

# EMERGENCY APPEAL



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

## IRAQ: HUMANITARIAN EMERGENCY

Appeal no. 05EA026  
10 November 2005

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

**THIS APPEAL SEEKS CHF 16,750,000  
(USD 12 MILLION OR EUR 10 MILLION)  
IN CASH, KIND, OR SERVICES TO ASSIST 60,000 FAMILIES  
(350,000 BENEFICIARIES) FOR 12 MONTHS**

*[click here to go directly to the attached Appeal budget](#); or [click here to view the map](#)*

All International Federation assistance seeks to adhere to the [Code of Conduct](#) and is committed to the [Humanitarian Charter and Minimum Standards in Disaster Response](#) in delivering assistance to the most vulnerable. For support to or for further information concerning Federation programmes or operations in this or other countries, or for a full description of the national society profile, please access the Federation's website at <http://www.ifrc.org>

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*For longer-term programmes, please refer to the Federation's Annual Appeal.*

### Summary

This Emergency Appeal seeks an urgent international response to ensure continuation of the vital support to the Iraqi Red Crescent Society (IRCS) in its remarkable efforts to deliver relief assistance to the most vulnerable citizens. They have been increasingly suffering from ongoing conflict, serious economic decline, uncertainties over the future, and the instability currently prevalent throughout much of the country. The International Federation is appealing for donor support (and the resources required) to ensure that the IRCS can sustain humanitarian assistance operations already being implemented since May 2003 through the existing Emergency Appeal no. 08/2003 while at the same time addressing new vulnerabilities resulting from recent developments in Iraq.

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The rapidly evolving events have had a tremendous impact on the humanitarian situation in the country, negatively impacting the ability of humanitarian organizations to provide and deliver vital assistance to those who need it most. Despite the serious challenges, the IRCS, supported by the Federation, is committed to its work, and has made significant progress in delivering the planned support to the intended vulnerable groups. To view summary updates and reports on Appeal 08/03 that reflect these achievements, please click on the following link: <http://www.ifrc.org/where/country/cn6.asp?countryid=87>

Dozens of thousands of vulnerable families, including multi-children ones with single parents, handicapped, and victims of war, deprived of any sources of income are looking with the hope for help at the Iraqi Red Crescent, especially in the wake of coming winter. Timely and generous response to the Federation's emergency appeal will allow the provision of essential support to 50,000 most vulnerable families, affected by the ongoing challenges in the country, during the coming three-four months. It will enable the IRCS to expand its network of First Aid volunteers whose role in saving human lives cannot be underestimated in an environment of daily explosions at markets, streets and public buildings all over the country.

Regular consultations between the ICRC and the Federation have also strengthened the collective commitment of both institutions to ensure complementarity and coordinated programme support of the Movement components to the IRCS. This process culminated by the International Federation, IRCS, and the ICRC signing of the Memorandum of Understanding on the management and coordination of the Movement's response in Iraq.

## **Introduction**

Since the war in Iraq started in early 2003 the situation for much of the country's population has deteriorated significantly due to the ongoing insecurity in many parts of the country. This has had a severe impact on the economy, with increased unemployment, and a disproportionate impact on vulnerable groups. There is a strong feeling among different groups of the Iraqi population and international observers that the vicious circle of violence will continue to strongly affect all aspects and spheres of life during 2006. The Federation assistance in Iraq aims to assist not only the most vulnerable groups of the population, but also to help the IRCS to sustain its core programmes and activities which have been established in recent years. Activities are planned for branch support, and for the effective management of volunteers and staff, which have become the crucial elements of the IRCS capacity to reach those who need help where no other public or humanitarian organisations have been able to operate.

The IRCS, supported by the Federation and ICRC, will continue to play a significant role in achieving the Movement's mission in Iraq. Its commitment to serving the most vulnerable has been repeatedly proved through its activities and practical actions on behalf of the needy citizens irrespective of their location, religious beliefs or political preferences. Its strength is based primarily on its countrywide branch structure, experienced and dedicated staff, and its network of volunteers who carry out their humanitarian duties in this difficult environment.

The continued breakdown of law and order, increasing intensity of armed clashes, and growing security problems have seriously affected the general population, hindering the delivery of humanitarian interventions and delaying the country's reconstruction and rehabilitation plans in 2004 and 2005. Although the approval of the country's draft constitution had created a distinct sense of optimism, the fragile economic and security situation has the real potential to unravel the progress made, leading to a decrease in hope in the future of the country, and potentially an increase in the conflict.

## **National context**

Iraq, a potentially wealthy country with a population estimated<sup>1</sup> at 27.1 million people, is exposed to crucial challenges ranging from the urgent need to restore law, order and security to advancing the repair and maintenance

<sup>1</sup> Estimate of government Central Statistic Office, 2004.

<sup>2</sup> WFP household assessment report, 2004.

<sup>3</sup> Ministry of Health / WHO, 2<sup>nd</sup> edition December 2004.

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of its crippled economy, archaic management systems and institutions. Today the country lacks the means to provide even the basic social services to the majority of its population. A recent World Food Programme (WFP) household survey report<sup>2</sup> revealed that 11% of the population (2.7 million people) lives on less than US\$ 1.00 a day. In addition, 3.6 million people were highly likely to become food insecure unless they were provided with food rations through the Public Distribution System (PDS).

The scenario in the health sector is no different and reflects the catastrophic socio-economic situation. According to a Ministry of Health/WHO<sup>3</sup> joint survey report up to 70% of the children were affected by acute respiratory infection (ARI). Typhoid cases increased three-fold between 1996 and 2000 because of poor sanitation and water supplies, with 5,460 cases recorded in the first quarter of 2004 alone. And after an earlier decline, measles once again sharply increased in 2004 compared to the high level rise that was registered in 1997.

The Ministry of Health is planning to intensify immunization campaigns to halt the rise of diseases preventable by vaccines by mobilizing the support from the UN agencies and involving the IRCS and its volunteers in its health campaigns. The national society has had a proven record of being an efficient partner of the state health institutions and specialised humanitarian agencies in running such campaigns.

A timely and generous response to this appeal will enable the International Federation to continue to support the IRCS in its efforts to assist the most vulnerable Iraqis.

### **National Society priorities, capacities and Federation support**

Established in 1932, the IRCS has a network of branches that cover all 18 administrative units (governorates). Currently, the national society is focused on strengthening its presence and services at the sub-branch and community levels. Traditionally, the branches have been engaged in the mobilization of youth and volunteers, and have maintained a line of services to the communities: linking with the most vulnerable and distributing relief supplies, involving interventions in first aid, health awareness and promotion, Red Cross family messages. Partnership support and assistance has also been extended to public service organizations and UN agencies engaged in emergency relief and social services.

The national society's core programmes focus on relief assistance to the most vulnerable groups across the country, health and care with a special emphasis on first aid training and rehabilitation of its own health institutions network. These activities are generally in line with the Federation's Strategy 2010 and are in response to the prevailing vulnerability pattern in Iraq. The priority programmes outlined in the current Appeal have been designed through a joint assessment carried out by the IRCS and the Federation.

In terms of organizational development, the IRCS seeks to enhance its performance at headquarters and branch levels including development of its youth and volunteer bases as the main resource of the society's interventions in disaster response, health, rehabilitation and preparedness.

The recognized capacity of the IRCS in delivering humanitarian assistance has been built through its continuing involvement in the provision of assistance to victims of both natural and man-made disasters involving:

- humanitarian operations during the long Iraq-Iran war in the 1980s;
- the operation launched during the first Gulf War in 1991-1992;
- continuing assistance provided to people adversely affected during the years of sanctions;
- the ongoing operations that the society has been actively involved in since 2003, including mobilisation and distribution of the relief assistance following the events in Faludga, the tragedy at the al-Aima bridge in Baghdad, the most recent hostilities in Tel-Afar and many other different humanitarian interventions

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The society has, over the years, gained public trust and confidence -- important assets that facilitate the smooth delivery of services to those affected. The IRCS has been able to demonstrate the required level of neutrality and impartiality. Today the IRCS is one of the few organizations that can deliver critical humanitarian services, under very difficult circumstances, in all parts of the country.

### **Movement Coordination**

In 2006, the ICRC will continue to support the IRCS in the areas of relief, tracing, dissemination and information. The ICRC and IRCS are reviewing their partnership with the objective of strengthening current programs and developing modalities for further building the society's capacities in emergency response. A new relief framework will be negotiated to complement the current Cooperation Project Agreements. In addition,

- the ICRC and IRCS are focusing on developing capacity of the IRCS branches that are most involved in conflict response actions.
- The ICRC is looking for ways and means to strengthen IRCS operations including radio communications networks, and potentially water delivery capacity.
- the IRCS, Federation, and ICRC have agreed to develop common approaches within the newly formulated Movement coordination mechanism.

In addition, the Federation and ICRC have agreed to harmonize programmes with common objectives and activities, including providing technical expertise. In terms of building IRCS emergency response capacities, the Federation and the ICRC are preparing to increase the amount of relief assistance through the IRCS as well as to improve the IRCS' logistics and warehouse management, security procedures, safer access, and disaster management procedures (including needs assessment and reporting).

*Memorandum of Understanding on the Management and Coordination of International Red Cross and Red Crescent Movement Response in Iraq* between the International Federation, the Iraqi Red Crescent and the ICRC is pending (signature expected imminently). Through this MoU the partners will commit to working closer together to ensure the most vulnerable receive maximum benefit from Movement resources by managing them in the most effective and flexible way. One of the objectives of this MoU is "to combine efforts and participation of all the components of the Movement to respond with speed, flexibility and creativity to the needs of the vulnerable people while creating opportunities for reflection on the direction the Movement should be taking in Iraq". It has formed the foundation for all current and future bilateral and multilateral agreements in Iraq.

### **IRCS and Federation Planned Activities**

#### **Disaster Response and Preparedness**

##### **Background and achievements / lessons learned to date:**

Since 1991, the Iraqi Red Crescent has been actively engaged in the delivery of humanitarian relief assistance to millions of Iraqis. It has been one of the few public organizations to have survived all the challenges of the last decade and has continued to play a significant role in providing essential services to those most in need. Its successful humanitarian interventions at the time of critical changes in the country have helped create trust and confidence from all parts of the community.

The conflict and socio-economic situation in the country have been worsening, and there may be a considerable way to go before stability and order is perceived to have improved. In the Iraq of today, bomb explosions and clashes between warring groups claim dozens of lives every week. People are forced to live in a very hostile environment where robbery and criminal acts are a daily reality.

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Reports from the UN and government agencies clearly show the deterioration of socio-economic conditions and the need for vigorous interventions. The recent UNHCR/IOM report<sup>4</sup> on Internally Displaced People (IDPs) indicates that in the period between 2004 and first half of 2005, hundreds of thousands of Iraqis were forced to flee their homes because of fighting waged between the Allied Forces and the armed Iraqi insurgents. The high-level insecurity compounded by frequent and continued displacement has made the IDPs more vulnerable and totally dependent on handouts from the international agencies

Widespread unemployment, the disappearance of the social security network, the collapse of the public utility supply systems, and growing hopelessness has all contributed to an increase in numbers of extremely poor families, in addition to those already vulnerable single parent families, the handicapped, orphans and the older generations without family support).

**Overall goal: To address vulnerability of the deprived groups of a population severely affected by political instability, economic decline, and collapse of the social security structures.**

**Objective 1: To ensure that 50,000 most vulnerable families across the country are identified according to clearly established criteria and are assisted through the distribution of the winter kits containing the most essential relief goods.**

Expected results:

- 50,000 target beneficiary families have received the emergency kits at the wake of the winter season.
- 10,000 emergency kits are procured and pre-positioned at selected branches and distributed as required.
- The vulnerability of the at-risk population is reduced through the IRCS assistance.

**Objective 2: Enhance the disaster management capacity and technical skills of the staff and volunteers; develop response plan and mechanisms for emergency information, communication and resource mobilization.**

Expected results:

- Knowledge, skills and capacity of the Iraqi RCS staff and volunteers in the humanitarian operations management are increased through the relevant training and practical field exercises;
- Warehousing, logistics functions and preposition of essential emergency relief items are organised in line with the effective response requirements including decentralisation of the system.

## **Rehabilitation**

### **Background and lessons learned / to date:**

Since March 2003, the International Federation has supported the IRCS in the implementation of a number of rehabilitation and reconstruction projects. These projects have been aimed at enhancing the national society capacity to provide essential humanitarian assistance, especially in the area of health and social care, to the most vulnerable people. The quality of the IRCS health services has been improved through physical rehabilitation, and furnishing and equipping the society's Paediatric and Maternity Hospitals in Baghdad.

In addition the Federation has completed the construction and furnishing of two vocational training centres for war remnant victims in Basra and Suleimaniya. The construction of the Diyala Branch building has effectively contributed in activating the society's humanitarian assistance and development programmes in this governorate. The construction of a regional warehouse for IRCS Salah-ed-Din branch is ongoing, as well as upgrading the Kut Maternity Hospital and Baghdad Surgical Hospital. These three projects will be completed and handed over to the NS during the first quarter of 2006.

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<sup>4</sup> UNHCR /IOM report, 11 July 2005

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**Programme goal: the overall IRCS emergency response and specialised health care delivery potential has improved and is effectively used in its daily operations.**

**Objective: The IRCS has rehabilitated or reconstructed a number of its health institutions and its logistics base in Baghdad, and contributed towards the rehabilitation of the potable water supply system.**

Expected results:

- Three IRCS hospitals and health centres are rehabilitated and equipped to meet the acceptable standards applied to health care institutions.
- The rehabilitation and furnishing of the IRCS medical centre in Baghdad has considerably increased the service to the vulnerable population.
- The establishment of water treatment plants and the provision of one mobile water treatment unit have reduced health hazards to a minimum level in the selected remote areas that have suffered from severe shortages of potable water.
- An IRCS logistics base/warehouse is constructed in Baghdad to become an integral element of the Society's emergency response system.

## **Health and Care**

A substantial increase in the need for community based health care, and improved IRCS health service provision have been defined as amongst the national society's major priorities. The scope of these activities includes a substantial expansion of First Aid training, continuation of the involvement in health education on common diseases, in immunisation campaigns, HIV /AIDS and PSP programmes.

### **Background, achievements and lessons learned to date**

The CBFA Programme was introduced in Iraq in 1997 while the health education and dissemination programme started in 1999. These were merged in 2001 to become the most comprehensive CBFA programme in the MENA Region. More than 2,700 volunteers attended the CBFA basic courses in the two years before the war. Numerous courses were conducted on subjects such as nutrition, breast-feeding, general hygiene, diarrhoea, water and sanitation, prevention of communicable diseases and self-examination of breast cancer. These courses were organized in the IRCS and Ministry of Health primary health care centres, schools, public buildings and mosques. Six hundred volunteers actively participated in 16 national immunization campaigns. TV spots, leaflets, posters were prepared and distributed all over the country.

Following the evaluation of the health programme in 2002, the CBFA/health education training module for volunteers was structurally revised, but its introduction to regular activities was disrupted by the war.

The overall deterioration of living conditions was reflected in the rapid nutritional assessment conducted in Baghdad by UNICEF in April-May 2003. The assessment also explored the dramatic increase in the rate of diarrhoeal diseases among the children (as high as 72%). The same survey revealed a doubling in the prevalence of acute malnutrition – the most sensitive indicator in emergencies. A later assessment conducted by WFP in 2004 showed that social conditions had not improved.

The Ministry of Health survey report published in December 2004 further illustrated the scale of the deterioration of public health institutions: 60% of the 1,717 primary health care (PHC) centres (each serving an average population of 35,000) needed rehabilitation, 90% did not have running water, and all suffered badly from the shortage of medical supplies. Likewise, out of the 197 public hospitals (with a total bed capacity of 36,000), 90% require extensive structural rehabilitation and refurbishing.

Since 2003 the IRCS has developed capacity in providing psychosocial support to the population, especially to the children and youth. Ten volunteers from Basra, Baghdad, Anbar and Suliymania were trained to start activities at the three PSP centres. The IRCS branches have been increasingly aware of the best practices in the field of

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psychological support, and the 120 volunteers have benefited from the four workshops for a group therapy and debriefing.

**Programme Goal: Reduction of endemic health problems of vulnerable populations in the 18 governorates through the development of community organizations, and the active participation of trained IRCS volunteers in the health intervention, promotion and psychosocial support activities.**

**Objective 1: The IRCS has an increased capacity in planning, organizing and implementing regular First Aid and Health Promotion (HIV/Aids) courses as a prerequisite to substantially increasing the participation of its volunteers in the national health intervention programmes.**

**Objective 2: The IRCS has an increased capacity in planning, organizing and mobilizing volunteer participation in National Immunization Campaigns (NIDs), in close collaboration with the Ministry of Health and UNICEF.**

**Objective 3: The IRCS is engaged in providing psychological support to children, widows, elderly and deprived families.**

Expected results:

- 5,000 volunteers will be recruited and get training in basic first aid and will have the basic skills to provide first aid services. Sixty IRCS volunteers will have received advanced training (third level) in first aid.
- Six hundred IRCS volunteers will have developed their capacity in planning and organizing immunization campaigns.
- 1,140 IRCS volunteers will have received programme management training, and will have been utilized in the IRCS health and social welfare activities.
- 36 volunteers will have received advanced knowledge in the prevention of HIV/AIDS.
- The IRCS psychosocial support facilities in Basra and Suleymania governorates and in Baghdad are fully operational.

## **Organizational Development**

### **Background and achievements/ lessons learned to date**

To improve its overall performance, the IRCS recognized the need to systematically work on basic management development issues. In 2004-2005 it has addressed the following priorities: strengthening the Society's legal base, rationalization of management and operational structures, increased human and financial resources, branch development, and recruitment and retention of youth and volunteers to ensure effective service delivery.

The national society has updated its Statutes, which clearly defines now roles for governance and management. Following the new Statutes, a new governing board was elected and approved by the General Assembly in August 2005. During 2004-2005 nine branch offices have been rehabilitated. Nine others have been provided with the new premises, including training facilities. Considerable inputs have been made to enhance the management skills of the national society's leaders, managers, general staff and volunteers. Special attention was given to the training on project planning, management and reporting. The youth and volunteers section has been helped to strengthen its organisational structure, human resources and systems/procedures. The IRCS has more than 2,500 active volunteers who have been regularly engaged in the various services and programmes. The process has been instrumental in starting to develop a new strategic plan and operating procedures to ensure uniformity of administrative systems at the headquarters and branch levels.

**Programme Goal: The IRCS has provided effective and efficient services to vulnerable groups on the basis of its clear legal identity, in full compliance with the fundamental Red Cross and Red Crescent Principles and its own Constitution, and through a well-developed organizational and management infrastructure.**

**Objective 1: The IRCS has enhanced its organizational and operational capacity at all levels.**

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### Expected results:

- Human resources and financial management systems have been developed, and successfully implemented at the headquarters and branch levels.
- The headquarters and branches have improved their programme planning, accounting, monitoring and reporting systems, as important prerequisites to the efficient services to the target groups of population.
- Coordination and communication between the headquarters and the branches has improved through structured meetings and regular information sharing.

### **Objective 2: The IRCS has developed and implemented an effective youth & volunteer management system.**

#### Expected results:

- An increased number of youth and volunteers (reflecting gender balance) are effectively trained and the rate of their retention has been improved.
- Increased youth and volunteer participation in the decision making, planning and management of IRCS at all levels.
- The role of youth and volunteers in vulnerability reduction is increasingly recognized by the IRCS and the community.

## **Humanitarian Values**

An Iraqi citizen who devotes his or her time to the work of the national society needs to appreciate the greater context of this work, including the Red Cross Red Crescent Movement's history, its fundamental principles and ideals, global structure, and – with compelling relevance in today's turbulent Iraq – the protective role of the emblem under international law.

The Iraqi Red Crescent staff and volunteers have the basic knowledge of the fundamental principles as well as of the Movement's mission. Special emphasis has been placed on the promotion of humanitarian values and principles through the induction courses and the dissemination work supported by Federation and the ICRC. Knowledge sharing efforts will continue throughout the programme implementation (principles to action).

**Program Goal and Objectives: To continue to promote the fundamental principles and humanitarian values of the Movement to IRCS volunteers and staff, and to the wider population, throughout the ongoing programme activities.**

#### Expected results:

- All members of the national society are aware of the humanitarian values of the Movement.
- All training curricula include inter-active sessions on the fundamental principles and humanitarian values.
- Increased visibility of the IRCS contributing to a better understanding of its mandate by the authorities, external partners and general public.

## **Management & Coordination**

The Federation's delegation in Baghdad was operational until the first quarter of 2004 when its expatriate staff was to be relocated to Amman (Jordan). Since then the presence of the International Federation in Iraq has been maintained through the good services of the IRCS and a small Federation office in Baghdad, which has been providing management support and monitoring. This operational structure is reinforced by the Federation's Iraq Delegation in Amman, presently with two expatriate staff and three local employees. The establishment of the IRCS branches in all administrative regions (governorates) of Iraq (in the 1990s) was inspired and practically supported by the International Federation. This administrative and operational infrastructure of the IRCS played a crucial role in targeting and delivering humanitarian assistance during the years when the country was under economic sanctions.

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**The overall goal and objective: To ensure that the IRCS receives practical support in and professional advice on all aspects of operational management, related to the achievement of the goals and objectives outlined in this emergency appeal.**

The operational objective of the Federation evolved into an advisory role with a particular focus on capacity building and monitoring response activities. The empowerment of the society to hold full responsibility for the day-to-day operational and programme management has proved to be a positive development in the prevailing situation. This approach will speed up the growth of the IRCS into a strong, autonomous, operationally efficient, and accountable national organization.

Expected results:

- All projects included in the emergency appeal are implemented in an effective and efficient way and within the defined time frame.
- The required resources are fully mobilized.
- The national society is collaborating with other agencies and with established NGOs in the country in joint programming initiatives.
- The IRCS achieved a level of operational management and competence that minimizes the need for continuing technical support of the International Federation.

With this new Emergency Appeal no. 05EA026, the previous Appeal (no. 08/2003) will be closed, and a final report will be issued by February, 2006.

**Budget summary**

See Annex 1 for details.

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Secretary General

**[Budget below; click here to return to the title page and contact information.](#)**

**BUDGET SUMMARY**

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**Iraq - Humanitarian assistance**

TYPE	VALUE
<b>RELIEF NEEDS</b>	<b>IN CHF</b>
Shelter & constructions: regional warehouse	640,000
Clothing & textiles	96,000
Water & sanitation	910,000
Medical & first aid	2,380,000
Utensils & tools	14,000
Generators	180,000
Other relief supplies: basic relief items	7,819,000
Other equipment	309,000
<b>TOTAL RELIEF NEEDS</b>	<b>12,348,000</b>
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<b><u>CAPITAL EQUIPMENT</u></b>	
Computers & telecom. equipment	90,000
<b><u>PROGRAMME SUPPORT</u></b>	
Programme support (6.5% of total)	1,089,000
<b><u>TRANSPORT STORAGE &amp; VEHICLE COSTS</u></b>	
Distribution and storage	23,000
Transport and vehicle costs	174,000
<b><u>PERSONNEL</u></b>	
Expatriate staff	272,000
National staff	596,000
Consultants	17,000
Workshops & seminars	1,529,000
<b><u>ADMINISTRATIVE &amp; GENERAL SERVICES</u></b>	
Travel & related expenses	70,000
Information expenses	161,000
Administrative & general expenses	381,000
<b>TOTAL OPERATIONAL NEEDS</b>	<b>4,402,000</b>
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<b>TOTAL APPEAL CASH, KIND, SERVICES</b>	<b>16,750,000</b>
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<b>LESS AVAILABLE RESOURCES (-)</b>	<b>3,800,000</b>
<b>NET REQUEST</b>	<b>12,950,000</b>
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