

CHINA: FLOODS

appeal no: 17/99

4 August 1999

THIS PRELIMINARY APPEAL SEEKS CHF 8,500,000 IN CASH AND SERVICES TO ASSIST OVER 1,000,000 BENEFICIARIES

Summary

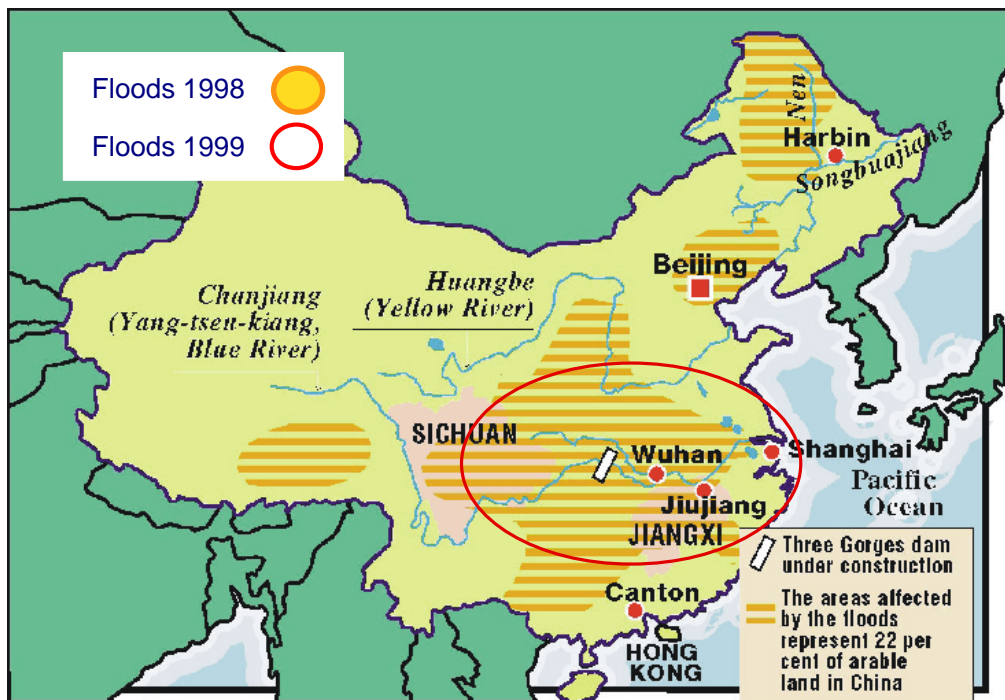
Since the middle of June, sustained rainfall along the upper and middle reaches of the Yangtze river has affected six provinces -- Zhejiang, Jiangsu, Jiangxi, Hubei, Hunan and Anhui -- with a total affected population of some 60 million. As the rains continue, more flooding seems inevitable.

Because of the effect the flooding has already had, and the likelihood that the situation will deteriorate in the coming weeks, the Federation is launching this preliminary appeal to further reinforce its support to the Red Cross Society of China. It seeks to provide immediate assistance in the form of safe water for one million people, for a 30-day period, a 30-day complementary food ration for 250,000 people and basic sanitation supplies for sanitation teams covering the needs of one million people. An international assessment team will leave for the flood areas early next week; its findings will form the basis of the complete appeal.

The Disaster

According to statistics from the Red Cross branches in the six worst affected Provinces of Zhejiang, Jiangsu, Jiangxi, Hubei, Hunan and Anhui, the torrential rainfall has affected some 60 million people. It has left 240 people dead and over 24,000 injured. In addition, over 1.8 million people have had to be evacuated to safer areas. An estimated 482,000 rooms have collapsed. Weather forecasters predict that heavy downpours will continue to drive up the water levels along the Yangtze.

Flooding along the middle reaches of the Yangtze is becoming more serious, according to the latest information from the provinces of Jiangxi, Hubei and Hunan, where the water levels in some sections of the river have been over the danger limit for 20 days. The Government news agency on 21 July quoted local government sources as saying "the flood-control situation is becoming more and more serious" as water levels rose rapidly above the danger line in major cities on the Yangtze, including Yichang and Wuhan in Hubei, and Anqing in Anhui.



The Response so far

Government Action w

The Central Government has made the local authorities responsible for ensuring that flood protection measures are initiated and that the devastating flooding of 1998 is not repeated. In all affected Provinces, the government has called on the army and civilian population to assist in fighting the floods.

On 21 July, the authorities in the central provinces of Hubei and Hunan and the eastern province of Anhui declared a state of emergency, after several dykes on the Yangtze River burst. They evoked the 'Anti - Flood Law', introduced for the first time last year, which empowers flood control officers to make emergency decisions on mobilising workers and materials. In Hunan Province, the provincial government has mobilised more than one million officials, residents and soldiers to carry out round the clock patrols along the four main tributaries of the Yangtze and Dongting Lake, historically among the most flood prone areas in China. In Hubei a total of 340,000 soldiers and civilians are currently patrolling the dykes along the Yangtze.

In Yueyang, a city on the southern bank of the Yangtze, 300,000 soldiers and civilians have been busy reinforcing the main embankments and building 174 kilometres of new dykes, to ensure that these structures can withstand the high flood peaks.

Where localised flooding has forced the evacuation of whole communities, the authorities have moved residents to safer areas. In Anhui Province, one of the three worst hit areas so far, torrential rainfall between June 23 and July 1 resulted in floods rising to their highest levels since records began. A total of 150,000 people were evacuated to safer ground. Many of the victims have been temporarily rehoused in 'Collective Centers' provided by the authorities and given basic relief supplies.

Red Cross/Red Crescent Action w

As in previous disasters of this kind in China, the Red Cross mobilised its resources immediately on receiving the initial flood reports, using a combination of local resources and funds made available from the Federation to assist as many victims as possible.

Just prior to the floods, a major workshop on Disaster Relief Management was held in Beijing in order to prepare key staff to handle the disaster. Participants from all the provinces now being affected by the flooding attended this course.

Provincial Red Cross branches in Hubei, Zhejiang, Anhui and Jiangxi have already sent a total of 1,522 medical teams to the affected areas to provide relief assistance worth a total of 11 million yuan (CHF 2,150,000) that includes medicines, food, clothing, quilts, tents and water pumps.

The Red Cross Society of China (RCSC) HQ in Beijing has requested Provinces to provide up to date disaster reports on the situation in their areas, so that plans of action can be formulated.

Between 6 and 12 June the Head of RCSC Relief Services visited two of the worst affected provinces (Jiangsu and Zhejiang) to carry out an initial assessment of the flood situation and Red Cross activities.

In many provinces, health education teams have printed 'epidemic prevention' leaflets, which will be circulated among the affected population.

The Federation has posted an information officer from the Secretariat Media Service to support the media and information activities related to the flood operation.

Fund-raising w

Provincial Branches have been encouraged to organise their own fund-raising campaigns and release Disaster Preparedness stocks to the worst affected areas.

The CRCS HQ has organised a national 'hot line' to allow the public to pledge donations over the phone. A new bank account has been opened to receive donations. Information about the disaster relief work and donations can be obtained from the CRCS hotline: 0810 - 65139999 and its website: <http://www.chineseredcross.org.cn>.

Initial Response w

Orders have been placed for CHF 464,000 worth of sanitation material and water purification tablets, funded through the Federation, and items will be sent direct to the disaster areas.

Further tendering is underway for water purification tablets, sanitation materials, clothing and tents. These purchases will be funded through a cash reserve of CHF 810,000 built from funds already in country for disaster relief. These funds were previously committed by the Federation and donor national societies in preparation for the 1999 floods. Suppliers will be given detailed distribution plans once a full assessment has been completed, so that essential supplies can be immediately sent to those areas worst affected.

Last week, CHF 100,000 was released from the Federation's Disaster Relief Emergency Fund (DREF), plus CHF 100,000 from the Canadian Red Cross, to assist the national society meet some of the most pressing needs. As well, a second instalment of CHF 200,000 from the DREF will be sent to China to accelerate the procurement of supplies.

Co-ordination w

The main national forum for co-ordination for international agencies is the weekly United Nations Disaster Management Team (UNDMT) meeting, where representatives of all the main UN agencies along with the International Federation's Acting Country Representative take part in information sharing discussions. Other NGOs are invited to attend.

Additional ad hoc meetings will be arranged between the International Federation's Delegation in Beijing and NGOs.

At Provincial level, the Red Cross Branches closely co-ordinate their activities with the local Government's Civil Affairs Bureau. This tight co-ordination helps to ensure that all relief received within each province is evenly distributed. The Red Cross role is outlined in a law specifying its auxiliary role to government.

The Intended Operation

Assessment of Needs •

In mid- July, a team from the Relief Division of the RCSC travelled to Zhejiang and Jiangsu Provinces to carry out quick initial assessments of the flood situation and Red Cross activities. A more thorough assessment involving experts from both the Federation and RCSC is being prepared. The Federation is mobilising an assessment team which will be deployed in affected areas as from early next week. The team's findings will form the basis for the complete appeal and ensure that the Federation is focusing its attention on the worst affected provinces, and that the mix of relief items is correct.

Planning w

The Provincial Red Cross branches are now planning how best to cover the needs of the affected population within their areas of responsibility, based on the levels of response from their domestic fund raising activities and external donations. Planning of food and non food distributions will take into account the following three points:

- { The severity of the disaster in specific areas
- { The capacity of the affected population to recover from the initial disaster. Some Eastern Provinces will manage better than, say, Anhui and Zhejiang
- { The capacity of the local Prefecture and County Branches in the Provinces to efficiently manage and monitor the distribution of the relief issued to them.

Last year's experience shows it is essential to keep a degree of flexibility in the geographical targeting of relief. While it is possible at the moment to specify which provinces need to be assisted, given the evolution of flooding in China, it is likely that other provinces will be affected later on. Donors should therefore allow the Federation and the RCSC flexibility in redirecting assistance.

Following the internal and external reviews that were initiated after the 1998 flood operation, a number of key recommendations will be incorporated into this year's planning process.

Red Cross Objectives w

- { To ensure the rapid mobilisation of funds and goods to provide immediate assistance;
- { To target initially a total of one million beneficiaries in Anhui, Hubei, Zhejiang, Jiangsu, Jiangxi and Hunan provinces. The total homeless population of these six provinces is over 1.8 million. The Federation's appeal would be assisting approximately 60% of the homeless. It may be necessary to expand (or decrease) the number of provinces following the field assessment;

- { To provide **complementary** food (bulk rice) to more than **250,000** people for 30 days with a ration equivalent to **1,450 Kcal** per day;
- { To give sanitation teams basic sanitation supplies for **250,000 families** or the equivalent of at least **1,000,000 beneficiaries**;
- { To provide **1,000,000** people with safe water for 30 days by supplying **30 million** water purification tablets (each tablet giving **10 litres** of safe water);
- { To provide quilts to **250,000** victims (each quilt providing warmth for two people);

- { To provide warm clothing for **200,000** people;
- { To replace part of the initial DP stock used by the RCSC during the early phase of the emergency.

Immediate Needs •

*Food: As generally happens, many families were able to save some stocks of food prior to being evacuated. These stocks, along with emergency supplies provided by the government in the first month of a disaster, will soon be depleted. Added to this, most of the affected population are farmers, who have lost at least one crop (that was close to being harvested before the floods hit), and will be unable to sow their second rice crop due to the serious water-logging. The Red Cross response will be to supply **3,000 MT.** of rice to support over **250,000** victims with supplementary food for 30 days.*

Sanitation Material and Water Purification Tablets: Sanitation materials, in the form of bleach powder, proved essential during the 1998 flood operation by ensuring that the threat of water borne diseases was minimised. This powder was scattered in stagnant pools of water that can easily become breeding grounds for disease-spreading bacteria and insects. Initial supplies of this material have been delivered by the government, but stocks are likely to become scarce in the coming weeks. Similarly, some provincial Red Cross Branches had initial stockpiles of water purification tablets, but the most recent reports indicate that none now remains in the Red Cross Disaster Preparedness warehouses.

*The Red Cross response will be to supply **47 Mt.** of sanitation material for **250,000** treatments. Each treatment would be expected to 'sanitise' one family's living area. The amount of treatments required per family would largely depend on the levels of contamination and the amount of rainfall after the initial treatment. The maximum number of families that could be covered would therefore be **250,000**.*

*This appeal looks to provide clean water, through the provision of **30 million** water purification tablets for a minimum of **1,000,000** victims for a one month period.*

The combined effect of both these materials had a major impact on reducing morbidity and mortality during previous floods. For this reason, much of the Federation Disaster Preparedness funds utilised in the initial stages of this disaster went towards purchasing these materials.

*Clothing and Quilts: To provide **125,000** quilts (1 for two victims) for **250,000** victims, and **200,000** heavy winter coats, to assist a total of **450,000** victims. The provision of quilts and warm clothing has been included in the appeal for a number of reasons, the main one being that while temperatures in the affected areas are currently fairly warm, previous experience shows that flood victims are likely to be living in temporary shelters for several months, by which time night time temperatures will have dropped considerably. Since many of the victims were unable to save their heavy quilts and winter clothing from the sudden onset of the flooding, or have not been able to salvage these items from their homes, it is essential that the RCSC assist the victims with some protection from the elements.*

Vehicles: To provide six 4WD field vehicles to allow the Provincial Red Cross to monitor the distributions of relief.

Replacement of pre-stocked relief supplies: Since the RCSC is likely to use up all its existing stock of Disaster Preparedness materials, the Federation will look for funds through this appeal to replenish the stock valued at CHF 810,000, thereby allowing the society to be able to respond effectively during future disasters.

Anticipated Later Needs •

The current appeal is based on statistics of the affected population at the end of July. However, the flood season in China often extends until late September, and it is impossible at this time to estimate the full extent of any further floods. The Federation may therefore expand and revise this appeal at a later date.

Based on the valuable lessons learnt from the review carried out at the end of the 1998 Flood Operation, The Federation will carry out a similar assessment at the end of this operation.

National Society/Federation Plan of Action

Emergency Phase: July - October 1999 •

The Federation and RCSC will use current reserves of funds and disaster preparedness stocks to help alleviate the worst excesses of the disaster prior to the mobilisation of international funding. Plans of action totalling some CHF 1,200,000 are currently being developed to ensure basic relief supplies (sanitation material, water purification tablets, clothing, quilts and tents) will be delivered to the worst affected areas.

Further plans of action, using funds mobilised by this appeal, will be developed to allow for further interventions. Following the system successfully used in last year's operation, these plans of action will match available resources with the specific needs at the time such funds arrive in China. This allows the RCSC and Federation delegation to fine tune the delivery of relief items to where they are most needed during the evolving disaster.

Capacity of the National Society •

The RCSC have an extensive nation-wide network of 153,000 grassroots volunteer groups, 2,562 county and district branches, 347 prefecture branches and 31 provincial (or autonomous regional) branches. With almost 23 million members, it is by far the largest National Society in the world. An external review commissioned by the Federation earlier this year found "the Red Cross movement (in China) was unique in that it was the only international institution having a network which covered all levels from beneficiary to international donor and which in the early stages of the disaster had sole access to affected areas."

The RCSC has extensive experience in relief operations. Operational procedures are in line with those demanded by international donors. Given the decentralised approach, the Provincial Red Cross units have excellent working relations with the local authorities.

Apart from the assistance given through the International Federation's appeal, the National Society is expected to receive considerable assistance from its branches such as Hong Kong. This assistance will complement the contributions made through the Federation Appeal and will be co-ordinated in such a way as not to duplicate relief inputs by the International Federation.

Present Capacity of the Federation in China w

The China delegation currently comprises three delegates: one Representative who will manage all aspects of the current flood relief operation, one Information Officer from the Federation Media Service and a

Finance Development Delegate, who will support the representative in all matters relating to the financial management of funds raised in the Appeal. It is anticipated that the delegation will soon be strengthened, with the addition of an Information/Reporting delegate and two Field Delegates with monitoring and reporting functions. In addition the delegation receives support from the Beijing based Logistics delegate as well as the Regional Information and Finance Delegates based in the Federation's Southeast Asia Regional Delegation in Kuala Lumpur.

Evaluation •

As with the Emergency Flood Appeal in 1998, an external evaluation will be incorporated at the end of this emergency operation.

Budget summary

See Annex 1 for details.

Conclusion

The flooding this year has already left 1.79 million people homeless, although this is still the early part of the rainy season. Clearly, given the increasing numbers of people being affected and at risk, international support to the National Society's relief efforts through the Federation's Appeal mechanism. is urgently needed. As the review of last year's operation underlined, the rapid availability of funds in-country is a key factor for effective emergency action. Donors are therefore urged to take all necessary steps to mobilise resources as swiftly as possible. The most pressing needs are for cash. As with all previous appeals, the Federation asks donors not to send 'in kind' donations: all the main relief items can be procured at highly competitive prices within China.

For further information, please contact Marcel Fortier, Desk Officer, on +4122 7304268 (e:mail fortier@ifrc.org)

Margareta Wahlström
Under Secretary General,
Disaster Response & Operations Coordination

George Weber
Secretary General

BUDGET SUMMARY**IN CHF****CHINA FLOODS****RELIEF NEEDS****NON FOOD ITEMS**

Quilts (125.000 pieces)	1,750,000.00
Clothing (200.000 pieces)	2,400,000.00

FOOD ITEMS

Cereals (rice & wheat - 12Kg/250.000 beneficiaries) 3.000 MT x CHF 495	1,485,000.00
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SANITATION ITEMS

Sanitations material	340,000.00
Water Purification Tablets (30 Millions)	490,000.00

REPLENISHMENT OF DP STOCKS

Non food/sanitation/medical items	810,000.00
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TOTAL RELIEF NEEDS**7,275,000.00****Capital equipment**

Computers (1 unit)	5,000.00
Vehicle for Red Cross Branches (6 units)	90,000.00

Transport, storage & vehicle costs

Warehousing/Distribution	37,000.00
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Personnel

Personnel (4 Expat staff /Reg. Del. KL support)	190,000.00
Personnel (500 National Staff)	250,000.00

Administrative, office & general expenses

Travel & Communications	80,000.00
Assessment/Survey mission/Evaluation	70,000.00
Information	70,000.00
Audit Fees	90,000.00
Secretariat operational support	65,000.00
	278,000.00

TOTAL OPERATIONAL NEEDS**1,225,000.00****TOTAL APPEAL CASH & KIND****8,500,000.00****LESS CASH ON HAND****0.00****NET REQUEST CASH & KIND****8,500,000.00**

All items are going to be purchased locally