

# Operations update



International Federation  
of Red Cross and Red Crescent Societies

## China: Floods

Emergency appeal no. MDRCN002  
GLIDE no.° FL-2007-0097-CHN  
Operations update no. ° 05  
28 January, 2008

### Period covered by this Ops Update: 1

November 2007 to 20 January 2008;

**Appeal target:** CHF 9,462,000 (USD 7,692,683 or EUR 5,710,320) for 12 months to assist 400,000 beneficiaries; [<click here to view the attached Revised Emergency Appeal Budget>](#)

**Appeal coverage:** 23.7%; [<click here to go directly to the updated donor response report, or here to link to contact details >](#)

### Appeal history:

- Launched on 30 July 2007 for CHF 9,462,000 (USD 7,692,683 or EUR 5,710,320) for 12 months to assist 400,000 beneficiaries
- Disaster Relief Emergency Funds (DREF): CHF 240,000 (USD 199,465 or EUR 146,468) was initially allocated from the Federation's DREF to support the national society to respond



A collective house block of five in Shuanglou Village in Henan province is nearly ready for the families to move in.

**Summary:** Red Cross relief efforts after devastating floods hit China this summer are progressing on schedule. Reconstruction of housing is underway in Hubei and Henan provinces for 330 families who completely lost their homes with 150 and 180 houses to be built in each province, respectively. A report from Henan province said that some houses were nearly completed. Chongqing Municipal was a third candidate for the reconstruction of 70 houses. However, this assistance was canceled after the Red Cross Society of China (RCSC) and the Federation visited the sites and made an assessment based on needs of the population and priorities of the RCSC based on current funding.

Rice and quilt distribution has taken place in the key areas and funding support has met the needs for the distribution of quilts while more support is still needed in order to meet the goals to support 2,000 families in the reconstruction of their homes. The selection of four communities for community-based disaster preparedness (CBDP) is currently underway.

## The situation

Floods caused by torrential rains from June to September in 2007 have displaced hundreds of thousands of families. It was estimated that more than 1,000 people lost their lives or were reported missing, while hundreds of thousands of houses totally collapsed in five provinces where the Federation is supporting relief efforts: Henan, Hubei, Anhui and Sichuan provinces and Chongqing Municipal.

The Federation allocated CHF 240,000 from the disaster relief emergency fund (DREF) to assist the RCSC on 16 July and distributed relief goods, such as rice, quilts, water purification tablets and disinfectants immediately.

The additional relief goods from the appeal have been distributed, including construction materials for houses. The beneficiaries of the construction materials are busy building their new houses in order to be finished by the Chinese New Year which is at the beginning of February 2008.

Culturally, it is significant for Chinese people to move into a new house for the New Year and the beneficiaries are appreciative of the rapid distribution of construction materials to enable this to happen for their families.



The allocation of rice to Qianhan village in Henan was not enough to meet the needs of the affected populations. Mr. Song Faying received only one bag of rice (15 kg) though his family has four members and qualified for four bags of rice, according to RCSC's original distribution plan.

## Coordination and partnerships

In China, relief work is done by the government and the Red Cross. There are no NGOs working in this field in China. Thus, coordination and partnerships are limited beyond the immediate support the East Asia regional delegation provides the RCSC in the flood relief operations. Coordination of appeal-related activities are carried out jointly between the RCSC headquarters' relief department and the delegation's disaster management team. The Federation's East Asia regional disaster management team consists of the regional disaster management delegate, the relief coordinator seconded by the Japanese Red Cross for six months and a disaster management assistant. All three have been working closely with the relief department of the RCSC headquarters and have travelled to the five provinces with both headquarters and local branches to monitor the situation and assess the selection of beneficiaries. The relief coordinator will continue to work closely with RCSC during the procurement, distribution and reconstruction phases of the relief and recovery efforts. The regional finance manager is also continuing to provide support as needed to RCSC headquarters and branches in meeting the expectations of financial reporting.

The Red Cross Society of China was able to rapidly respond to extensive flooding caused by torrential rains and typhoons during the summer months in China. Their extensive network of branches throughout the nation responded to the needs of the affected populations with both preparatory measures and relief efforts, including both food and non-food items delivered to those affected by the disasters. Rice, tents, clothing and blankets have been provided to those most severely affected by floods this year.

Generous donations towards quilt procurement by a number of donors allowed for the rapid distribution of warm quilts to affected families. The quilts were well received by beneficiaries before the cool months of winter set in throughout the region.

## National Society Capacity Building

The capacity at both headquarters and local branch levels is high for these projects, with adequate support and funding. The national society has already raised a good portion of funds for the floods and the local branches are able to respond rapidly to the needs of the communities, when properly supplied.

## Red Cross and Red Crescent action

### Overview

Beneficiaries for housing reconstruction have been selected in two provinces. A total of 330 families in Henan and Hubei provinces will have RSCS/Federation assistance in rebuilding their homes. The process is well under way for the construction and is expected to be completed before the Chinese New Year. The Red Cross assistance consists of a grant for building materials, which is supplemented by a smaller local government grant and the offer of an interest-free loan from the bank, negotiated by the government on behalf of the low-income families. The reconstructed brick homes, in many cases replacing houses that were originally built out of mud and timber, will be sited in safe locations with convenient access to local markets.

The third objective to be met by this appeal is for selected communities to go through facilitated community-based disaster preparedness activities. This important component would empower the local communities to identify their risks and undertake certain mitigation activities that would reduce the communities' risk in future flood seasons. Many of the areas affected by this year's floods have been hit repeatedly and face similar losses again in the near future. Many local people attribute the rising risks of repeated damage to the effects of global climate changes they witness each year.

The distribution of rice and quilts was completed by mid-November and the distribution of construction material was finished by the end of November in Hubei and nearly finished in Henan Province.

Although the flood-affected areas are located in the south, the temperature often falls to below zero at night. The beneficiaries who received construction materials in Hubei have almost completed their houses. The progress of construction in Henan province is at around 75.8 percent completion by the time of this report.

The RCSC headquarters and the Federation visited provinces to monitor the distribution of rice and the quilts and also to visit construction sites to see if the materials from the Federation had arrived on time to be used for their houses.

The Federation conducted a workshop on vulnerability and capacity assessments (VCA) between 4 and 9 December. This training will help the provincial Red Cross branches to manage the CBDP projects.

In summary, the relief and recovery efforts in the five provinces covered in this appeal have been moving along steadily. A brief summary of the operation since the last operations update is as follows:

- In November, Federation delegates, together with the RCSC continued to visit both quilt distribution areas and reconstruction sites.
- Reconstruction work involving 150 houses in Hubei province nears completion.
- Reconstruction work involving 180 houses in Henan province is approximately three quarters of the way into construction.
- The final distribution of quilts, contributed by the Danish Red Cross, was procured and distributed in November.
- The appeal goal for supplying quilts has been completely met.
- Communities are submitting proposals for CBDP mitigation activities, and four communities will be selected.



**Mr. Lei Xuyu, from Hubei Province, received rice for his family from the RCSC, with support of the Federation. Because the quality of rice procured by the Red Cross was better quality, he claimed was going to try to keep this rice for the Chinese New Year.**

## Progress towards objectives

Relief distributions (food and basic non-food items)	
<b>Objective: 100,000 of the most affected families (400,000 people) in Anhui, Henan, Hubei, Sichuan, and Chongqing have received 6,000 tonnes of rice (15 kg per person/one time distribution), 45,000 quilts, and 3,000 boxes of water purification tablets.</b>	
Expected results	Activities planned
Reduce affected people's expenditure by providing basic necessities.	Distribute 15 kg of rice per person and one quilt per two people to those who lost houses or crops or both.

### RICE

**Progress:** The distribution of 942.54 tonnes of rice was completed by 22 September. The Swiss Red Cross additionally contributed 36 tonnes of rice (Plan of Action 7) to Henan Province, which was distributed by the middle of November. The relief coordinator monitored the rice distribution (Plan of Action 1 & 2) in Chongqing Municipal area, Henan Province and Hubei Province, and found that the rice was distributed as planned.

However, in Henan, the county Red Cross distributed only one rice bag (15 kilograms) to each family instead of one bag per person for flood affected families, a standard that had been adopted jointly by the Red Cross branches and headquarters staff that attended the meeting on 10 August. The provincial Red Cross relief manager explained that this was because the rice allocated for this area was not enough to distribute to all the affected people. For example, Gongzhang Village and Qinghan Village in Linying County were allocated only 90 bags (1350 kilograms) though there were 700 families affected severely by the flood. The local Red Cross only chose the most vulnerable families among them and distributed one bag (15 kilograms) per family, allowing their rice supply to go to more families than originally planned.

**Impact:** 86,967 out of the targeted number of 400,000 people in five provinces have benefited from this rice distribution.

**Challenges:** The issue of a fewer bags of rice being distributed per person in Henan was the result of a limited amount of rice that could be allocated per affected area. This was due to a shortage of funding received on this appeal. While the RCSC originally planned to distribute 6,000 tonnes of rice to five provinces, the total amount that has been procured and distributed was limited to 1,180 tonnes. This shortage of rice caused some provincial Red Cross branches to decide to distribute much less rice to affected people in order to make it fair among villagers.

### QUILTS

**Progress:** The Chinese Red Cross headquarters confirmed that a total of 15,000 quilts donated by the Danish Red Cross were all delivered to Sichuan, Chongqing and Henan in the right number and in good condition on 14 November.

The 5,000 quilts contributed by the Swiss Red Cross for Anhui province were completely distributed by 24 September. The 26,000 quilts from the German government and the German Red Cross were distributed in Hubei as of 12 October. However, the RCSC headquarters and the Federation found during a monitoring visit that in Yun Xi County the quilts were distributed only on 17 and 19 November despite being delivered by the supplier on 24 September. The reason for the distribution delay was attributed to Yun Xi's 60th anniversary on 16 November as the first town liberated by the Communist Party. All activities were put on hold to prepare for the event



Liu Lixian in Hubei Province is happy to receive two quilts. He and his wife have been living in this tent since the flood hit his house on 28 July. His new house supported by the Federation is on construction.

that involved high ranking officials from all over China. The county Red Cross distributed the quilts right after the event, just before the temperatures was expected to go down.

**Impact:** In November, the temperature can fall below five degrees Celsius in these provinces. Those families who lost everything in the floods need to have quilts to survive the coming winter. Considering a total of 46,000 quilts were delivered to beneficiaries by mid-November, the appeal goals have been met in this area.

**Challenges:** In special circumstances, relief distribution efforts must be planned according to local situations. In the case of Yun Xi, it was unavoidable that the quilt distribution would have to wait until after the celebration on this very special occasion. Beneficiaries, who were also proudly part of the celebration for their own county, were nevertheless pleased with the quilts and timing of distribution.

#### Emergency rehabilitation: reconstruction of homes

<b>Objective: 2,000 most vulnerable displaced and poor families living in severely flood-affected villages are assisted in the rebuilding of their homes through co-funding with the local government.</b>	
<b>Expected results</b>	<b>Activities planned</b>
2,000 beneficiaries have new homes without the burden of unmanageable debt	CNY 12,000 worth materials are given to a family who lost their house to reduce their financial burden.

**Progress:** Yun Xi County in Hubei Province and Linyin County in Henan Province were selected for reconstruction and a total of 330 families are supported by the Federation appeal fund. All the materials, worth CNY 12,000 per family, were delivered to the beneficiaries by mid-November in Yun Xi county in Hubei Province. Almost all houses are completed and a ceremony of completion will be held in late January 2008. People are happy to be able to move into new houses for Chinese New Year which starts on 7 February.

The purchase contract for cement was signed on 18 November, nearly ten days after the opening tender in Henan. This delay was due to the rising price of transportation fees since oil prices are on the rise. The supplier won the bid but later withdrew and negotiations were held once again with the suppliers including the tender winning company. Finally, the company that submitted the second lowest price agreed to supply the cement to the villages in Linyin County. The progress of construction in this area is at 75.8 percent completion. The weather, snowing and freezing temperatures are hampering construction right now in January. They are targeting to finish the project by the end of February. (See figure 1 for table of progress on reconstruction.)



Zhao Qingyun's family in Linyin, Henan, is happy to have moved into the new house before the Chinese New Year.



Chongqing was the third area designated for the reconstruction project, however the Red Cross cancelled its plans to reconstruct in this area after the Federation relief coordinator's site visit. The reasons for the cancellation were 1) some sites were already quite advanced in their stage of construction, 2) all the sites were contracted out to builders and materials were already purchased, and 3) the provincial Red Cross relief manager said that the governor would coordinate the materials between the advanced sites where materials are no longer needed, and the less advanced construction sites. It was determined that this kind of activity had a risk of unclear transactions that could cause complications in monitoring.

**Challenges:** The reconstruction of housing in various areas has been taken on by various entities, including the individual families and communities themselves. In some cases, even though they knew they were candidates for Red Cross assistance, they began reconstruction activities

themselves. This posed a challenge to the Red Cross in considering those sites, especially because the RCSC is hoping to ensure quality standards for rebuilding these homes through the procurement of proper materials. Furthermore, rising oil prices delayed signing of the purchase order and caused a delay in the delivery of supplies.

Figure 1: Progress on reconstruction of homes

	Submit name list to the Federation	RCSC and the Federation sign the PoA	Agreement btw local govt and provincial Red Cross	Money transfer to RCSC-HQ from the Federation	Registration of beneficiaries	Announcement of tender	Tender opening
Hubei		26-Sep	12-Oct	28-Sep		15-Oct	19-Oct
Henan	16-Oct	26-Oct	23-Oct			24-Oct	1-Nov
	Purchase order placed	Materials distributed	25% of const. completed	50% of const. completed	75% of const. completed	House completed	Completion ceremony
Hubei	19-Oct						end Jan '08
Henan	13-19 Nov						

 indicates that process is done  
 indicates that process is partially done

**Community disaster risk reduction and flood mitigation needs**

<b>Objective: The vulnerability of communities affected by this year's flood disaster is reduced through community based disaster preparedness (CBDP) activities</b>	
<b>Expected results</b>	<b>Activities planned</b>
Reduce risks of floods in four communities.	Through the CBDP activities the communities decide on flood mitigation activities and carry them with the involvement of local governments.

**Progress:** The RCSC headquarters and the Federation asked the five provinces covered by the appeal to submit a proposal for CBDP activities. The Federation plans to implement CBDP in four communities and selection is underway. The Federation conducted a vulnerability and capacity assessment (VCA) workshop for targeted provincial RCSC staff members at the beginning of December to provide a deeper understanding of community-based projects. The RCSC and the Federation are carrying out basic assessments on four selected communities and will choose which communities are appropriate for the CBDP project before the Chinese New Year.

**Impact:** The estimated long-term impact of this component is very positive. The communities will establish a committee, disaster preparedness plans, and mitigation activities, as well as build on health education and first aid skills within the community.

**Challenges:** Key factors in the success of community-based projects are for the national society's staff to lead the community to be active to implement a project themselves. People in China are used to top-down policies, as are many Red Cross staff members. A truly community led project is expected to bring challenges for both Red Cross implementers and villagers alike. But, successes from past community-based projects have provided the RCSC many examples of best practice and fruitful experiences that can be shared with the local Red Cross and villagers involved. Funding in this area of the appeal is low, and thus it is regretful that these very important activities cannot be carried out in all beneficiary communities.



Villagers in Zhengyang County, Henan brainstorming on how to reduce the impact of floods.

## Communications – Advocacy and Public Information

Up until early November, the East Asia regional delegation had a communications officer working with the RCSC and the Federation's disaster management team to work on advocacy and public information related to the floods. During these past months, the communications officer was able to coordinate with international media on various stories regarding the floods operations and general information sharing. Due to a lack of funding, this position is currently vacant at the regional level, although the regional delegation will continue to support the national society in all of its communication needs within its capacities.

When the RCSC and the Federation made assessment trips to five provinces and conducted a tender, the events were covered by the local media, news paper and local TV channels. On a few occasions, both the RCSC and the Federation gave interviews and thus were able to gain some good coverage of the issues at hand in the media.

## How we work

***All International Federation assistance seeks to adhere to the Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations (NGO's) in Disaster Relief and is committed to the Humanitarian Charter and Minimum Standards in Disaster Response (Sphere) in delivering assistance to the most vulnerable.***

The International Federation's activities are aligned with its Global Agenda, which sets out four broad goals to meet the Federation's mission to "improve the lives of vulnerable people by mobilizing the power of humanity".

### Global Agenda Goals:

- Reduce the numbers of deaths, injuries and impact from disasters.
- Reduce the number of deaths, illnesses and impact from diseases and public health emergencies.
- Increase local community, civil society and Red Cross Red Crescent capacity to address the most urgent situations of vulnerability.
- Reduce intolerance, discrimination and social exclusion and promote respect for diversity and human dignity.

## Contact information

### For further information specifically related to this operation please contact:

- Red Cross Society of China: Mr. Wang Xiaohua, director of external relations department; email: [rcsc@chineseredcross.org](mailto:rcsc@chineseredcross.org); phone: +86.10.6404.8366, fax +86.10.6402.9928.
- East Asia regional office: Mr. Carl Naucler, (head of regional representation), email: [carl.naucler@ifrc.org](mailto:carl.naucler@ifrc.org); Mr. Qinghui Gu (regional disaster management coordinator), email: [qinghui.gu@ifrc.org](mailto:qinghui.gu@ifrc.org); phone +86 1391 0959 834, fax+86-10-6532-7166.
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**[<Interim report attached below; click here to return to the title page>](#)**

# International Federation of Red Cross and Red Crescent Societies

MDRCN002 - China - Floods 2007

Interim Financial Report

Selected Parameters	
Reporting Timeframe	2007/1-2007/12
Budget Timeframe	2007/1-2008/6
Appeal	MDRCN002
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
<b>A. Budget</b>		<b>9,462,000</b>				<b>9,462,000</b>
<b>B. Opening Balance</b>		<b>0</b>				<b>0</b>
<b>Income</b>						
<u>Cash contributions (received)</u>						
<i>British Red Cross</i>		355,050				355,050
<i>Canadian Red Cross</i>		56,500				56,500
<i>China - Private Donors</i>		185				185
<i>Danish Red Cross</i>		60,964				60,964
<i>France - Private Donors</i>		503				503
<i>German Red Cross</i>		197,280				197,280
<i>Irish Government</i>		328,800				328,800
<i>Japanese Red Cross</i>		303,900				303,900
<i>Korea Republic Red Cross</i>		100,000				100,000
<i>Monaco Red Cross</i>		25,095				25,095
<i>Netherlands Red Cross</i>		66,000				66,000
<i>New York Office</i>		57,950				57,950
<i>Swedish Red Cross</i>		540,000				540,000
<i>Swiss Red Cross</i>		20,000				20,000
<i>United Arab Emirates Red Crescent</i>		12,022				12,022
<b>C1. Cash contributions</b>		<b>2,124,249</b>				<b>2,124,249</b>
<u>Outstanding pledges (Revalued)</u>						
<i>German Red Cross</i>		66,520				66,520
<i>Japanese Red Cross</i>		35,552				35,552
<b>C2. Outstanding pledges (Revalued)</b>		<b>102,072</b>				<b>102,072</b>
<u>Inkind Personnel</u>						
<i>Japanese Red Cross</i>		18,773				18,773
<b>C5. Inkind Personnel</b>		<b>18,773</b>				<b>18,773</b>
<b>C. Total Income = SUM(C1..C6)</b>		<b>2,245,094</b>				<b>2,245,094</b>
<b>D. Total Funding = B + C</b>		<b>2,245,094</b>				<b>2,245,094</b>

## II. Balance of Funds

	Health & Care	Disaster Management	Humanitarian Values	Organisational Development	Coordination & Implementation	TOTAL
<b>B. Opening Balance</b>		<b>0</b>				<b>0</b>
<b>C. Income</b>		2,245,094				2,245,094
<b>E. Expenditure</b>		-1,764,294				-1,764,294
<b>F. Closing Balance = (B + C + E)</b>		<b>480,800</b>				<b>480,800</b>

**International Federation of Red Cross and Red Crescent Societies**

MDRCN002 - China - Floods 2007

Interim Financial Report

Selected Parameters	
Reporting Timeframe	2007/1-2007/12
Budget Timeframe	2007/1-2008/6
Appeal	MDRCN002
Budget	APPEAL

All figures are in Swiss Francs (CHF)

### 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
<b>BUDGET (C)</b>		<b>9,462,000</b>					<b>9,462,000</b>	
<b>Supplies</b>								
Construction Materials	4,000,000						4,000,000	
Clothing & textiles	450,000		225,291			225,291	224,709	
Food	2,808,000						2,808,000	
Water & Sanitation	180,000						180,000	
Other Supplies & Services	500,000						500,000	
<b>Total Supplies</b>	<b>7,938,000</b>		<b>225,291</b>			<b>225,291</b>	<b>7,712,709</b>	
<b>Land, vehicles &amp; equipment</b>								
Vehicles	135,000						135,000	
Computers & Telecom	25,000						25,000	
Office/Household Furniture & Equipm.			250			250	-250	
<b>Total Land, vehicles &amp; equipment</b>	<b>160,000</b>		<b>250</b>			<b>250</b>	<b>159,750</b>	
<b>Transport &amp; Storage</b>								
Distribution & Monitoring	50,000						50,000	
Transport & Vehicle Costs	50,000						50,000	
<b>Total Transport &amp; Storage</b>	<b>100,000</b>						<b>100,000</b>	
<b>Personnel</b>								
International Staff Payroll Benefits	99,900		35,798			35,798	64,102	
Delegate Benefits	65,000						65,000	
National Staff	15,500		1,651			1,651	13,849	
National Society Staff	35,000						35,000	
Consultants	25,000		5,110			5,110	19,890	
<b>Total Personnel</b>	<b>240,400</b>		<b>42,559</b>			<b>42,559</b>	<b>197,841</b>	
<b>Workshops &amp; Training</b>								
Workshops & Training	50,000		4,792			4,792	45,208	
<b>Total Workshops &amp; Training</b>	<b>50,000</b>		<b>4,792</b>			<b>4,792</b>	<b>45,208</b>	
<b>General Expenditure</b>								
Travel	81,800		8,577			8,577	73,223	
Information & Public Relation	30,000		213			213	29,787	
Office Costs	14,400		133			133	14,267	
Communications	42,000		563			563	41,437	
Professional Fees	164,660		33,303			33,303	131,357	
Financial Charges	1,000						1,000	
Other General Expenses	24,710						24,710	
<b>Total General Expenditure</b>	<b>358,570</b>		<b>42,789</b>			<b>42,789</b>	<b>315,781</b>	
<b>Contributions &amp; Transfers</b>								
Cash Transfers National Societies			1,334,015			1,334,015	-1,334,015	
<b>Total Contributions &amp; Transfers</b>			<b>1,334,015</b>			<b>1,334,015</b>	<b>-1,334,015</b>	
<b>Programme Support</b>								
Program Support	615,030		114,600			114,600	500,430	
<b>Total Programme Support</b>	<b>615,030</b>		<b>114,600</b>			<b>114,600</b>	<b>500,430</b>	
<b>TOTAL EXPENDITURE (D)</b>	<b>9,462,000</b>		<b>1,764,294</b>			<b>1,764,294</b>	<b>7,697,706</b>	
<b>VARIANCE (C - D)</b>			<b>7,697,706</b>			<b>7,697,706</b>		