

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

CHINA: FLASH FLOODS

Appeal no: 16/02
25 June 2002

*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 178 countries.
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IN BRIEF

THIS APPEAL SEEKS CHF 5,044,000 (USD 3,343,645 or EUR 3,436,311) IN CASH, KIND AND SERVICES TO ASSIST 100,000 BENEFICIARIES FOR THREE MONTHS

Summary

Nineteen provinces in China have been affected by extensive flooding brought on by exceptionally heavy rains during June. The massive amount of rain was particularly unusual as it fell with extraordinary speed. As the rain continues more flooding appears to be inevitable. Among the most severely affected areas, are traditionally drought affected areas which did not anticipate normal rainfall much less large scale flooding. Villagers and townspeople who have been battling the challenges brought upon by drought were unprepared to cope with a disaster of this kind, and are now contending with the destruction of their homes and fields due to flash floods and landslides.

The Red Cross Society of China (RCSC) and its branches in the affected areas were among the first to respond to the floods and provide much needed relief items to affected communities. The massive extent of the flooding, however, has overwhelmed the coping mechanisms of communities already weakened by the drought and at the request of the RCSC, the International Federation is launching this Appeal to support the ongoing RCSC relief operation. The Society in cooperation with the Federation seeks to provide immediate assistance in the form of food for 100,000 people for a three month period as well as quilts, tents and water purification powder. This initial appeal is subject to future revisions depending on the evolving needs of the situation.

The Federation has released CHF 200,000 from its Disaster Relief Emergency Fund (DREF) to initiate relief activities.

Situation

Torrential rains that fell between 8 and 10 June affected large parts of north west, central and south eastern China resulting in flooding, flash floods and landslides. The worst affected areas are the provinces of: Sichuan, Shaanxi, Chongqing, Fujian, Hunan, Guangxi, Guizhou and Jiangxi.

According to the Chinese press, the number of people reported to have lost their lives currently stands at some 530 persons, a figure that is likely to increase as the situation evolves. Floodwaters, moving southwards, have passed through the central province of Hunan destroying hundreds of homes. According to the official Xinhua

news agency scores of people in southern China have been killed in landslides, and hundreds of thousands have been forced to evacuate their homes.

The RCSC reports that approximately 95 million people have been affected so far. Some 683,000 people are homeless, having either lost their homes or had their dwellings partially destroyed and, a vast amount of agricultural areas have been flooded. The economic losses are currently estimated at USD 3 billion.

Several aspects of this year's flooding have been abnormal: firstly, the floods hit inland provinces like Shaanxi, Guizhou and Sichuan, which ordinarily suffer from drought; secondly, the 2002 rainy season started unexpectedly early in June while ordinarily the season's peak is from mid July to mid August; thirdly, torrential rain fell with exceptional speed and magnitude. Although floods are common at the start of summer, record rain increased the rainfall, which reached up to 489 mm within 24 hours in some areas.

The Response so far

- **Government action**

The government has responded to the floods by mobilising the army and releasing CNY 13 million (CHF 2.36 million) for relief operations. Tents, blankets, plastic sheeting and food have been distributed in the worst affected areas. The Ministry of Civil Affairs are coordinating the relief efforts.

- **Red Cross action**

The RCSC dispatched three rapid assessment teams immediately after the first reports indicated the seriousness of the flood situation in Shaanxi, Sichuan and Xinjiang. The RCSC assessment teams reported devastating flash floods in the areas visited. Upon the return of the first rapid assessment team, new teams were dispatched to three other provinces as information collected from local RCSC branches reported that serious flash floods damaged houses, cropland and infrastructure.

RCSC released materials from its Disaster Preparedness Centres in the affected provinces. Tents and clothes were distributed to the worst affected areas, but these covered only a fraction of the immediate needs. Locally raised funds and in-kind donations were collected and distributed as well but, again, were not sufficient.

The provincial RCSC branches in all the affected provinces have dispatched over one hundred medical teams. Medicine was provided to the flood affected population, and measures have been taken to prevent the spread of disease.

RCSC has set up a task force to manage operational activities, organise logistics, national funding and international relations. This will be reinforced by five Federation delegates (reporting, finance, information, relief, and the existing regional DP delegate) to support the implementation of the operation. In addition, in June, two workshops on Disaster Relief Management were conducted in Jilin and Fujian in order to prepare key personnel for relief operations. Participants from all the affected areas attended the workshops where RCSC procedures regarding procurement, warehousing, distribution and finance were covered.

- **Fund-raising**

The RCSC has organised a national 24-hour telephone 'hot line' to allow the public to pledge donations over the phone. The hot line (010-65139999) receives about 100 phone calls a day from all over China. The RCSC has also opened a bank account for public donations and mobilised its branches for fund raising. The Hong Kong Red Cross branch of the RCSC donated one million yuan (USD 120,000/CHF 180,000), and clothing and sleeping bags worth USD 25,000 (CHF 37,581). The American Red Cross has pledged USD 100,000 (CHF 150,318).

The Intended Operation/ Needs

- **Immediate Needs**

Rapid assessment teams are still in the field, two of them with Federation presence. The Federation's Head of Regional Office in Beijing has joined the RCSC/Federation team in Jiangxi and Hunan, while the Federation's field delegate in Guangxi has joined the Guangxi branch assessment team in the northern parts of the province.

According to the initial assessments made during the third week of June, the primary needs of the affected population are as follows.

- **Food**

Flash floods and landslides occur suddenly and can be over in a matter of hours, but they leave a trail of devastation that seriously impact their victims in the short and long term. Thousands of farmers, already hard hit by drought, have lost all their crops and food supplies. Most farmers were just a couple of weeks away from the next harvest and with their crops as their only source of income, the loss of this harvest will leave many without income or food until the next harvest. Food was accordingly mentioned as the top priority by most of the flood-affected population interviewed by the assessment teams. Local authorities also emphasised the need for food assistance.

The World Food Programme is presently conducting assessments but has yet to receive an appeal or request for international assistance from the government.

- **Clean water**

The flash floods contaminated a number of water sources and the provision of water purification powder during the flood relief operations in 1998 and 1999 proved to be of great value.

- **Temporary shelter**

People who have lost their homes will need considerable time to rebuild their houses. Many are living in government offices and in schools, but soon these buildings will be needed for their original purpose and a large number of people will still not be in a position to rebuild their homes.

- **Medicines**

RCSC medical teams are active in most of the affected areas and there is an increasing need for basic medicines.

- **Quilts**

Experience from previous floods has proved that people affected by floods are likely to remain in temporary shelters for several months. Although the weather is fairly warm at the moment, night time temperatures are known to drop considerably. Quilts, furthermore, are often used as a substitute for a bed.

- **Clothing**

Clothing was defined as a need by both the local government and the flood affected population. Please note that the importation of used clothing is not possible in China.

Coordination

The Chinese government's Civil Affairs Bureau is responsible for the coordination of the flood relief efforts. The limited number of actors involved in this operation and the strong coordinating role played by the Civil Affairs Bureau ensures that overlapping and duplication of the relief efforts is avoided.

Proposed Operation

Based on information collected by the RCSC/Federation assessment teams, and information provided by the government the main needs are as identified in the section above. The number of affected and the numbers of houses damaged or destroyed are still unconfirmed. It is however evident that very large numbers of people have been affected, and that materials provided by this appeal will cover only a fraction of the actual needs.

The RCSC will support the most vulnerable segments of the population and based on the latest information from the Ministry of Civil Affairs at the time of distribution, the final distribution plans will be made. Of all the needs

mentioned above the RCSC and the Ministry of Civil Affairs have agreed that RCSC will focus on the provision of food, water purification powder, quilts and tents.

Experience of flood assistance operations in China shows that it is essential to maintain a degree of flexibility in the geographical targeting of relief. While it is possible to specify which provinces are in need of assistance at the moment, it is still possible that other provinces might be affected later on. Donors should therefore allow the Federation and the RCSC flexibility in directing assistance as the need arises.

Objectives and activities planned to reach the objectives •

Operation Goal: To meet the urgent needs of women, men and children in eight affected communities for food, shelter and a clean water supply.

The RCSC is presently in discussions with provincial Red Cross branches and local authorities in order to identify the most vulnerable segments of the flood-affected population. Some areas have already received support while others are still difficult to access. The RCSC and the Federation are co-ordinating closely with local authorities identifying areas qualifying for Red Cross support and the final distribution plan is expected after a co-ordination meeting between RCSC headquarters and branches in the affected provinces. This meeting is scheduled for Thursday June 28.

Relief: distribution of food and basic non-food items •

Objective 1: To provide one food commodity (rice or wheat) to 100,000 women, men and children for three months to complement existing foods which are available and accessible.

The next harvest is expected in September and the RCSC and Federation therefore intend to provide 100,000 people with a three month supply of rice or wheat. The beneficiaries will be subsistence farmers who have lost their crops in the flash floods and who will have serious difficulties in getting loans for which they could purchase food and the most necessary items.

Food security is as such not a problem in China, but many subsistence farmers do already have significant debts and with the loss of this year's crop many would have serious difficulties repaying any loans needed to procure food until the next harvest.

The rice and wheat will be purchased locally.

Indicators of the success of the distribution shall be:

- 80% of beneficiaries interviewed confirm that food resources eliminated the need for survival strategies which could have resulted in long term negative consequences on household viability and livelihood;
- systems are in place which enable stock levels, movements and distributions to be monitored by commencement of distributions; and,
- commodities selected for distribution includes consideration of local acceptability and preparation and nutritional composition.

Water and sanitation •

Objective 1: to provide water purification powder and disinfectant for the benefit of 1 million men, women and children in areas where water sources have been contaminated.

Indicators of the effectiveness of the project shall be: no outbreaks of a diarrhoea epidemic in target areas throughout the duration of the operation.

Shelter •

Objective 1: to provide 2,000 tents to vulnerable segments of the population who have lost their homes because of the floods.

The RCSC will primarily aim to distribute tents to single-parent headed families, poor families, families with large numbers of children and the elderly who are projected to require a greater amount of time to rebuild their homes.

Objective 2: Provide 20,000 quilts to the most vulnerable segments of the flood-affected population.

Indicators of the effectiveness of the project shall be:

- The covered area available per person averages 3.5-4.5m²;
- People have access to a sufficient number of quilts to provide protection from the climate.

Capacity of the RCSC •

The RCSC has an extensive nation-wide network of 153,000 grassroots volunteer groups, 2,562 county and district branches, 374 prefecture and city branches and 31 provincial branches. The number of members of the RCSC is 23 million, making the RCSC one of the largest National Societies. The RCSC has extensive experience in relief operations. Operational procedures and management structures are well in place. An external review commissioned by the Federation in 1999 found that RCSC in China is unique in the sense that it was the only institution having a network which covered all levels from beneficiaries to international donors, and which in the early stages of a disaster had sole access to affected areas.

The RCSC was previously a part of the Ministry of Health, but has in recent years become independent. Where RCSC previously had access to government vehicles most of the provincial and county branches no longer have access to transportation. As a support measure for increased independence of the RCSC, and to ensure an efficient implementation of this operation, the appeal includes a request for vehicles.

Monitoring and Evaluation •

Proposed activities and indicators to monitor and evaluate the overall effectiveness of RCSC/Federation flood relief activities include:

- end-user monitoring through household-level visits and interviews ensures women, men and children can provide feedback on the effectiveness of the food aid, shelter and water supply intervention;
- monitoring and final evaluation activities providing information on the effectiveness of the programme in meeting the needs of different groups within the effected population;
- clearly documented criteria regarding selection of beneficiaries; and,
- distributions of relief items monitored to ensure that targeting criteria is respected.

In addition, appropriate logistics systems will be implemented to permit accurate monitoring of the movement and distribution of stock.

Capacity of the Federation •

The Federation has had a permanent presence in China since 1998. The Federation delegation is presently composed of three delegates, Head of Regional Office, a disaster preparedness delegate and a health delegate (commencing July 2002) plus two short term information delegates. The delegation will over the coming weeks be strengthened with four additional delegates (finance, reporting, relief, long term information). On financial matters the Federation's Regional Delegation in Kuala Lumpur is supporting the operation.

Budget summary

See Annex 1 for details.

For further details please contact: Aurelia Balpe, Federation Desk Officer, Phone: 41 22 730 4352; Fax: 41 22 733 0395; email: balpe@ifrc.org.

All International Federation Assistance Operations seek to adhere to the Code of Conduct and are committed to the Humanitarian Charter and Minimum Standards in Disaster Response (SPHERE Project) in delivering assistance to the most vulnerable.

In line with the Minimum Reporting Standards, the first operations update on this appeal will be issued within 30-days of the launch and the second will be issued over the course of the operation; a final narrative and financial report will be issued no later than 90 days after the end of the operation.

This operation seeks to administer to the immediate requirements of the victims of this disaster. Subsequent operations to promote sustainable development or longer-term capacity building will require additional support and these programmes are outlined on the Federation website.

For support to or for further information concerning Federation operations in this or other countries, please access the Federation website at <http://www.ifrc.org>

Jean Ayoub
Director
Disaster Management and Coordination

Didier J. Cherpitel
Secretary General

BUDGET SUMMARY

APPEAL No. 16/2002

China - Floods

TYPE	VALUE
RELIEF NEEDS	IN CHF
Shelter & constructions: 2,000 family tents	720,000
Clothing & textiles: 20,000 quilts	240,000
Food: 4,500 MT of cereals (Rice & Wheat)	1,980,000
Water and sanitation	758,000
Other relief supplies	100,000
TOTAL RELIEF NEEDS	3,798,000
<u>CAPITAL EQUIPMENT</u>	
Vehicles: 6 units	115,000
Computers	4,000
<u>PROGRAMME SUPPORT</u>	
Programme management	340,000
Technical support	102,000
Professional services	113,000
<u>TRANSPORT STORAGE & VEHICLE COSTS</u>	107,000
<u>PERSONNEL</u>	
Expatriate staff	190,000
National staff	130,000
<u>ADMINISTRATIVE & GENERAL SERVICES</u>	
Travel & related expenses	30,000
Information expenses	15,000
Assessments, surveys, evaluations	50,000
Administrative & general expenses	50,000
TOTAL OPERATIONAL NEEDS	1,246,000
TOTAL APPEAL CASH, KIND, SERVICES	5,044,000
LESS AVAILABLE RESOURCES (-)	
NET REQUEST	5,044,000