

# 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: FLOODS

Appeal no. 18/2003  
22 July 2003

The Federation's mission is to improve the lives of vulnerable people by mobilizing the power of humanity. It is the world's largest humanitarian organization and its millions of volunteers are active in over 180 countries.

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

### In Brief

**THIS EMERGENCY APPEAL SEEKS CHF 7,932,000 (USD 5,770,000 OR EUR 5,120,000) IN CASH, KIND, OR SERVICES TO ASSIST 440,000 BENEFICIARIES FOR 9 MONTHS.**

*Disaster Relief Emergency Fund (DREF) Allocated: CHF 300,000; The Red Cross Society of China (RCSC) has already allocated RMB 800,000 (USD 96,768), and provided tents, food, medicine, water purification tablets, detergent and other goods to the six worst affected provinces.*

*In the past ten years the RCSC, in cooperation with the International Federation of Red Cross and Red Crescent Societies, has provided urgently needed humanitarian assistance to some 6,570,000 people affected by severe flooding in China. Donors are strongly encouraged to support on-going programming developing the Society's capacity to respond to and prepare for emergencies by supporting the Federation's Annual Appeal for China (01.66/2003.)*



- This operation will use direct cash transfers to the Red Cross Society of China. See the attached budget for details.

### The situation

Unrelenting torrential rains have inundated the Huai He (River) valley drenching some areas with as much as 400 millimetres of rain. Continuous rains, since 20 June, led to a rapid rise of the water level on the upper and middle reaches of the river. The Huai He valley, which originates in Central China's Henan Province and runs through the provinces of Anhui, Jiangsu and southern Shandong before emptying into the Yellow Sea, is home to 150 million residents and is one of the country's major grain-producing areas.

The area is suffering from the worst flooding since 1991, and authorities have intensified their efforts to protect and assist the people in the flood stricken areas. The authorities have been distributing rice, flour, coal, food, drinking water, as well as tents and medicine. For the first time in 12 years, the State Flood Control and Drought Relief Headquarters has had to divert floodwater. To date, a total of nine flood diversion areas have been used to divert

floodwater from the swollen Huai River in a massive flood control campaign. The diverting of water into farmland, however, is causing a large number of people to be displaced.

Moreover as an extraordinary emergency measure, the authorities had to destroy dikes upstream from major cities in order to lower the water level by letting them drain into farmland and rural townships. More than one million people are working on the dikes and embankments between Hongze Lake and the Yangtze River in east China's Jiangsu Province, a key area where floodwater from the Huai River valley can flow into the Yangtze.

Severe flooding is occurring in many parts of the central, southern and eastern provinces of China. As reported earlier in the Federation's information bulletins, flooding in the southern provinces of Hunan and Guangxi started in mid-May, triggering the first local response from the government and the Red Cross Society of China (RCSC). This year's floods have seriously affected the provinces of Anhui, Jiangsu, Henan, Hubei, Jiangxi, Guizhou, Sichuan, Guangxi, Zhejiang and Hunan as well as Chongqing municipality. To date, floods have struck sixteen provinces with the provinces of Anhui, Jiangsu and Henan, located along the Huai River among the worst hit.

To date, 3.5 million people have been displaced and 4 million hectares of farmland have been inundated due to the floods. Many of the displaced, having lost their homes and their crops, are seeking temporary shelter in public facilities, tents, or under plastic sheeting. It may be several weeks before they can return to their homes. In some cases, however, the houses have collapsed. Additionally, farmers will not have a significant crop until next spring. As of 19 July, the official death toll from this year's flooding stands at 397. It is estimated that the floods are currently affecting as many as 100 million people in 16 different provinces.

Currently, both the Huai and Songhua river valleys, as well as the upper and middle reaches of the Yangtze River remain on high flood alert after the Central Meteorological Station (CMS) forecast heavy rains during the second week of July.

Several Joint RCSC/Federation assessment teams have visited the affected areas, the latest being a team which visited Anhui and Jiangsu last week. Federation delegates based in the southern provinces of Guangxi and Hunan, where the flood season starts earlier than in the Central and Eastern parts of the country have been monitoring the flood situation since the beginning of May.

## **Immediate needs**

Top priorities for assistance identified by the affected population when interviewed by joint RCSC/Federation assessment teams, local RCSC staff, and the authorities are:

- **Food**

Large areas of agricultural land have been flooded, and crops valuing USD millions are now lost. A large number of the affected population are subsistence farmers for whom the loss of a harvest is a devastating event. In many areas farmers were just weeks away from the harvest, and are now left without income until the next harvest. The farmers are in a highly vulnerable situation having lost all their crops and/or houses, as they have lost their income, and because they now require extra resources to rebuild their lives, be it through reconstruction of houses and/or clearing agricultural areas and replanting crops. The loss of crops, compounded by the loss of income which could have been used to purchase food, makes it exceptionally difficult for the flood affected farmers and their families to have enough to eat.

- **Temporary shelter**

Thousands of people are presently living on the dikes in makeshift shelters. In some areas it is expected that it could take up to two months before the water recedes, and tents are therefore in great demand. In all the affected areas schools, factories and other public buildings are being used to house the population displaced by the floods. Many are seeking shelter with friends and relatives. However, in the worst affected provinces large numbers of people are still living on the dikes and are expected to remain there for some time to come.

- **Clean Water**

There is a great need for potable water, especially for the population living on the dikes. In some areas the authorities have been drilling temporary wells, but for a large part of the population clean water remains a problem. The RCSC branches released water purification materials from their disaster preparedness stocks, which following the release of the items are now depleted.

- **Quilts, Cooking Utensils and Clothing**

In some areas the flooding forced people to leave their homes suddenly and they were only able to bring a few belongings with them. These people are in need of all basic materials. Besides shelter, food and clean water, these people urgently require quilts, clothing and cooking utensils.

- **Mosquito nets**

Flooded areas are prime breeding grounds for mosquitoes. In previous years, the southern parts of China have registered focal outbreaks of malaria following flooding.

Mosquitoes were a visible problem in all the areas visited by the assessment teams. Accordingly the RCSC identified mosquito nets as a priority need for the population living in areas where water logging is occurring, and where there is normally a high prevalence of malaria.

## **Red Cross Action so far**

RCSC headquarters released RMB 800,000 (USD 96,768) in cash from its own resources providing tents, food, medicine, water purification tablets, detergent and other goods to the six worst affected provinces, including Anhui and Jiangsu. The RCSC also released relief items from its disaster preparedness centres. The Society is in the process of procuring RMB 20 million (USD 2.4 million) worth of relief supplies to assist the flood affected population. RCSC launched a national appeal to support its flood relief activities. RCSC, however, anticipates a lower response to the national appeal, however, due to the large amount of support the RCSC received for SARS activities from the general public and private companies.

At the provincial level, Red Cross volunteers in Guangxi have distributed clothing, quilts, tents, medicine and water purification tablets. Over 104 medical staff from the branch travelled to flood affected areas along the province river valley treating some 2,803 people with flood related injuries. In Anhui, RCSC distributed 239 tents and 2,500 quilts. In Sichuan RCSC volunteers distributed 2,500 quilts, while in Hunan the Society distributed 150 tents. In Jiangsu, the RCSC provincial branch distributed 60 large tents to people from Suyi County who had to abandon their homes following the collapse of a dike along Hongze Lake. In Sihong County, the local RCSC branch set up a medical post and is treating victims with minor injuries.

The Hong Kong Red Cross has made a donation of RMB 200,000 (USD 24,193) in cash to support emergency relief operations in Anhui and Henan. In addition, relief items including: 300 tents, 5,000 quilts and 4,600 pieces of clothing worth RMB 1.08 million (USD 130,640) are in the process of being distributed to flood victims living in the provinces of Anhui, Hunan and Sichuan.

RCSC has adopted a flexible approach regarding fund raising depending on the outcome of the national RCSC appeal, as well as the outcome of the fundraising initiatives of the Hong Kong Red Cross Branch and the Macao Red Cross Branch.

## **The proposed operation**

Building on valuable experience gained from recent floods' operations in China, and the recommendations which came out of a comprehensive review of the 2002 operation, this appeal focuses on providing material support to 110,000 families (440,000 beneficiaries) to help them while they recover from the effects of the floods.

Planned assistance will consist of a family package containing: 100 kg rice, 1 quilt, and 1 mosquito net. The value of this package is RMB 335 (USD 40). According to the UNDP China Human Development Report 2002, about 50 million people in the rural areas in China have an annual income of less than RMB 635 (USD 75). For low-income families living in the flood affected areas, the proposed family package constitutes a substantial level of assistance.

The Federation, as it has in the past, is working with the RCSC on a cash transfer basis. This system gives RCSC complete ownership of the operation. The Society is responsible for all aspects of implementing the planned activities from tendering and procurement to final distribution and reporting. To support the operation the Federation will recruit a relief coordinator, a reporting delegate and a field delegate. These delegates will work closely with RCSC to monitor the operation and help RCSC ensure that procedures and reporting conform to Federation standards.

Following the 2000 floods, RCSC with support from the Federation, implemented a water and sanitation programme consisting of the construction of dry hygienic toilets in the rural areas together with a participatory health education component. Successful projects have been implemented so far at the community level in Guangxi and Hunan provinces.

The proposed strategy recognizes that in China, emergency relief needs following disasters are primarily provided for by the authorities, complemented by the RCSC's own efforts. The RCSC's ability for emergency response is further strengthened by an agreement recently made between the RCSC and the government for an annual grant of RMB 20 million (USD 2,419,257) from the State lottery for the procurement of emergency relief supplies. Therefore funds raised by this Appeal will not be used to replace all of the National Society's costs. International support is best used to provide additional assistance with meeting exceptional needs arising out of severe disasters. At the RCSC's request, however, and in view of the exceptionally large number of people who have been displaced during this year's floods, this appeal also includes a component to provide emergency shelter and clean water.

## **Objectives, activities planned, and expected results**

### **Objective 1: To provide recovery assistance in the form of rice, quilts and mosquito nets to 110,000 families in six provinces most affected by this year's floods.**

The floods have affected a large number of people both in low lying areas near the rivers, and in the mountainous areas where the torrential rains have created flash-floods devastating many rural communities. Subsistence farmers who live and farm in high risk areas in order to make a living comprise the most vulnerable sector of these populations. When floods occur the farmers and their families are the ones who sustain the greatest loss of their personal belongings.

In the reviews of RCSC/Federation floods' operations in 1998, 1999 and in 2002, the beneficiaries expressed the greatest level of appreciation for rice and quilts. In addition, mosquito nets are essential for improving the general health status of the affected population and are a commodity many of the poorer farmers cannot afford.

Federation supported activities will initially focus on six provinces; Anhui, Jiangsu, Henan, Hunan, Guizhou and Guangxi.

The criteria used for selecting beneficiaries has been one of the major issues analyzed during the reviews of prior relief operations in China. Rather complex vulnerability targeting criteria was used during some of the past operations, in order to distinguish the RCSC's approach from that of the government. However, the 2002 operation employed a simpler and more flexible system, which will be used again this year. The simpler selection system used for identifying beneficiaries in 2002, will be presented at a planning meeting to be organised shortly with RCSC provincial operations managers.

The selection criteria for RCSC/Federation assistance is as follows:

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

**Activities planned to reach this objective:**

**Procurement and Distribution of Relief Items**

- Procure rice, quilts and mosquito nets: The RCSC will procure rice, quilts and mosquito nets. RCSC will be responsible for ensuring that procurement is done according to the Federation's regulations and policies.
- Rapid procurement of tents and water purification tablets for the most distressed populations living on the dikes and/or in the worst affected areas. The Federation is releasing CHF 300,000 from the Disaster Relief Emergency Fund (DREF), which RCSC will use for these activities.
- Organize transportation and distribution of relief items: Suppliers will be requested to deliver the relief items to the county level. The Red Cross branches will organize the local transport and community-level distribution. RCSC will be provided with a flat rate of 21 CHF/per MT for local transportation and distribution costs.
- Planning meeting for RCSC provincial managers: The RCSC will call a meeting for all the Red Cross branch officials in the provinces covered by this operation in order to ensure that all branches are aware of the aims of this operation, and the changes that RCSC is introducing to its relief procedures following the review of the 2002 flood operation. The meeting will also be used to consolidate operational planning while taking the concerns of the local branches into consideration. Key topics to be covered will include beneficiary selection, logistics and procurement procedures, money transfers and reporting requirements.
- Set up an operations task force: A task force consisting of RCSC Relief, Logistics, Finance and Information departments and their Federation counterparts will meet twice a week in the initial stages of the operation to ensure the efficient management of the operation and a timely flow of information between the concerned parties.

**Monitoring and Institutional Support**

- Monitor and support RCSC implementation of the operation and coordinate with donors: The Federation will assign delegates to this operation to assist with monitoring its implementation, and provide support to RCSC counterparts to help them carry out activities in an effective and efficient way. The delegates will also assist with ensuring proper reporting, both narrative and financial, and liaise with in-country international donors and interested UN agencies.
- Establish a joint RCSC/Federation office: A Federation operations office will be established in the RCSC building to ensure total collaboration between the RCSC and the Federation for efficiently implementing planned relief activities.
- Institutional support: The RCSC is in the process of separating from the Ministry of Health. This critical process requires a lot from the RCSC's existing resources, as previously the Society had access to government vehicles, offices, computers etc. for implementing relief operations. Most of the RCSC's provincial and county branches no longer have access to these facilities. As a measure to support the increasing independence of the RCSC, and to ensure the efficient implementation of this operation, the appeal includes a request for vehicles and computers.

- Information: The RCSC information department and the Federation Information Delegate will develop information materials in Chinese and English to increase the awareness of RCSC relief activities.

#### **Expected results:**

- Family packages distributed in the operation have made a significant and appreciated contribution to helping 110,000 families recover from the losses caused by the floods.
- RCSC's image as an effective relief organisation has been enhanced and the efficiency of its relief operations procedures has been increased.

#### **Capacity of the National Society**

RCSC is one of the largest National Societies in the world with 23 million members. 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 RCSC has extensive experience with relief operations and has worked together directly with the Federation implementing relief operations since 1996. Major operations include: China Floods 2002, Construction of Toilets for Rural Families affected by Flooding in Guangxi Zhuang Nationality Autonomous Region 2002, Inner Mongolia Blizzards 2001, China/Tibet Floods 2001, China Floods 1999, China Earthquake Yunnan 1998, China Floods 1998, China Hebei Earthquake 1998, and China Floods 1996.

RCSC is presently in the process of separating from the Ministry of Public Health and is positioning itself in the emerging civil society in China. This ongoing separation of the National Society from the Ministry of Health (MoH) has resulted in, among other things, a shift in the focus of its relief operations away from medical support, dispatching medical teams and providing basic medicines, towards the provision of basic relief items such as shelter, quilts and food in emergencies and on the short term community based interventions aimed at improving water sanitation systems.

#### **Capacity of the Federation**

The International Federation has issued 492 appeals in regard to floods and cyclones since its inception in 1919. The Federation in cooperation with the RCSC has issued 20 appeals to support RCSC activities, 12 of which were in response to floods.

The Federation has had a permanent presence in China since 1998, and established a regional delegation in 200. The regional delegation is presently composed of five delegates, Head of Regional Delegation, a Regional Disaster Management Delegate, a Regional Information Delegate, a Regional Health Delegate and a Finance Delegate.

The delegation will over the coming weeks be strengthened with three additional delegates specifically to support RCSC with the implementation of this operation. The delegates will be a Relief Coordinator, a Reporting Delegate and a Field Delegate. Furthermore, the Federation's Regional Delegation in Kuala Lumpur is supporting the operation with financial matters.

#### **Coordination**

Coordination is, unlike in most other contexts, not a major challenge in China since the Red Cross, and the government agencies supported by the UN are the only major actors in relief operations. The main coordination forum for international agencies are UN Disaster Management Team (UNDMT) meetings. The Federation and RCSC, representatives from the government of China, UN agencies, the World Bank, donor country embassies, and international NGOs working in China attend meetings.

At provincial levels the RCSC is closely coordinating its activities with the local government's Civil Affairs Bureau, to prevent overlapping and to ensure the most efficient use of Red Cross resources. Within the Red Cross Movement, RCSC coordinates relief efforts, which are supported by Hong Kong and Macao Red Cross branches.

## Monitoring and evaluation

RCSC headquarters has recognised the need for increased monitoring and evaluation of their operations. One of the main objectives for the Federation delegates will be to assist RCSC develop its monitoring and evaluation systems. It is intended to carry out an evaluation at the end of the operation.

## Budget summary

See Annex 1 for details.

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*All International Federation assistance seeks to adhere to the Code of Conduct and is committed to the Humanitarian Charter and Minimum Standards in Disaster Response (SPHERE Project) in delivering assistance to the most vulnerable.*

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

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**BUDGET SUMMARY**

APPEAL No. 18/2003

**China - floods**

TYPE	VALUE
<b>RELIEF NEEDS</b>	<b>IN CHF</b>
Tents: 860	200,000
Quilts: 110,000	1,100,000
Mosquito nets: 110,000	1,210,000
Rice: 11,000 mt	3,630,000
Water purification tablets: 300 sets	100,000
<b>TOTAL RELIEF NEEDS</b>	<b>6,240,000</b>
<u>CAPITAL EQUIPMENT</u>	
Vehicles: 6	228,000
Computers: 10	23,000
<u>PROGRAMME SUPPORT</u>	
Programme support (6.5% of total)	516,000
<u>TRANSPORT STORAGE &amp; VEHICLE COSTS</u>	
Transport and storage	252,000
Vehicle costs	24,000
<u>PERSONNEL</u>	
Expatriate staff	330,000
National staff	38,000
External workshops & seminars	25,000
<u>ADMINISTRATIVE &amp; GENERAL SERVICES</u>	
Travel & related expenses	58,000
Information expenses	25,000
Administrative & general expenses incl. audit & evaluation	173,000
<b>TOTAL OPERATIONAL NEEDS</b>	<b>1,692,000</b>
<b>TOTAL APPEAL CASH, KIND, SERVICES</b>	<b>7,932,000</b>
<b>LESS AVAILABLE RESOURCES (-)</b>	<b>0</b>
<b>NET REQUEST</b>	<b>7,932,000</b>

This operation will use direct cash transfers to the China Red Cross Society. The final financial report will therefore indicate expenditure against 'transfer to National Society' and not against the chart of accounts. The National Society's accounts related to this operation may be audited by Federation designated auditors, and as a result the related financial statement and audit report could be made available. The Secretariat will not be able to produce pledge based financial reports



# China Floods 2003

22 July 2003

IFRC Appeal 18/2003

"As of July 19, the official death toll from this year's flooding stands at 397. It is estimated that the floods are currently affecting nearly 100 million people in 16 different provinces."



Source: IFRC

Map Produced by ReliefWeb  
21 July 2003  
[www.reliefweb.int](http://www.reliefweb.int)

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