is a key priority. A proactive media engagement strategy will be pursued with international news organizations, complemented by the production of communications materials, including regular key messages and talking points that help to inform, guide and support the communications activities of National Societies. IFRC communications efforts are also focused on maximizing public communication outreach across institutional digital platforms. News
content will be generated including stories and blogs for posting on IFRC.org and the response will be regularly communicated and promoted via the IFRC’s social media platforms including Twitter, Facebook and Instagram. Another communications priority is the production of high quality audio visual material including video footage and photographs for distribution across digital platforms and amongst the IFRC membership and media partners.

- **Security:** There are no significant security issues or threats for FRCS and IFRC staff and volunteers. The PSEA codes and child protection basic risk assessments will be implemented to minimise security concerns within communities based on do no harm approaches, in line with the IFRC Staff Code of Conduct and Child Protection Policy.

- **Planning, monitoring, evaluation, and reporting (PMER):** Reporting on the operation will be carried out in accordance with the IFRC minimum reporting standards. At least two updates will be issued during the operation’s timeframe and a final report within three months of the end of the operation. The IFRC PMER delegate for TC Pam, based in Vanuatu, is supporting remotely, and if needed, in-country PMER support will be explored.

In accordance with the IFRC framework for evaluations, at least one evaluation will be conducted for this operation. The recommendations of these evaluation will improve future programming.

Currently, the Asia Pacific regional PMER unit will further assess the needs for capacity-building, including training for National Society staff and volunteers on reporting, monitoring and evaluation, and coordinate with FRCS on all PMER issues related to the operation. Assistance will be provided to support the operation in reporting and in the development of a detailed monitoring and evaluation plan.

- **Partnerships and Resource Development:** FRCS and IFRC have been in close coordination with both movement partners and external partners, maintaining close contact and sharing regular updates through fact sheets, information bulletins and teleconference calls. Discussions with partners is being led by the partnerships regional unit with support from the IFRC CCST in Suva. Coordination with partners during the emergency phase is especially critical, and partnerships surge capacity is available to support both the CCST and FRCS. Support and quality assurance services are being provided to partners engaging in the emergency response and this includes support for any potential field trips. Evidence based and analytical materials documenting the Red Cross Red Crescent response will be shared once available. Note that the RFL component will be technically and financially supported by ICRC, who along with FRCS, is the lead agency for RFL.

- **Administration and Finance:** The IFRC, through the department of finance, provides the necessary operational support for review, validation of budgets, bank transfers, and technical assistance to the National Society on procedures for justification of expenditures, including the review and validation of invoices. The IFRC has strong relations over many years with the National Societies of the Pacific and these Societies are accustomed to these financial procedures.

The finance and administration team in the IFRC Suva CCST (one finance manager, and three finance officers as well as two administration officers and five drivers) is providing the necessary support (including transport) to facilitate the operation.

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**Budget**

See attached [IFRC Secretariat budget (Annex 1)] for details.

Garry Conille  
Under Secretary General  
Programme and Operations Division

Elhadj As Sy  
Secretary General
Reference documents

Emergency Plan of Action (EPoA)

For further information specifically related to this operation please contact:

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For Performance and Accountability support (planning, monitoring, evaluation and reporting enquiries)
- Peter Ophoff, Head of PMER, email: peter.ophoff@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.
## EMERGENCY APPEAL

**MDRFJ001 : Tropical Cyclone Winston**  
**29/02/2016**

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<td>416,414</td>
<td>10,816</td>
<td>427,230</td>
</tr>
<tr>
<td><strong>Total INDIRECT COSTS</strong></td>
<td>416,414</td>
<td>10,816</td>
<td>427,230</td>
</tr>
<tr>
<td><strong>TOTAL BUDGET</strong></td>
<td>6,822,785</td>
<td>177,216</td>
<td>7,000,001</td>
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</table>
The maps used do not imply the expression of any opinion on the part of the International Federation of Red Cross and Red Crescent Societies or National Societies concerning the legal status of a territory or of its authorities. Map data sources: ESRI, DEVINFO, International Federation, Unisys- MDRFJ001.mxd