

FINAL REPORT



International Federation of Red Cross and Red Crescent Societies
Fédération Internationale des Sociétés de la Croix-Rouge et du Croissant-Rouge
Federación Internacional de Sociedades de la Cruz Roja y de la Media Luna Roja
الاتحاد الدولي لجمعيات الصليب الأحمر والهلال الأحمر

SERBIA AND MONTENEGRO: FLOODS

3 March 2006

The Federation's mission is to improve the lives of vulnerable people by mobilizing the power of humanity. It is the world's largest humanitarian organization and its millions of volunteers are active in over 181 countries.

In Brief

Appeal No. 05EA008; Final Report; Appeal coverage: 63.1%; ([please click here to go directly to the Contributions List available on the website](#)).

Appeal history:

- Launched on 27 April 2005 for CHF 496,310 (USD 420,247 OR EUR 321,486) for 6 months to assist 4,000 beneficiaries.
- Disaster Relief Emergency Funds (DREF) allocated: CHF 100,000.

Related Emergency or Annual Appeals: Serbia and Montenegro Emergency Appeal no. 05EA008. For details, please go to the website at: http://www.ifrc.org/cgi/pdf_appeals.pl?05/05EA008.pdf

Operational Summary: The heavy rains at the end of April 2005 have caused the river Tamis to spill out of its bed on the 20th of April and flood the Banat region of the northern Serbian province of Vojvodina. The damage to property and land has been high and the affected population first sought refuge in nearby collective centres and at their relatives' in nearby villages, returning slowly to their houses to salvage property as the situation became more stable.

The Red Cross intervened immediately with the quick assessment done on the following day and the first provision of relief assistance done the same day in the evening, covering 4,000 of the most vulnerable beneficiaries. In the following days, the distribution of relief has continued, following the DREF allocation and the further assessment of needs lead to the launch of the emergency appeal.

The response to the floods is still coordinated by Crisis Headquarters at local, provincial and state level. The Red Cross has been in permanent contact with Crisis Headquarters ensuring that the response is efficient and well channelled.

Other than the provision of food and hygiene items for 4,000 beneficiaries over the course of six months, the mid-term intervention, as described in the appeal, involves psychosocial support as well as forming of mobile technical teams. These teams are a part of the rehabilitation efforts, helping with the dehumidification, cleaning and disinfection of houses, as well as small repairs.

Moreover, on the 7th of May, another flood, smaller in proportion happened in Southern Serbia, hitting five municipalities and damaging almost 3,000 houses. The water withdrew immediately, and the quick assessment done by Red Cross identified the need to assist some 1,400 beneficiaries with basic hygiene items. As the damage in this area is significantly smaller than in Banat, no separate appeal was launched and instead, following the discussion with donors, part of the assistance supplied to cover this appeal was redirected to Southern Serbia.

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Background

Due to heavy rains in April and melting of snow in the Carpathian Mountains in Romania, the water level of the river Tamis on the Romania/Serbia border rose rapidly. As a consequence, on the 20th of April at 9 PM, the water spilled over the river banks and broke the dike on the Romanian side of the river, flooding the area of Jasa Tomic and Medja villages in Serbia. Most of the houses in the area are made of clay bricks, which contributed to a lot of damage and complete destruction during floods and after water withdrawal. The table below shows the situation in these two villages as of 10 June 2005:

Item	Jasa Tomic	Medja	Total
? . Demographic data			
Population	3,231	1,070	4,301
Number of family houses	1,217	540	1,757
Number of households	1,113	464	1,577
Average number of inhabitants per household	3	3	-
Number of receivers of state social welfare assistance	48	30	78
B. Flooded houses data			
Total number of flooded houses	655	103	758
Number of households with destroyed houses	361	8	369
Number of households with heavily damaged houses	284	79	363
Number of households with low-level of damage to houses	10	16	26
C. Beneficiaries data			
Number of soup kitchen beneficiaries	1,600	100	1,700
Number of families receiving hygiene parcels	622	450	1,072
Number of families receiving food parcels	622	450	1,072



Flooded house in Jasa Tomic

During the night between the 20th and 21st of April, 300-400 persons were evacuated and accommodated with relatives and friends in village Krajisnik, 91 persons in primary school in village Sutjeska, 20 in primary school in Secanj and 40 in hotel in Secanj. Two persons died. The evacuation of inhabitants, which continued on the 21st of April, was organised by Civil Protection and Army.

Three collective centres in the area accommodated about 2,000 people, while 1,500 stayed with relatives in nearby villages or the town of Zrenjanin. One collective centre (see table above) was housing 30 people in Secanj. The rest of the population spontaneously returned to their houses, before the disinfection has been done. In addition, 80

people were evacuated from the Hospital for Lung Diseases in Jasa Tomic to the gerontological centre in Zrenjanin. The 30 people accommodated in the hotel had to move in July, since the hotel accepted the workers involved with reconstruction of houses and work on the soil.

The electricity was being recovered, as people were returning to their houses. Water was not used for drinking. During the first 4 months, military water cistern trucks distributed clean water to the population. The Red Cross provided three water tanks (1,200 litres in volume each) to distribute drinking water on the 22nd of April. As the water withdrew, the village itself was not flooded however the area around the village, including the agricultural land used by villa gers, was unusable due to the mud.

South of Serbia flash floods

On 7th of May, following heavy rains, five municipalities in the south of Serbia were flooded when the rivers Veternica, Jugbogdanovacka, Morava, Radsina, Ribarska and Nisava spilled out of their beds. Fortunately, these were just flash floods and the damage, although significant, was one-time only. The intervention of the national society was swift: an assessment of needs was conducted on the 8th of May and the biggest need identified were the hygiene parcels as per the following breakdown: Nis-600 parcels; Leskovac-400 parcels; Kursumlija-120 parcels; Aleksinac-130 parcels; Krusevac-50 parcels; Zitoradja-100 parcels - which in total amounts to 1,400 parcels.

Immediate intervention

The National Society's relief assistance, provided by 27 April 2005, is as the follows:

Nr.	Item	Unit	RC	RC	RC	Total
			Branch Secanj	Branch Zitiste	Branch Plandiste	
1.	Blankets	Pcs.	2,000	1,000	-	3,000
2.	Mattresses	Pcs.	-	700	-	700
3.	Jerry cans 15 l	Pcs.	500	300	-	800
4.	Kitchen	Set	100	200	-	300
5.	Soap	Kg	60	100	-	160
6.	Soap	Pcs.	1000	-	-	1,000
7.	Candles	Pcs.	3,200	-	-	3,200
8.	Water tank 1,200 l	Pcs.	3	-	-	3
9.	Meat pate (150 g)	Pcs.	4,000	2,800	6,000	12,800
10.	Canned fish (150 g)	Pcs.	2,000	-	-	2,000
11.	Canned fish (180 g)	Pcs.	900	-	-	900
12.	Bread	Pcs.	500	-	-	500
13.	Mineral water	Lit	300	-	-	300
14.	Baby bath	Pcs.	15	-	-	15
15.	Baby Hygiene parcels	Pcs.	15	-	-	15
16.	Hygiene set for Collective Centres	Set	4	2	1	7
17.	Male sweater	Pcs.	100	-	-	100
18.	Rubber boots	Par	12	-	-	12
19.	Rain coat	Pcs.	112	-	-	112
20.	Male shoes	Pair	200	-	-	200
21.	Children shoes	Pair	120	-	-	120
22.	Canned meat (150 g)	Pcs.	-	1,400	3,000	4,400

The warehouse of Zrenjanin Red Cross branch was used as the central distribution point. This not only included Red Cross relief assistance, but also all other relief items coming to the area, including government assistance. All distribution was technically coordinated by Red Cross of Zrenjanin, with the Crisis Headquarters of Vojvodina province overseeing the activities.

Overall, 4000 beneficiaries have been assisted by the Red Cross with basic food, hygiene items and clothes. In the first 48 hours the Red Cross, with Federation assistance, has provided fifteen sets of hygiene items for collective centres. Within two weeks, all collective centres were closed, except for one left open until the end of June and hosting 38 beneficiaries, covered by Red Cross and other organisations.

Operational developments

According to the assessment done on the 22nd of April by the Belgrade delegation and national society disaster management managers, the immediate needs of 4,000 beneficiaries were:

- 2,000 hygiene parcels
- 30 baby parcels
- 5,000 blankets
- 3,000 mattresses
- 500 kitchen sets
- 5,000 jerry cans (15 lit.)
- 100 boots and raincoats

These quantities covered the replenishment of the disaster preparedness (DP) stock of the Red Cross of Serbia, the Red Cross of Vojvodina and Serbia and Montenegro Red Cross Society used in the first phase, as well as the estimated needs in the days following the initial floods.

Emergency relief

Objective 1: The most vulnerable beneficiaries' food needs within the first 48 hours are met with the provision of emergency food assistance (meat cans and meat paste).

Progress/Achievements

To meet the basic nourishment needs of the 4,000 beneficiaries, 16,000 meat paste cans and 8,000 meat cans were purchased and distributed. The following table highlights the distribution:

Item	Unit	Distributed	Distribution per branch		Left in stock
			Secanj	Zitiste	
Meat paste 150 g	Pcs.	16,000	11,800	4,200	-
Canned meat 150 g	Pcs.	8,000	4,500	1,900	1,600

Impact

The basic food needs of 4,000 flood victims were met. With the distribution of cooked and non-cooked food from other agencies, this served as the safety net to ensure healthy and appropriate food intake. The cooked food, provided by the government and prepared by the army, was covering only one meal and the canned food provided by the Red Cross was used for other two meals.

Most of the food distributed in the area for the duration of the operation came through government (state food reserves as well as international/local donations) with the army preparing food for 1,700 people in average.

Constraints

The agricultural land will be useless for the current season, potentially creating longer term food shortage, as well as new poverty for the affected population. In order to alleviate this problem, the government financially compensated those people who could prove they have been working on their land. The amount varied between 350 and 400 Euros per acre, depending on the degree of work that has been invested.

Federation Coordination

The Federation Disaster Management programme manager and the national society Disaster Management coordinator have met with the Provincial Executive Council and discussed the relief operations to ensure good coordination and maximum efficiency of all available resources.

At the same time, the Federation representatives have had regular meetings with the United Nations (UN) agencies involved with the response to the floods, sharing information, comparing assessment data and discussing the most efficient way to advocate with the government for the most vulnerable of the flood victims.

Objective 2: The most vulnerable beneficiaries' hygiene needs are met through the provision of hygiene sets for collective centres, family hygiene parcels and baby hygiene sets.

Progress/Achievements

For the needs of 2,000 beneficiaries in collective centres, 14 hygiene sets for collective centres were procured. Seven of these sets have been used so far. The rest are currently in stock, since the collective centres were closed after a short time, except one, as mentioned above.

Individual hygiene parcels covered the needs of beneficiaries in the first 6 months period. Initially, 2,000 family parcels were distributed. Another 1,400 were distributed in the Southern Serbia, to meet the needs of the flash floods victims. By the end of the intervention, another 6,000 were distributed in Vojvodina and another 1,400 in Southern Serbia, as per needs assessment. The following table shows the distribution of family hygiene parcels:

Distribution point	Danish assistance	IFRC assistance	Total
Secanj	1,700	5,500	7,200
Zitiste	500	2,500	3,000
Southern Serbia	1,400	1,400	2,800
Warehouse stock	400	3,000	3,400
Total	4,000	12,400	16,400

Procurement and distribution of 15 baby sets to cover 15 families was done and there was no further need as these beneficiaries had left the area shortly after.

Impact

The basic hygiene needs of 4,000 families were consistently met, thus preventing the deterioration of their health, due to the bad hygienic conditions in the villages. Furthermore, another 1,400 families in Southern Serbia have been able to satisfy their basic hygiene needs and preserve their health, endangered by flash floods. Epidemics are one of the common floods-related problems and avoiding outbreaks of any kind of epidemics in Banat is a clear success.

Constraints

There were no apparent constraints in terms of satisfying basic hygiene needs of the people in the flooded regions, despite the floods, destruction of property and population movement.

Federation Coordination

As described above, the Federation Disaster Management programme manager and the national society Disaster Management coordinator have met with the Provincial Executive Council to ensure good coordination and maximum efficiency of all available resources in the relief operation.

At the same time, the Federation representatives have had regular meetings with the UN agencies involved with the response to the floods, sharing information, comparing assessment data and discussing the most efficient way to advocate with the government for the most vulnerable of the flood victims.

Psychosocial support

Objective: The beneficiaries are, through assistance and support, empowered to better cope with the situation and take an active participation in the relief and reconstruction efforts.

Red Cross of Vojvodina designed and implemented a psychosocial support project for Medja and Jasa Tomic villages from August to the end of October. The focus of the project was to work primarily with female part of the vulnerable population in order to lessen the stress and reinforce their coping abilities. Central part of the project was a four-day workshop called "Antistress" which trained 35 women of various profiles to develop coping mechanisms as well as work with other vulnerable target groups in the area – mainly their immediate families and neighbours. Monitoring and additional training were carried out two months later.

Within the psycho-social support programme and through the donation of the German Red Cross, the Red Cross of Serbia provided recovery for 96 children and 4 teachers from the flooded area in the Red Cross resort Baosic.

Impact

The 35 participants of the Antistress workshops described improvements in their own immediate surroundings as a result of self-help and psychological support techniques adopted through the workshops. The monitoring meetings in September and October confirmed comparatively high level of motivation for work in the area, despite the reconstruction of houses and reparation of soil moving at a pace slower than hoped for. One of the encouraging details is the evaluation of the psychosocial support provided, done by the beneficiaries themselves, where they expressed pleasure in receiving not only direct relief assistance from the Red Cross but also constant care for psychological well being and prevention of burnout syndrome.

Technical Mobile Teams

Objective: The most vulnerable beneficiaries are assisted in reconstruction of their households by teams of skilful professionals over the six months period.

The government first committed to building 97 houses and 32 apartments (in two buildings) which made for 129 accommodation units in Jasa Tomic village. The apartments are to be used by elderly people. Expected deadline for the families to move in to these new accommodation units has been “before the winter” and most of it has happened on time.

Provincial executive council was tasked with disinfection of streets and yards and then houses. Hungarian teams of experts carried out these activities. The work started on the 4th of June and was finished in five days, thus enabling reconstruction activities to start.

Provincial executive council did the classification of the damaged houses and made a plan of reconstruction.

The assessment of houses in Jasa Tomic was done by a joint technical commission consisting of one person from the provincial executive council, one person from Secanj and one from Jasa Tomic (both representatives of local governments). It finished on the 3rd of June and showed that out of 655 flooded houses, 361 have been destroyed by water or intentionally destroyed after the withdrawal due to the excessive damage. The remaining 294 houses were marked for reconstruction.

The following table shows an overview of the new accommodation units (houses and apartments) built as well as the houses that were reconstructed:

Construction Works	Jasa Tomic	Medja	Total
Number of new houses built	285	65	350
Number of new apartments built	80	-	80
Number of houses reconstructed	291	36	327
Total	656	101	757

Funding for the reconstruction was mainly secured by the government of Republic of Serbia and many local donors.

Out of the total 327 houses, 237 were reconstructed by their owners themselves with the funds provided by the Republican government according to certain criteria and amounts. All families affected by the floods were provided with the basic furniture, small amount of firewood and heaters by the republican government. The Red Cross provided 54 stoves from local donations.

As described in the Appeal, the Red Cross formed technical mobile teams in both Red Cross branches affected by the floods whose task was to assist with the reconstruction efforts and act as complementary forces to the government ones. These teams consisted of 3 members and assisted with dehumidifying/cleaning the houses and small repairs.

Jasa Tomic had one team and Secanj branch has two. Since the 6th of June, these teams have been active in the area, using dehumidifying equipment in houses meant for reconstruction. The teams had 50 dehumidification machines at their disposal which enabled them to work on 7-10 houses simultaneously. Depending on the number of rooms and the level of humidity, the work on one house took between two to five days. Due to the fact that the houses are made of clay, it was very important to do the dehumidification slowly; otherwise the dry walls could have collapsed. After the dehumidification, the teams used cold water high-pressure cleaning machines to remove the mud from the external and internal walls and floors of houses. After this, they helped with installations repairs (electricity, water, sewage). This work was to be finished by the end of October, but was extended until December. The teams used type FD 66 and FD 36 electrical machines.

The following table is an overview of the work carried out by the mobile teams:

Place of assignment	Number of teams	Number of houses	Number of machines	Number of working days	Number of working hours
Jasa Tomic	1	75	50	160	120,000
Medja	2	34	10	129	15,504
Total	3	109	60	289	135,504



House marked for destruction

The mobile teams have been equipped with work uniforms (trousers, T-shirts and baseball caps with the Serbia and Montenegro Red Cross Society emblem) and basic sets of tools. The teams have used three high pressure cleaning machines to clean the yards and household furniture in dehumidified houses. Secanj Red Cross branch was provided with a vehicle Yugo Florida pick-up for transportation of the teams and the machines. Apart from the Red Cross machines, there were other cleaning machines used, which were provided by the Executive council of Vojvodina province, their use coordinated by the local Crisis Headquarters, ensuring maximum efficiency between Red Cross and non-Red Cross work.

In order to assist the population with reparation of their property and general work under the present conditions, the national society, with the Federation's support, has distributed personal equipment to families from the area, as the following: Rubber boots - 727 pairs; Rubber gloves -500 pairs; Raincoats - 300 pcs.



Mobile team assessment

Impact

The overall response to the floods has been very strong. The government of Serbia ministries practically competed in providing relief items, food, water-purifying equipment and funds for building new houses for the population left homeless after water withdrawal. Red Cross has been the first agency to provide any kind of support to the population, with relief items such as food and hygiene articles provided within the first 24 hours of the disaster. As the response grew in size and with the government taking the lead in coordination of these efforts, Red Cross identified the role that ensured efficiency of used funds as well as satisfaction of those needs uncovered by any other actors. The people whose houses were not destroyed were identified as especially

in need of assistance since they were not to be provided with new houses and could not live in their houses as they were due to humidity and dirt. Here, the dehumidification and assistance with repairs, as well as provision of personal equipment to household members (raincoats, boots, gloves) proved to be the key missing link in an otherwise rich assistance effort provided by the government. As the time went on, the needs were routinely reassessed and the overwhelming response by other agencies meant the Red Cross could focus on those not covered otherwise and ensure equitable support to all beneficiaries. Initial relief support, followed by reconstruction assistance and carefully targeted psychosocial support made for a well planned activity throughout the response, following the beneficiaries through all the phases of their struggle to get their lives back on track.

As there was a very good response from the government, the use of the Federation funds were limited. Therefore, currently, the Federation delegation in Belgrade is in discussion with the donors who supported this appeal, over the use of leftover funds (CHF 133,175) in the already existing disaster preparedness programmes.

Constraints

Even though the government committed to building new houses as explained above, it is worth noting that most of these houses will be paid for by the flood victims through long-term credits with extended grace periods. This might prove to be a significant additional burden since most of the population in this area is poor.

The overall coordination of the work carried out by government bodies could have been better in terms of procedures, targeting of needs, responsibilities etc. Red Cross set an example with its quick reaction but was later ignored to an extent by the ministries who were set as ad-hoc leaders in the activities. The absence of any kind of country plan or procedures or even agency for disaster response meant that a lot of the activities had a political background as much as humanitarian and here Red Cross definitely could and would take no part.

Still, one positive outcome was the decision that an inter-ministerial agency at Serbian level will be formed to act as the focal point for disaster preparedness/response in future and the preparation of the procedures and related legal material that is already taking place involves Red Cross as consultants and future auxiliary agency.

Federation Coordination

The Federation and national society Disaster Management programme heads as well as the local Red Cross branches representatives have had regular meetings with the officials in Jasa Tomic village, making sure that the reconstruction effort is well coordinated and efficient.

Communications – Advocacy and Public Information

The national society has had several press conferences, informing the public of the work being done. One of these events was extensively covered as it involved the American ambassador publicly signing the agreement with the Federation. In addition, the website of the Red Cross of Serbia has been regularly updated, offering the latest information.

[Please click here to return to the title page and contact information](#)

Selected Parameters	
Year/Period	2005/01-2006/02
Appeal	M05EA008
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
Budget (A)		496'310				496'310
Opening Balance (B)		0				0
Income						
Cash contributions						
British Red Cross		68'130				68'130
Icelandic Red Cross		5'093				5'093
Japanese Red Cross Society		17'278				17'278
Netherlands Red Cross		57'797				57'797
Other		-953				-953
Swedish Red Cross		84'000				84'000
USAID		30'085				30'085
Cash contributions (C1)		261'429				261'429
Reallocations (within appeal or from/to another appeal)						
DREF		0				0
Reallocations (C2)		0				0
Inkind Goods & Transport						
Belgian Red Cross		52'211				52'211
Inkind Goods & Transport (C3)		52'211				52'211
Other Income						
Voluntary Income Pledges		7'673				7'673
Other Income (C5)		7'673				7'673
Total Income (C) = SUM(C1..C5)		321'313				321'313
Total Funding (B + C)		321'313				321'313

II. Balance of Funds

	Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation	TOTAL
Opening Balance (B)		0				0
Income (C)		321'313				321'313
Expenditure (D)		-188'138				-188'138
Closing Balance (B + C + D)		133'175				133'175

Selected Parameters	
Year/Period	2005/01-2006/02
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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	
BUDGET (C)			496'310			496'310		
Supplies								
Shelter	119'000						119'000	
Clothing & textiles	89'000		37'836			37'836	51'164	
Food	18'000		10'393			10'393	7'607	
Utensils & Tools	64'500		25'002			25'002	39'498	
Other Supplies & Services	46'200		30'973			30'973	15'227	
Total Supplies	336'700		104'204			104'204	232'496	
Land, vehicles & equipment								
Vehicles	36'000		9'897			9'897	26'103	
Others Machinery & Equipment			22'449			22'449	-22'449	
Total Land, vehicles & equipment	36'000		32'345			32'345	3'655	
Transport & Storage								
Storage	27'000		1'243			1'243	25'757	
Distribution & Monitoring			8'974			8'974	-8'974	
Transport & Vehicle Costs	4'900		2'026			2'026	2'874	
Total Transport & Storage	31'900		12'243			12'243	19'657	
Personnel Expenditures								
National Staff	35'050		44			44	35'006	
National Society Staff			14'763			14'763	-14'763	
Consultants	21'600		460			460	21'140	
Total Personnel Expenditures	56'650		15'266			15'266	41'384	
Workshops & Training								
Workshops & Training			7'834			7'834	-7'834	
Total Workshops & Training			7'834			7'834	-7'834	
General Expenditure								
Information & Public Relation			80			80	-80	
Office Costs	2'250		178			178	2'072	
Communications	550		1'220			1'220	-670	
Professional Fees			1'621			1'621	-1'621	
Financial Charges			1'373			1'373	-1'373	
Total General Expenditure	2'800		4'472			4'472	-1'672	
Program Support								
Program Support	32'260		11'773			11'773	20'487	
Total Program Support	32'260		11'773			11'773	20'487	
TOTAL EXPENDITURE (D)	496'310		188'138			188'138	308'172	
VARIANCE (C - D)			308'172			308'172		