

# OPERATIONS UPDATE



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

3 September 2002

*This Ops Update is intended for reporting on emergency appeals.*

*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. For more information: [www.ifrc.org](http://www.ifrc.org)*

*Appeal No. 16/02; Launched on 25 June 2002 for CHF 5,044,000(USD 3.34m/EUR 3.43m) for 3 months for 100,000 beneficiaries.*

*Disaster Relief Emergency Fund (DREF) Allocated: CHF 200,000*

*Operations Update No. 4; Period covered: 31 July - 25 August; Last Update: 30 July 2002*

### IN BRIEF

*Appeal coverage: 57.5%*

*Related Appeals: East Asia 2002 regional programmes, appeal no. 01.37/2002*

*Summary: With another wave of flash floods, mudslides and typhoons having severely hit several provinces of China during August and the current emergency around the Dongting Lake and the Yangtze River, China has been experiencing one of the most critical flood years since 1998. The Red Cross Society of China (RCSC) continues to provide assistance and relief items to victims of flash floods and to update contingency plans. The RCSC is working in close cooperation with the International Federation to provide relief assistance to affected communities.*

### Operational Developments w

This year, a disaster prone China has been exposed to extreme natural phenomena. Red Cross Society of China estimates that since June, 140 million people have been affected, 1.3 left homeless and 1,123 killed in floods across the country. While heavy downpours have been repeatedly registered since June in central and southern provinces, a prolonged drought and high temperatures were affecting large areas in the north of the country. Bush fires raging in Inner Mongolia, for more than 20 days in August were the worst in the last 53 years, has been reported by the State Fire prevention Office. An earthquake measuring 5.3 on the Richter scale was felt in the Sichuan and Heat waves that swept across the country claimed several lives while some three thousand five hundred people were hospitalised. A typhoon "Beimian" brought a tropical storm Kammuri to large parts of Guandong, Fujian and Hunan provinces. Heavy rainfall led to flash floods, dangerous rising of river waters and land slides. According to the report issued by the China's Ministry of Civil affairs, the government designated Ministry leading in national disaster response and coordination, in August, 6.34 million people have been affected at different degrees by a typhoon in 108 counties of the three provinces (1,929,000 in Guandong, 1,725,000 in Fujian and 2,690,000 in Hunan); 394,000 people were evacuated, 153 others lost their lives (27 in Guandong, 19 in Fujian and 107 in Hunan) and 12 are missing; 72,000 houses collapsed and 173,000 were damaged; 292,000 hectares of crops were damaged while 60,000 hectares were washed away. A statistical breakdown shows that of three affected provinces, Hunan suffered the most severe losses and damage.

The same report states that since the end of July until August 13, heavy, long-lasting and extremely intense rainfalls have affected large areas of the Nujiang River Basin in the Yunnan province affecting some 999,000 people in 100 counties. Some 106 (one hundred six) people lost their life, 72 are missing and 311 were injured; 13,000 were evacuated; 8,177 houses collapsed and 22,000 were damaged; 108,000 hectares of crops were damaged and 64,000 hectares of crops lost. A Vongfong typhoon wreaked havoc in Hong Kong. Floodwaters swept a bus off a bridge in Gansu province killing 18 people while 11 went missing. Seven miners lost their lives when the mine in Henan was flooded, was reported by the national media.

While final statistics on human and material losses that have occurred during floods in August have not been fully established yet, a state of emergency was declared on August 21, in the Hunan province following a dangerous rise of the Dongting Lake and the adjacent Yangtze River putting at risk as many as 10 million people. On August 25, a state of emergency was declared in Yangtze flood prone regions of Hubei and Anhui provinces. (for addition information please see latest editions of Federation Information Bulletin)

Earlier in June, heavy rainfalls during a pre-wet season, have already claimed 793 lives and caused economic losses of more than 3,61 million US dollars across twenty-five provinces, autonomous regions and municipalities in China. Of 25 affected regions, seven provinces (Shaanxi, Sichuan, Guizhou, Guanxi, Hunan, Fujian, Jianxi) and one municipality-mega city (Chongqing) in Central and Southeast China have been categorized as the ones that suffered the most serious losses and damages. In July heavy rainfalls have further affected Shaanxi, Liaoning and Henan provinces in Northern China as well a south-east province of Guangdong and at lesser extend eastern provinces of Hunan, Jiangxi and Fujian. The flash floods were coupled with a hailstorm in Henan's provincial capital increasing the death toll of June/July disasters by 26.

Media interest in the flash flooding and the evolving flood threat around the Dongting Lake and along the Jangtze has remain very high culminating however in the period from August 21-25.

The arrival of the Regional Information Delegate in mid-July, has contributed substantially to the high media profile given to the Red Cross during the last flood emergency. From August 22 to August 26, the Regional Information delegate was based in Yueyang, a city located on the Lake's shore, acting as a focal point and vital source of information for all international media. Dozens of interviews have been given daily to all international media (agencies, radio, television, written press). It was also an initial and practical opportunity to raise the awareness of the RCSC of the range and the importance of international media activities and public relation activities that will be developed over a period of time.

## Red Cross and Red Crescent Action

RCSC branches along with the Ministry of Civil Affairs were the first to respond to the June Flash Flood and subsequent disasters by releasing emergency funds and available Disaster Preparedness (DP) stocks from both the headquarters and Disaster Preparedness centres, deploying dozens of joined Ministry of Health/Red Cross Medical teams and mobilising volunteers.



Following an initial assessment carried out by 10 Red Cross Society of China's Headquarters (RCSC) and branch teams and based on information gathered by RC provincial branches, the National Society launched a national appeal for solidarity and support to the victims.

At the request of the National Society, the Federation launched on June, 25, the International Emergency Appeal (16/2002). As the result of the Appeal and subsequent donor response, RCSC and the International Federation have developed a Plan of Action qualifying eight provinces having been very seriously and seriously affected for international Red Cross assistance which consists of food: rice or wheat and non-food items such as tents, quilts and water purification powder. The Appeal includes also a request for vehicles and IT equipment and a coverage of operational costs thus ensuring primarily an increased efficiency in the implementation of the operation. This type of support aims also at strengthen the capacity of the RCSC which

in recent years is becoming independent from the Ministry of Health and is positioning itself in the emerging civil society in China.

RC Secretaries of the eight most affected regions (7 provinces and one municipality) were invited in Beijing to attend a briefing provided by RCSC leadership and Relief and Finance managers on NS's Operational Rules and Procedures. Federation representatives have been given the opportunity to brief participants on Federation narrative and financial operational reporting requirements.



Later, at the end of July, sixteen (16) RCSC's Finance Officers (two from each of the eight targeted provinces) attended a three day Workshop on financial management and reporting. The workshop was organized by the RCSC Headquarters and hosted by its new Head of Finance department. A representative from the Federation's regional finance unit in Kuala Lumpur facilitated the session on Federation Standard financial procedures.

The Regional Delegation in Beijing was reinforced by five delegates :two short term field delegates, and a short term Reporting delegate, a Finance delegate and a long-term Regional Information Delegate. All delegates have had introductory briefings with the RCSC leadership and operational counterparts.

During the reporting period, information, assessment and monitoring visits were carried out by Federation delegates and RCSC counterparts in Hunan, Jiannxixi, Fujian, Guanxi Zhuang Autonomous region and Guizhou provinces.

**Objectives, activities and results**

**Beneficiary selection**

The RCSC and the Federation's delegation have agreed on main criteria for the beneficiary selection as follows:

- Families who have lost their crops during the flash floods;
- Families who have lost their homes or have had their homes seriously damages;
- Elderly without family support, physically or mentally handicapped and families with very low income who have been affected by the flash floods.

However, based on the Conclusions from the 1998 and 1999 Flood Operational Reviews, RCSC and the Federation's Delegation remain supportive of maintaining a flexible approach to beneficiary selection at the provincial level, giving local (prefectures, county and township) branches and local community leaders a degree of flexibility in identifying the most vulnerable in their communities based on locally appropriate vulnerability criteria.

Village committees are responsible for selecting beneficiaries in their respective local communities and organising and carrying out distributions of relief items received from different donors and sources. Beneficiary lists containing beneficiary names, number of family members and the quantity of assistance they are entitled to, are publicly displayed in the village center. If the assistance is channeled through or provided by the Red Cross, the representative of the Red Cross township or county branch will attend the distribution ceremony ( please note that relief distributions in China are organised as small public events with the aim to preserve the dignity of beneficiaries and show gratitude and respect to donors). Upon receipt of goods the beneficiary will sign the list (as usual in China by putting a finger print or a personal stamp on the list). Once the distribution ends, the Red Cross branch representative will collect signed



distribution lists and keep them at the branch level with a copy of the list with signatures to be send to upper organisational levels. RC provincial branches are responsible for compiling all information for the province and forwarding it to the Headquarters. The Federation and the Chinese Red Cross continue to assess affected areas across the country.

**Logistics/Purchase**



- general terms of cooperation between the RCSC and the International Federation, set already in the 1991-1992 operations are based on cash transfers from the Federation Secretariat to the account of the Red Cross Society of China headquarters.
  - logistics department (Service department) of the RCSC headquarters and provincial branches are responsible for purchasing relief items according to NS’s Rules and Regulations for Purchasing commodities which are in compliance with international standards. RCSC keeps the register of suppliers and is responsible for the quality control of purchased items.
  - additionally, the Delegation has compiled a document called “Summary of Key Logistics and Reporting Procedures and specific donors’ requirements” to be translated and further disseminated through the RCSC structures.
- RCSC accounts have been regularly audited by a national auditing company.
  - Red Cross branches at Prefecture level are responsible for providing general support and co-operation while the branches at the county level are in charge of the micro-distribution together with township level which is additionally in charge of compiling final lists of beneficiaries and reporting back to upper organisational levels.

**Current Appeal**

As soon as the first cash transfer was made on July,17,2002, the RCSC started to purchase agreed quantities of water-purification powder and the tents, while the second transfer from July, 25, 2002 has been used for the procurement of quilts, first quantities (1,721 MT) of rice and operational costs. The RSCS has decided to purchase centrally- (headquarters level) relief items from the current Appeal.

**Relief distribution of food and basic non-food items w**

**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.**

Provision of supplementary food assistance to affected people whose farmlands were washed by floods or to those who have lost their only annual harvest remains one the primarily concerns of the RCSC. The total quantity of 45 kilograms of supplementary food supply per identified beneficiary for a three month period will be distributed as a one off donation to ease the distribution process for beneficiaries. The choice to procure rice or wheat will depend on nutritional habits in the affected regions.

The RCSC (headquarters level) has been finalising the purchasing process for the procurement of ( one thousand seven hundred twenty one) 1,721 MT of rice. A contract with the chosen supplier is expected to be signed early this week (week starting on August 26,2002). The supplier can process 180 MT daily (three shifts). Therefore at least 10 days would be needed for processing the rice and at least one week would be needed for packing and marking 15 kg bags. This quantity of rice will cover the needs of 38,244 beneficiaries for supplementary food in three provinces categorised as being the most affected in June flash floods. The targeting of provinces to be supplied at the first place was done according to the degree of vulnerability following the disaster and available funding at the time.

|           |         |         |         |       |         |           |        |         |              |
|-----------|---------|---------|---------|-------|---------|-----------|--------|---------|--------------|
| Provinces | Guangxi | Jiangxi | Shaanxi | Hunan | Sichuan | Chongqing | Fujian | Guizhou | <b>Total</b> |
| Quantity  | 463     | 629     | 629     |       |         |           |        |         | 1,721        |

|               |        |        |        |  |  |  |  |  |         |
|---------------|--------|--------|--------|--|--|--|--|--|---------|
| (MT)          |        |        |        |  |  |  |  |  |         |
| value (CHF)   |        |        |        |  |  |  |  |  | 757,388 |
| beneficiaries | 10,290 | 13,980 | 13,980 |  |  |  |  |  | 38,244  |

The initially planned allocations per province might vary depending on the decision to be taken yet by the Embassy of Japan in Beijing which showed an interest to provide 5,155 beneficiaries in Jiangxi with a total of 232 MT of rice. An ECHO contract, through the Netherlands Red Cross, for a proposal worth CHF 1,470,000 for the provision of the balance of food commodities is pending.

## Water and sanitation w

**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.**

Instead of the initially planned quantity of fifty (50) MT of water purification powder only ten (10) MT of water purification powder were purchased by the RCSC headquarters, due to the Appeal coverage limitations.

All quantities of the water purification powder were ready for transportation from a supplier to seven provincial capitals and the municipality of Chongqing. At the time of reporting, not all of the provinces have received the water-purification powder due to delays in transportation.

Water purification powder is packed in 70 gr sachets. Each sachet is to purify 1,500- 2,500 liters of natural water. Further micro-distribution to beneficiaries in counties, townships and villages has been organised by the provincial branch upon receipt of the goods, takes utmost seven days.

| Provinces     | Guangxi | Jiangxi | Shaanxi | Hunan  | Sichuan | Chongqing | Fujian | Guizhou | Total   |
|---------------|---------|---------|---------|--------|---------|-----------|--------|---------|---------|
| quantity      | 1,5 MT  | 1,5 MT  | 1,5 MT  | 1,5 MT | 1 MT    | 1 MT      | 1 MT   | 1 MT    | 10 MT   |
| value (CHF)   |         |         |         |        |         |           |        |         | 268,906 |
| beneficiaries |         |         |         |        |         |           |        |         |         |

*Details on the water purification powder distributions will be available as soon as the RCSC headquarters receive micro-distribution plans and lists from the provinces.*

## Shelter

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

The RCSC has procured and delivered within the reporting period, 1,755 tents to the seven provincial capitals and to the municipality of Chongqing, according to the agreed distribution plan (please refer to the table below).

| Provinces      | Guangxi | Jiangxi | Shaanxi | Hunan | Sichuan | Chongqing | Fujian | Guizhou | Total   |
|----------------|---------|---------|---------|-------|---------|-----------|--------|---------|---------|
| Quantity /pcs/ | 260     | 260     | 260     | 260   | 180     | 175       | 180    | 180     | 1,755   |
| value (CHF)    |         |         |         |       |         |           |        |         | 578,121 |
| beneficiaries  |         |         |         |       |         |           |        |         | 7,020   |

*Details on the distribution of tents will be available as soon as the RCSC headquarters receive micro-distribution plans and lists from the provinces.*

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

The manufacturing of 30,900 quilts (150cm x 215cm) started on August 17 by the manufacturer chosen through the bidding process carried out by the RCSC. The increased number from 27,210 initially planned to 30,900 of quilts to be procured and distributed to beneficiaries is based on the better price per quilt compared to the budgeted price. With the daily production capacity of 1,000 quilts, the total quantity of the quilts should be produced by September, 3, 2002. The delivery of the quilts will be gradually carried out, with the quantities produced being subsequently dispatched to the field.

| Provinces      | Guangxi | Jiangxi | Shaanxi | Hunan | Sichuan | Chongqing | Fujian | Guizhou | Total   |
|----------------|---------|---------|---------|-------|---------|-----------|--------|---------|---------|
| Quantity /pcs/ | 4,635   | 4,635   | 4,635   | 4,535 | 3,090   | 3,090     | 3,090  | 3,090   | 30,900  |
| value (CHF)    |         |         |         |       |         |           |        |         | 326,519 |
| beneficiaries  | 4,635   | 4,635   | 4,635   | 4,635 | 3,090   | 3,090     | 3,090  | 3,090   | 30,900  |

*NB: RCSC headquarters has suggested to the branches to use a ration of one quilt per targeted beneficiary for the distribution of quilts. The branches remain however flexible in modifying the suggested ration according to the needs and local communities' preferences.*

**Other Relief Items**

In response to the emergency around the Dongting lake, the RCSC branch in Yueyang procured with the support of the Federation 59,340 bottles (600 gr each) of mineral water worth 95,910 RMB (approx. US \$ 12,000). The bottled water was essential to rehydrate civilians and troops which were for many days restless in the attempt to reinforce the dikes and protect the population while the day temperatures were close to 40 degrees Celsius.



**National Society Capacity Building w**

The RCSC has, until very recently been part of, or an extension of, the Ministry of Public Health (MoPH). The Society is now 'separating' from the MoPH and establishing itself as a 'stand alone' organization. A significant degree of independence has been achieved in 25 of the 34 Administrative Units and the process is continuing. It is expected that all the 34 Administrative Units will be independent by the end of 2002. This separation is taking place at all levels of the Society from headquarters to province to branch.

The RCSC and Federation Finance Development Programme, established as a follow up to the 1998 and 1999 flood operation will be a helpful tool for the national society to adjust its financial and accounting procedures throughout the country. The programme was implemented between 2000 and 2001 in 21 provinces of which five are target by this Emergency Appeal. Within the RCSC and Federation computerization project, all 31 provincial branches of the RCSC and six regional Disaster Preparedness centers have now been equipped with computers. RCSC staff members have received initial computer literacy training. A Disaster Preparedness and Response software system application consisting of 13 reporting forms was produced and staff members both at the headquarters and in provincial and municipal branches and regional DP centers are testing the application. Five of the target provinces/municipalities for the current relief operation have benefited from the RCSC and the Federation Computerization Project. Once tested and fully operationally implemented and computerised information flow on disasters between different levels of the National Society will improve the accuracy, the quality and the consistency of reports.

**Coordination w**

Co-ordination is facilitated by the fact that the Red Cross components (RCSC and the International Federation) and the Government have been the major actors in the flood response. The extended UN Disaster Management Team (UNDMT) chaired by the WFP, and gathering high-level representatives of donors' embassies, UN agencies, the World Bank, International Federation of Red Cross and Red Cross Societies, Government of China (Ministry of Civil Affairs (MoCA) and Ministry of Agriculture) and few international NGOs has not met during the reporting period (on June 28-August 27, 2002). The next meeting is scheduled for Monday, September, 2, 2002 and will be focus on developments around the Dongting lake and the Yangtze River alerts.

**Outstanding needs**

The attached contribution list shows a coverage of 57.5%. From June 25 to August 27, twenty three donors (National Societies and/or Governments or private donors) pledged their support in cash and services for the emergency relief operation. (for details please refer to the list of contributions). The Federation is waiting to receive the ECHO contract, through the Netherlands Red Cross, for a proposal worth CHF 1,470,000 for the provision of the balance of food commodities.

*For further details please contact: Aurelia Balpe, Phone: 41 22 730 4352; Fax: 41 22 733 03 95; email: balpe@ifrc.org*

*All International Federation 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. 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's website.*

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

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| China - Floods                                 |             |                  |      |                  |            | ANNEX 1  |
|--|-------------|------------------|------|------------------|------------|--|
| APPEAL No. 16/2002                             |             | PLEDGES RECEIVED |      |                  | 29.08.2002 |  |
| DONOR  | CATEGORY    | QUANTITY         | UNIT | VALUE CHF        | DATE       | COMMENT  |
| <b>CASH</b>                                    |             |                  |      |                  |            |  |
| REQUESTED IN APPEAL CHF ----->                 |             |                  |      | <b>5'044'000</b> |            | <b>TOTAL COVERAGE<br/>57.5%</b>  |
| AMERICAN EMBASSY                               |             | 300'000          | USD  | 466'710          | 12.07.2002 |  |
| AMERICAN - RC                                  |             | 100'000          | USD  | 147'400          | 31.07.2002 | BILATERAL  |
| AUSTRALIAN - GOVT                              |             | 500'000          | AUD  | 420'750          | 04.07.2002 |  |
| AUSTRALIAN - RC                                |             | 18'710           | AUD  | 15'512           | 28.07.2002 |  |
| AUSTRIAN - RC                                  |             | 40'000           | EUR  | 58'900           | 09.07.2002 | WATER/SANITATION NEEDS   |
| BRITISH - RC                                   |             | 30'000           | GBP  | 68'862           | 27.06.2002 | FOR RELIEF ITEMS AND SUPPORT COSTS                                     |
| BRITISH - GOVT/DFID                            |             | 313'726          | GBP  | 713'727          | 09.07.2002 | WATER/SANITATION ACTIVITIES, BLANKETS, QUILTS, SUPPORT COSTS           |
| CANADIAN - RC                                  |             | 26'000           | CAD  | 26'151           | 28.06.2002 |  |
| CANADIAN - VOT/CIDA/IHA                        |             | 247'500          | CAD  | 237'922          | 23.07.2002 | FOR WATER PURIFICATION POWDER & DISINFECTANT, 2000 TENTS, 20000 QUILTS |
| DANISH - RC                                    |             | 231'250          | DKK  | 45'903           | 08.07.2002 |  |
| DANISH - GOVT                                  |             | 30'000           | USD  | 44'700           | 28.06.2002 |  |
| FINNISH - RC                                   |             | 50'000           | EUR  | 73'815           | 27.06.2002 |  |
| JAPANESE - RC                                  |             | 167'000          | USD  | 259'802          | 04.07.2002 |  |
| KOREAN, REP. - RC                              |             |                  |      | 30'000           | 08.07.2002 |  |
| MALAYSIAN - PRIVATE DONORS                     |             | 100              | MYR  | 39               | 19.08.2002 |  |
| MONACO - RC                                    |             | 15'000           | EUR  | 22'088           | 25.06.2002 |  |
| NEW - ZEALAND - RC                             |             | 30'000           | NZD  | 22'782           | 26.06.2002 |  |
| PRIVATE DONORS                                 |             |                  |      | 256              | 01.08.2002 |  |
| SINGAPORE - RC                                 |             | 50'000           | SGD  | 43'547           | 19.07.2002 |  |
| SPANISH - RC                                   |             | 6'000            | EUR  | 8'819            | 22.07.2002 |  |
| SWEDISH - GOVT                                 |             | 700'000          | SEK  | 112'700          | 31.05.2002 |  |
| SWISS - PRIVATE DONOR                          |             | 1'200            | CNY  | 226              | 25.07.2002 |  |
| TURKISH - RC                                   |             |                  |      | 20'000           | 25.06.2002 |  |
| <b>SUB/TOTAL RECEIVED IN CASH</b>              |             |                  |      | <b>2'840'611</b> | <b>CHF</b> | <b>56.3%</b>   |
| <b>KIND AND SERVICES (INCLUDING PERSONNEL)</b> |             |                  |      |                  |            |  |
| DONOR  | CATEGORY    | QUANTITY         | UNIT | VALUE CHF        | DATE       | COMMENT  |
| CANADA   | DELEGATE(S) |                  |      | 20'000           | 30.07.2002 |  |
| JAPAN  | DELEGATE(S) |                  |      | 20'000           | 30.07.2002 |  |
| SWEDEN   | DELEGATE(S) |                  |      | 20'000           | 30.07.2002 |  |
| <b>SUB/TOTAL RECEIVED IN KIND/SERVICES</b>     |             |                  |      | <b>60'000</b>    | <b>CHF</b> | <b>1.2%</b>  |
| <b>ADDITIONAL TO APPEAL BUDGET</b>             |             |                  |      |                  |            |  |
| DONOR  | CATEGORY    | QUANTITY         | UNIT | VALUE CHF        | DATE       | COMMENT  |
|  |             |                  |      |                  |            |  |
|  |             |                  |      |                  |            |  |
|  |             |                  |      |                  |            |  |
| <b>SUB/TOTAL RECEIVED</b>                      |             |                  |      | <b>0</b>         | <b>CHF</b> |  |