

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. 05EA017
11 August 2005

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 181 countries.

In Brief

THIS EMERGENCY APPEAL SEEKS CHF 5,501,604 (USD 4,274,751 OR EUR 3,525,539) IN CASH, KIND, OR SERVICES TO ASSIST 400,000 BENEFICIARIES FOR 9 MONTHS

(click here to go directly to the attached Appeal budget)

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

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For longer-term programmes in this or other countries or regions, please refer to the Federation's Annual Appeal. For support to or for further information concerning Federation programmes or operations in this or other countries, or for national society profiles, please also access the Federation's website at <http://www.ifrc.org>

The situation

China has witnessed a dramatic number of disasters in 2005 as reported in the [seven Information Bulletins](#) issued to date on China Floods. The destruction caused by Typhoon Matsa and the latest flooding that has struck Anhui and Heilongjiang provinces in the past days compound an already serious situation. Since the last week of May, a total of 27 out of China's 31 mainland provinces have been affected by flooding and other disasters. Some areas have recorded the worst floods in 100 years and it is predicted that this year's flood season is far from over.

The latest official figures from the ministry of civil affairs, the Chinese government department responsible for the management of disasters, reveal that so far this year floods have left 910 people dead and 218 unaccounted for. Some



A village woman contemplates, standing on the remains of her shattered house in Chaiguang village, Xiangzhou County, Guangxi.

134 million people have been affected and 2.9 million have had to be evacuated as the force of floodwaters and landslides have destroyed hundreds of thousands of homes and destroyed 9.5 million hectares of farmland. Flood-related economic loss is estimated at RMB 86.3 billion (CHF 13.4 billion). Based on ten key criteria the authorities have ranked, the following provinces as the most affected by this year's floods: Hunan, Sichuan, Guangxi, Jiangxi, Anhui, Chongqing, Hubei, Fujian, Guangdong and Guizhou (see attached map at [Annex 1](#)). The criteria on which this ranking is based include the numbers of people affected, dead or missing, injured and having to be evacuated; the numbers of houses completely or partially destroyed; the area of farmland completely or partially damaged; and the estimated total economic loss.

The year 2005 has been characterized by unprecedented climatic conditions. Widely fluctuating weather patterns were recorded earlier in the year and have now been followed by soaring summer temperatures in many parts of the country. As well as widespread flooding in the past two months, disasters as diverse as earthquakes, snow storms, tornadoes, typhoons, mountain flash floods and drought have caused extensive destruction and human suffering. Since the start of the year, the Red Cross Society of China (RCSC) has responded to 41 different disasters in 23 provinces throughout the country (see [Annex 2](#), RCSC emergency response in 2005).

Severe flooding is an annual occurrence in China, and the government has established swift response activities that have reduced the number of flood-related deaths and injuries, while best efforts are being made to provide relief items and temporary shelter. Nevertheless, meteorological forecasts of an exceptionally severe flood season made earlier this year have proven to be accurate, with the number of deaths so far this year already equalling the total in 2004. Based on weather patterns observed over the past few years, this year's active flood season can be expected to last at least until the beginning of September, affecting other areas in China that are typically prone to flooding.

Although the country's overall economic expansion continues apace this year, there is increasing attention from the government and international organizations to the formidable challenges faced by the country's millions of rural poor. Poverty along with economic loss due to natural disaster is undermining China's development, and the gap between rich and poor is growing. Many of the rural poor are desperately impoverished. Flood-hit families assisted by the RCSC and the Federation in 2003/2004 reported an average annual income of between RMB 700 – 1,100 (CHF 108 – 171), far below the average farmer's per capita income of RMB 2,936 (CHF 457) and the international poverty threshold of a dollar a day. Furthermore, as many of the younger generation continue to seek opportunities as migrant workers in China's cities, those remaining in the villages are principally the elderly, women and children.

China's flash floods can submerge entire villages in a matter of minutes. Villages are transformed into lakes with only the occasional rooftop serving as a reminder that it was only hours ago that there used to be people living there. Floods destroy all the crops and cause the roots of the crops to rot so that they are no longer able to regenerate for future seasons. Depending on the frequency of the harvests, the destruction of crops may mean that many farmers may have to wait anywhere from four to six months until they will have an opportunity for a new harvest.

Additionally, during the peak period of flooding and landslides many families spend up to two months living in temporary shelters waiting for flood waters to recede. They will then return to houses which, if not completely destroyed, have frequently been left in dangerous conditions. These families, who will have lost all or most of their crops, are now in a position of having to unexpectedly channel a significant portion of their money into repairing their homes. Purchasing basic necessities such as food and the seeds necessary to replant their land, paying children's school fees and settling medical costs are tremendous challenges for these families trying to rebuild their lives after enduring such sudden and complete loss.

The needs

Red Cross assessment teams sent to the field in the past few days report that the effects of Typhoon Matsa in Anhui and Jiangsu provinces have been quite severe, particularly in rural communities. Local areas in Heilongjiang have suffered from floods, an earthquake and a tornado. The teams' conclusions are that emergency assistance is needed in Anhui which has also been suffering from severe flooding, but that Jiangsu and Heilongjiang should have sufficient resources to cope with the worst effects of these disasters.

Meanwhile there are continuing pressing needs in the provinces that were struck by heavy rains and flooding in June and early July. This summer RCSC branches have been carrying out relief activities in 17 provinces, with a particular focus being given to Hunan, Guangxi, Guizhou, Sichuan, and Chongqing due to the severity of the flooding and the underlying poverty of their population. As can be seen from [Annex 2](#), basic relief items such as rice, quilts, clothing, etc. have already been distributed by RCSC to complement the assistance being provided by the authorities. The vast majority of the resources have so far been made available by the national society headquarters. External support includes CHF 200,000 from the Federation's Disaster Relief Emergency Fund (DREF), USD 100,000 (CHF 128,700) from the American embassy in Beijing, RMB 200,000 (CHF 31,120) from RCSC's Hong Kong Red Cross branch and RMB 500,000 (CHF 77,800) from the Macau Red Cross branch.

Immediate needs:

Keeping in mind RCSC and the Federation's commitment to assisting the most vulnerable, this international appeal aims to target assistance to only the most severely affected and needy communities that have been struck by the floods and storms that have occurred over the past few weeks.

Resources will thus be directed to Anhui province which was badly hit by Typhoon Matsa and already suffering from heavy flooding in the past week, and to Guangxi, Hunan, Jiangxi and Sichuan provinces which are still grappling with the effects of torrential rains in June and early July. Other provinces which have been badly affected by Typhoon Matsa and earlier serious flooding such as Zhejiang, Jiangsu, Guangdong, Fujian and Shanghai municipality are relatively wealthy and are therefore not being targeted for Red Cross assistance as part of this international appeal.

In all cases, relief assistance will be directed towards the categories of beneficiaries that meet RCSC and the Federation's standard criteria, namely: low-income families whose homes have been destroyed or badly damaged; those who have lost their crops and/or livelihoods to floods; and extremely vulnerable groups such as elderly persons without family support, families with disabled members, etc.

Relief supplies needed for immediate distribution are:

- Food

Over 9.5 million hectares of agricultural land have been flooded and there has been widespread loss of crops. A large proportion of the affected population are subsistence farmers for whom losing all their crops and/or houses is a devastating event. They are now very vulnerable both because they have lost their income and because they will need extra resources to rebuild their livelihoods as described.

This appeal aims to provide a 15-kg ration of rice to each of 100,000 families (400,000 individuals). Beneficiaries interviewed by RCSC and Federation monitoring staff during the 2003/2004 and earlier flood relief operations have consistently identified the provision of food rations as the most useful and appreciated relief item.

- Quilts

This appeal aims to provide one quilt per family to 100,000 families. In nearly all cases people had to leave their homes at very short notice and have had most of their belongings swept away. Flood affected families are in need of all basic materials and quilts have been identified as a common priority for most families.

Longer-term needs:

RCSC relief stocks have been severely depleted after responding to the very large number of disasters that have occurred throughout China since the start of this year. The total value of this response exceeds RMB 16.5 million (CHF 2.57 million); this figure includes the external flood relief donations mentioned above but not resources mobilized by the provincial branches themselves. RCSC receives a grant each year from the National Lottery Fund to procure relief supplies which it prepositions in its six regional disaster preparedness centres in different parts of the country. However, the supplies from this year's grant have now been almost fully used up. This appeal therefore seeks funding to help RCSC replenish its emergency stocks in order to be able to respond to new disasters that will inevitably occur later this year and to have some preparedness stock ready for next year to supplement its 2006 programme of procurement.



The Red Cross Society of China supplies tents as temporary shelter to the affected people of Yuwu village, Pingnan County, Guangxi. The national society has been active in 23 provinces throughout China, responding to 41 disasters since the start of 2005.

Relief supplies needed for restocking are the following:

- Quilts

- Tents

The provision of temporary shelter is another frequent requirement immediately following floods or similar disasters. When schools or other public buildings are not available, tents are the most common and useful alternative for sheltering displaced families.

- Water purifying tablets

In the immediate aftermath of floods, there is nearly always a critical need for clean water. RCSC branches frequently supply water purifying tablets as part of their activities in the emergency phase of flood operations to minimize the risks from contaminated water sources and as a method of producing potable water before traditional wells can function safely again.

As part of the strategy to address the longer term-disaster mitigation needs of flood-affected communities, RCSC and the Federation have been implementing a community vulnerability reduction programme in selected flood-affected provinces in the past four years. This programme combines the provision of simple sanitation and water supply facilities with health education and community-based disaster preparedness in Guangxi, Hunan and Chongqing provinces. Although not part of this emergency appeal, the Federation will be seeking support for the continuation of this important programme in the coming months.

Coordination

Coordination is a high priority to ensure the most effective use of available resources. Besides the central and local government authorities, RCSC is the only other party currently engaged in disaster response activities on a nationwide scale in China. The national society works to ensure a close coordination of its activities with the Ministry of Civil Affairs and the Ministry of Health, particularly at the local operational levels. The government authorities assume the major responsibility for both emergency disaster response and follow-up rehabilitation activities such as the restoration of damaged infrastructure, including rebuilding of roads and bridges. RCSC focuses on providing supplementary disaster response in the immediate aftermath of disasters and, as far as resources permit, on the continuing humanitarian needs.

When there is a need for coordination at the international level in Beijing, the UN organizes meetings of the UN Disaster Management Team (UNDMT). These gather representatives from the government of China (usually represented by either the ministry of civil affairs, the ministry of agriculture, or the ministry of health), UN agencies, the World Bank, donor country embassies, the international NGOs working in China that are involved in humanitarian activities, as well as the Federation and RCSC. Outside of such meetings, the Federation's regional delegation liaises with donor country embassies and international agencies to keep them informed about Red Cross relief activities in China.

The proposed operation

Objectives and activities planned

Emergency relief (food and non-food)

Objective: Recovery assistance in the form of rice and quilts is provided to 100,000 of the neediest families (400,000 individuals) in five flood-stricken provinces (Anhui, Guangxi, Hunan, Jiangxi and Sichuan).

Activities planned to reach this objective:

- Work with RCSC logistics department to organize procurement of rice and quilts. The RCSC logistics department follows well-established procurement procedures which conform to Federation standards and which have recently been reviewed by the Federation's head of regional logistics unit in Kuala Lumpur. The Federation delegation will participate in the supplier selection process.
- Organize distributions of relief supplies to beneficiaries. This will be carried out by the provincial- and local-level RCSC branches in the respective provinces. A planning meeting with the relief coordinators from all the involved branches will be organized in order to ensure that plans and operating standards are harmonized across the different provinces.
- The standard relief package is a one-off distribution of 15 kg of rice per family member and one quilt per family. The intention of this assistance is to provide a minimum of basic requirements to the most affected families to allow them to utilize other resources they may have to rebuild their homes or replant their fields.
- Carry out monitoring and reporting activities. The Federation's regional disaster management coordinator will act as the relief coordinator for this operation. Two additional Federation delegates will be recruited for this operation, one for reporting/information and one for relief/monitoring. Both will work to support RCSC counterparts at headquarters to provide accurate and timely reports on the progress of this operation.

Restocking of relief supplies

Objective: A minimum emergency stock of non-food relief items is rebuilt to allow RCSC to respond to future disasters.

Activities planned to reach this objective:

- Support RCSC logistics department to organize procurement of supplies of quilts, tents, and water purifying tablets.
- Provide donors with reports on utilization of stocks procured under this part of the operation.

Utilization plan of stocks

Item	Quantity	Immediate distribution	Restocking
Rice	6,000 tonnes	6,000 tonnes	
Quilts	200,000 units	100,000 units	100,000 units
Tents	750 units	-	750 units
Water purifying tablets	300 boxes	-	300 boxes

Communications – advocacy and public information

The RCSC at both the national and provincial branch levels has a strong network of contacts to the national and local media and is able to garner the attention of local journalists and television crews to heighten public awareness about the disaster and the RCSC's response activities. The Federation's East Asia regional delegation has built up close working relations with the international television and print media based in Beijing and, together with the Federation's communications department in Geneva, will work to ensure that maximum coverage is given to the needs generated by these floods and the Red Cross and Red Crescent response.

Capacity of the national society

The RCSC has a nationwide network of 31 provincial branches backed up by 2,562 county and district branches, 399 prefecture and city branches and 82,459 grass-roots volunteer groups. It has a total of 3,540 paid staff members nationwide and 23.4 million members, making it one of the largest national societies in the world.

The society has extensive experience in conducting relief operations throughout the country and, since 1996, has cooperated with the Federation in implementing eight relief operations for which international appeals have been launched. The most recent flood relief operations were carried out in 2003/04 and 2002/03.

RCSC is presently in the process of separating from the Ministry of Health and is positioning itself in the emerging civil society in China. This ongoing separation has resulted, among other things, in a shift in the focus and strategy of RCSC relief operations. There has therefore been a move away from the dispatch of medical teams and simple medicines towards the provision of basic relief items such as food and shelter items as a short-term response, and the development of community-based vulnerability reduction activities as described in the section on longer-term needs.

Capacity of the Federation

The Federation has had a permanent presence in China since 1998, but its regional delegation was not established until 2001. The regional delegation is presently composed of five delegates, a head of delegation, and delegates covering disaster management, information (this position is currently vacant and candidates are being actively sought), HIV/AIDS and health, and finance.

The delegation will over the coming weeks be strengthened with two additional delegates for this operation, one reporting/information and one relief/monitoring delegate. Both will work to support RCSC counterparts at headquarters to provide accurate and timely reports on the progress of this operation. The Federation's regional service centre in Kuala Lumpur will be providing additional support to the operation on financial, logistics and reporting matters.

Monitoring and evaluation

The RCSC headquarters has recognized the need for increased monitoring and evaluation of its operations. One of the main objectives for the Federation delegates will be to assist the national society in developing its monitoring and evaluation systems. An evaluation is planned at the end of the operation.

Budget summary

See [Annex 3](#) for details.

[click here to return to the title page and contact information.](#)

Annex 2

RCSC HQ Emergency Response Distribution

January - July 2005

As of 2 August 2005

Province	Type of Disasters	Types of Relief Supplies	Value (RMB)	Remarks
Anhui	Floods (Jul.)	Water purification tablets, tents and blankets	275,200	
Chongqing	Floods/Hailstorm (Apr.-Jul.)	Quilts, clothes, water purification tablets, disinfectant, rice, household kits	1,235,432	
Fujian	Hailstone (Apr.)	Quilts, disinfectant	198,738	
	Floods (Apr.-July)	Water purification tablets, disinfectant, quilts, blankets, tents, household kits	498,165	
	Tornado (Jul.)	Disinfectant, blankets, summer tents	246,811	
Gansu	Hailstorm/Floods (Jun. Jul.)	Quilts, clothes	212,360	
Guangdong	Floods/landslide (Jun./Jul.)	Tents, clothes, sprayers, household kits	635,267	
Guangxi	Floods (Apr.-Jun.)	Water purification tablets, blankets, quilts, disinfectant, tents, clothes, mosquito nets, rice, household kits	1,985,323	
Guizhou	Snowstorm (Mar.)	Quilts, warm clothes	106,180	
	Hailstone (Apr./May)	Quilts, cash	103,680	Cash 50,000
	Floods (Jun.)	Quilts, warm clothes, rice, disinfectant, cash	805,208	Cash 120,000
Heilongjiang	Flash floods/debris flow (Jun. Aug.)	Quilts, disinfectant, blankets, cash etc.	1,271,900	Cash 1,150,000 (Including 1,000,000 for school reconstruction)
	Tornado/flash floods (Jul.)	Disinfectant, blankets, quilts, clothes	271,510	
Henan	Floods (Apr./Jul.)	Water purification tablets, tents, blankets, disinfectant, quilts	495,057	
Hubei	Snowstorm (Apr.)	Quilts, clothes, water purification tablets	352,680	
	Floods/snowstorm (Jun.)	Quilts, disinfectant	116,510	
	Tornado/floods (Jul.)	Quilts, disinfectant	78,812	
Hunan	Floods (Apr.-Jun.)	Water purification tablets, tents, disinfectant, quilts, clothes, bottled water(donated), household kits etc.	1,666,795	
Jiangsu	Floods (Apr.)	Water purification tablets, quilts	170,080	
	Hailstorm (Apr. Jun.)	Tents, quilts, blankets, tents	371,867	
Inner Mongolia	Snowstorm (Mar.)	Cash	20,000	Cash 20,000
	Hailstorm (Jun.)	Quilts	53,680	
	Floods (Jul.)	Tents, clothes, blankets, quilts	269,688	
Jilin	Floods (Jul.)	Quilts, tents	117,671	
Ningxia	Tornado/hailstorm (Jun.)	Quilts, tents	271,260	
Qinghai	Snowstorm (Mar.)	Cash	20,000	Cash 20,000
Sichuan	Hailstorm (Apr.)	Water purification tablets, tents, quilts	351,309	
	Debris flow (Apr./Jul.)	Quilts, disinfectant, blankets	239,474	
	Landslide (May)	Quilts	107,360	
	Floods (Jun./Jul.)	Bottled water (donated), disinfectant, blankets, quilts, household kits	596,665	
Shandong	Floods (Apr.)	Water purification tablets	194,000	
Shannxi	Floods (Apr./Jul.)	Water purification tablets, tents, quilts	307,220	
Tibet	Snowstorm (Mar.)	Cash	50,000	Cash 50,000
Xinjiang	Earthquake (Feb.)	Winter tents, quilts, warm clothes, cash	311,253	Cash 100,000
	Snowstorm (Feb.)	Quilts	107,360	
	Floods (Apr./Jun.)	Warm clothes, winter tents, quilts	277,124	
Xinjiang production and construction	Earthquake (Feb.)	Cash	20,000	Cash 20,000
	Snowstorm (Feb.)	Quilts, clothes	106,180	
Yunnan	Snowstorm (Mar./Apr.)	Warm clothes, quilts, water purification tablets, cash	505,770	Cash 100,000
	Drought (Jun.)	Bottled water (donated)	899,460	
Zhejiang	Floods/tornado (Apr. Jun. Jul.)	Water purification tablets, quilts, tents, blankets	488,053	
TOTAL			16,411,102	

BUDGET SUMMARY

APPEAL No. 05EA017

China - floods

TYPE	VALUE
RELIEF NEEDS	IN CHF
Shelter & constructions: tents	200,000
Clothing & textiles: quilts	1,660,000
Food: rice	2,532,000
Water & sanitation: water purification tablets	100,000
TOTAL RELIEF NEEDS	4,492,000
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<u>CAPITAL EQUIPMENT</u>	
Vehicles: 2	65,000
Computers and cameras	14,000
<u>PROGRAMME SUPPORT</u>	
Programme support (6.5% of total)	357,604
<u>TRANSPORT STORAGE & VEHICLE COSTS</u>	
Distribution, storage, transport and vehicle costs	150,000
<u>PERSONNEL</u>	
Expatriate staff	180,000
National staff	38,000
Workshops & training	15,000
<u>ADMINISTRATIVE & GENERAL SERVICES</u>	
Travel & related expenses	15,000
Information expenses	15,000
Administrative & general expenses	160,000
TOTAL OPERATIONAL NEEDS	1,009,604
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TOTAL APPEAL CASH, KIND, SERVICES	5,501,604
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LESS AVAILABLE RESOURCES (-)	0
NET REQUEST	5,501,604
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