

CHINA: FLOODS

1 June 1999

appeal no. 21/98 (revised)

situation report no. 10

period covered: 1 February - 25 May 1999

Relief distributions and the rebuilding of homes are now in their final stages. Efforts are now focusing on the future: how to ensure an increased disaster response capacity through the pre-positioning of stocks and the training of branch personnel in vulnerable areas.

The context

Last summer's floods were the worst in over forty years. For over 60 days, the central and southern regions along the Yangtze River endured several high flood peaks which caused massive damage to the infrastructure and left 15 million people homeless. It is now believed that up to 5,000 people were killed as a direct result of the flooding. More than 15 million hectares of crops were affected, with 6.1 million hectares completely lost. Between July and August, further flooding occurred in the North-east. The medium term impact of this disaster is still being assessed, but the government estimates that direct economic losses exceeded US\$ 32 billion.

The Red Cross Society of China (RCSC), assisted by a Federation appeal, immediately responded to the crisis by targeting the worst affected areas with four main relief components: food, water purification tablets, sanitation materials and vital medicines. After a series of evaluation missions, Plans of Actions (PoA) were designed to deliver a balanced package of relief to those areas that had suffered the worst ravages of the flooding.

In September 1998, the Federation reviewed the size of its support to the RCSC and expanded the Emergency Appeal budget from CHF 6.7 million to CHF 13.6 million. The revised Appeal aimed not only to assist victims of the emergency with increased food, medicines, sanitation material, and emergency shelter, but also to pre-position basic emergency relief supplies and to fund training programmes to enable the RCSC to react more effectively to future disasters.

The food relief distribution, which was expected to continue to the end of May, will help to enhance the food security of the most vulnerable until the first harvest. Work is underway to complete the emergency shelter programmes in the south, while in the north east, the Inner Mongolian Branch of RCSC is about to restart its programmes, suspended during the long winter. Basic Medical Kits are now being purchased for distribution to Red Cross Clinics throughout the flooded areas, to help to mitigate the expected increase in diseases during the coming months. Planning is underway for the purchase of stocks to be pre-positioned and thus available for further emergencies within this disaster prone country. A review of the Disaster Preparedness training requirements of the RCSC is underway, following a visit by

the Regional DP delegate. A programme is currently being developed to ensure that RCSC staff in high risk areas receive training prior to the onset of any floods during the summer.

Throughout the emergency programme, all materials have been procured within China, enabling timely delivery. Ways of further involving the Provincial branches in the local procurement of relief goods, to speed up the delivery of goods in future disasters, are being examined.

Latest events

The rehabilitation of the infrastructure and houses along the Yangtze has now begun in earnest. Massive government rebuilding programmes have been launched to ensure that the affected areas will be able to return to some form of normalcy this year. The main focus of attention has been on rehabilitation of the water and sewerage systems, the repair of roads and the strengthening of flood control structures. The government is well aware of the need to carry out disaster mitigation programmes. The economic damage of the 1998 summer flood in the centre and in the north of China was equivalent to almost four percent of the country's Gross Domestic Product and one-third of the annual Government fiscal revenue. The UN recently reported that unless disaster mitigation is incorporated into development planning, the economic losses arising from natural disasters will continue to increase proportionally to the economic growth of the country.

The Food for Work (FFW) programmes of the World Food Programme (WFP) in four of the worst affected provinces have now been completed. The RCSC final food programmes will help to bridge the gap between the ending of the WFP's FFW programme and the start of the summer harvest. Much of the farmland had already been de-silted and in May the farmers could harvest oil seeds and wheat. Many of the victims are supplementing their diet by catching fish from the river, as well as growing vegetables in small kitchen gardens.

The latest shelter programmes have targeted those areas where the government (with the assistance of the UN) has already completed much of the infrastructure rehabilitation. The aim of the programme is to supply some of the worst affected villages with building materials. While some delays occurred due to the Spring Festival, recent field visits to the sites confirmed that materials have been purchased. Work was expected to be completed in mid May in the two provinces of Inner Mongolia and Heilongjiang.

Red Cross/Red Crescent action

Relief activities •

During the reporting period, the Federation and the RCSC continued to supply funds and materials to provinces involved in the Flood Relief programme. The main focus was on supplying clothing, food, and quilts for the winter months.

Yangtze River Emergency Shelter (Hubei and Hunan)

An agreement between Federation and the RCSC on the Emergency Shelter Project in Hubei and Hunan Provinces was signed on 21 January 1999. The project will be implemented as plan of action no. 8 within the overall emergency operation of the Federation. The German Red Cross assigned a field delegate for three months in order to assist the RCSC with the implementation of its programmes. Soon after the delegate's arrival in China on 29 January, she visited both provinces to finalise and streamline the plan of action with the branches involved. Further visits took place in February and March to assess the progress of the work.

In both Yangtze provinces the delegate was able to talk to flood victims who survived the winter in makeshift shelters. Most of the subsistence farmers have lost one harvest and are still dependent on outside assistance. The delegate visited several reconstruction projects of the Chinese government.

At the end of May, the shelter project in the two provinces was close to completion. The project aimed at providing 4,500 of the most vulnerable flood affected families with construction materials to rebuild their houses. The actual number of beneficiaries that received assistance within this programme was 4,734 families (20,098 individuals).

Inner Mongolia Emergency Shelter

This programme, which was suspended during the winter, was restarted in early May. Close to half of the shelters (1,200 shelters) were already completed prior to the suspension of work. In recent discussions, Inner Mongolian Red Cross officials said they were confident that the programme would be completed by the end of July.

Evaluations - Internal and External

During April and May, the RCSC and the Federation were involved in two evaluations that took a comprehensive look at the overall Floods Operation. A consultant hired by the Federation began an evaluation in mid March of all aspects of the operation, with specific emphasis on co-ordination between the RCSC and the Federation. During his five weeks in China, he met with both the RCSC HQ staff and Federation delegates, as well as travelling on three provincial field trips. His draft interim report was presented to the RCSC and the Federation in mid May. The consultant will also present his findings at the Partnership meeting on 7 June, 1999.

Between 17 and 21 May, the RCSC convened a special Symposium in Hong Kong which brought together representatives from 17 provinces that were involved in the 1998 floods. The Hong Kong Branch of the RCSC hosted and, with the help of the national HQ, facilitated a series of seminars that sought to look at both the strengths and weaknesses of the work of the branches during this emergency. The RCSC will present a summary of the findings at the Partnership meeting.

Financial Development Programme

On 2 March, a new Finance Development delegate arrived in Beijing to begin work with the National Society. His initial task will be to finalise the financial reporting for the Federation supported programmes, namely the 1998 Flood, Hebei Earthquake, Computerisation Programme and Yunnan Earthquake. At the same time he will conduct an assessment of the RCSC financial system in order to identify ways of strengthening the RCSC financial management and reporting capacity. A finance development plan will then be prepared jointly with the National Society. It will outline a strategy for the future development of RCSC financial systems and personnel, both at headquarters and branch level, with the objective of improving the RCSC's ability to manage and report on donor funds.

Funds distributed

The International Federation so far has allocated or spent a total of CHF 13,247 million to purchase and distribute the following relief items:

Monetary Value of Relief Goods Transferred to the RCSC to date						
Provinces Assisted	Water Purification Tablets	Medicines	Sanitation Materials	Food	Coats/ Quilts	Housing
Hubei	352,269	390,250	285,412	1,428,675	235,025	1,025,930
Hunan	275,206	241,125	230,866	661,036	NA	1,282,571
Jiangxi	202,042	234,625	172,365	1,008,070	161,900	NA
Fujian	31,283	52,000	35,454	144,300	NA	NA
Guangxi	62,566	52,000	35,454	144,300	NA	NA
Sichuan	31,283	52,000	32,724	138,047	NA	NA
Heilongjiang	0	246,500	37,000	926,838	116,350	NA
Inner Mongolia	0	194,500	18,818	1,133,452	341,350	1,500,000
Total	6,260 boxes of 10,000	169,738 kits	932,500 bottles	12,252 MT	68,750 Pcs	7,269 Shelters
Monetary total by type	954,649	1,072,750	848,093	5,584,718	978,700	3,808,500
Total monetary value of goods						13,247,410

Planning •

Disaster Preparedness - Pre-positioning

The RCSC and the Federation delegation have worked together on producing a plan to ensure that the Society will be in a better position to respond to disasters in the future. It seeks to ensure that specific high risk Provinces receive adequate stocks of basic, durable relief materials which will be pre-positioned for the long-term in both Provincial and Prefecture Red Cross branches and Disaster Preparedness Centres. This programme, with a budget of approximately CHF 810,000, will allow the RCSC to replenish much of the stocks released and distributed by the Society during the current emergency.

Disaster Preparedness (DP) - Training

In addition to the pre-positioning of essential relief items, the Federation and the RCSC plan to develop Disaster Preparedness management training at both Headquarters and Provincial level in order to further enhance the National Society's capabilities to react to disasters in the future. The first training seminar is planned for June and will concentrate on provinces likely to be affected during this summer's flood period.

Federation Delegation •

All three delegates travelled to the field during this reporting period. The field delegates carried out missions to Inner Mongolia, Heilongjiang, Hubei, Hunan, Laoning and Yunnan.

The Federation delegation now comprises three delegates - one representative, one field delegate with monitoring and reporting functions, and one Finance Development Delegate - and in addition receives technical support in finance, information and disaster preparedness from the South East Asia Regional Delegation.

Government Action w

From the start of the disaster, the government appealed for both cash and in-kind donations from across China, raising over 7 billion yuan in cash and in-kind -- by far the largest amount of disaster relief ever collected within the country. The government is now calling for increased efforts to rebuild the dikes. Much of this work is being carried out by people living along the banks of the dikes.

Other Agency Relief Efforts •

WFP completed its fourth distribution of rice to four of the worst affected provinces in March. In each round, beneficiaries receive a 15 day ration. While the WFP appeal called for a total of 247,214 MT of rice, only the equivalent of 109,484 MT was actually received. The agency reports excellent progress is being made in the five FFW activities.

Outstanding needs

The funds currently available cover programmes scheduled under the Federation Appeal, and will enable the Federation to assist the RCSC in preparing for future disasters.

External relations - Government/UN/NGOs/Media

While there has been an inevitable slackening of media interest in the floods operation, the Federation Delegation in China continued to give interviews to both the international and Chinese media. The main interest has been in the co-operation between the RCSC and the Federation, as well as the post flood recovery work now taking place throughout China.

The Federation continues to co-ordinate closely with MSF, the World Food Programme, OCHA, UNDP and UNICEF to strengthen relief delivery through shared information. A Federation representative now participates in the weekly UNDP-chaired Disaster Management (DMT) co-ordination meetings.

Contributions

See Annex 1.

Conclusion

As recovery activity throughout the country expands, the Federation's involvement in the emergency phase of this massive disaster is drawing to a close. The final relief efforts will concentrate on assisting the RCSC to supply medicines to Red Cross medical teams and much-needed food to areas not covered by the WFP 'Food for Work' Programmes. Outside these relief efforts, the emphasis will now be on developing initiatives to help the RCSC respond to future disasters. While much of the groundwork to achieve this goal has been completed, the Society has requested assistance in further developing its disaster response capabilities. To this end the Federation will be working closely with the Society to develop training packages and identify how, through the provision of specific pre-positioned relief commodities, the Society can meet the needs of the most vulnerable in the early stages of future disasters.

The Federation's delegation in China will continue to monitor current and planned shelter programmes as well as provide donors with reports on how their funds have been utilised. In addition, with support from the Regional Delegation in Kuala Lumpur, it will assist the RCSC in planned Disaster Preparedness training.

For further information, please contact Marcel Fortier, Desk Officer, on +41 22 730 4268 (e:mail: fortier@ifrc.org).

Peter Rees-Gildea
Director
Operations Funding & Reporting Department

Hiroshi Higashiura
Director
Asia & Pacific Department

CHINA - FLOODS						ANNEX 1
APPEAL No. 21/98		PLEDGES RECEIVED			06/01/99	
DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
CASH						
REQUESTED IN APPEAL----->				16,076,000		99.33%
AUSTRALIAN - GVT		100,000	USD	136,000	08/04/98	
AUSTRALIAN PRIVATE DONORS		25,000	USD	33,188	11/19/98	IBM
AUSTRALIAN - RC		292,455	AUD	258,150	12/21/98	
AUSTRIAN - RC				100,000	08/21/98	
BARBADOS - PRIVATE		50,000	USD	69,200	10/09/98	ERNST & YOUNG
BRITISH - RC/GOVT		150,000	GBP	368,070	07/25/98	
BRITISH - RC/GOVT		250,000	GBP	574,750	08/24/98	
BRITISH - RC		46,858	GBP	106,396	11/17/98	INNER MONGOLIA SHELTER PROGRAM
CANADIAN - RC		100,000	CAD	98,500	07/20/98	
CANADIAN - RC		50,000	CAD	51,230	07/21/98	
CANADIAN - RC/GOVT		200,000	CAD	186,900	08/21/98	
CANADIAN - RC/GOVT		50,000	CAD	49,800	08/28/98	
CANADIAN - RC/GOVT		442,000	CAD	412,165	09/04/98	
CANADIAN - RC		160,000	CAD	153,600	08/20/98	
CANADIAN - RC		150,000	CAD	137,175	25/09/98	
CANADIAN - RC		500,000	CAD	430,150	11/04/98	
CZECH GOVT		20,000	USD	26,550	11/16/98	
DANISH - RC/GOVT		2,000,000	DKK	437,000	08/05/98	
DANISH - RC		500,000	DKK	109,916	07/24/98	
ECHO		1,050,000	XEU	1,746,570	09/21/98	
ECHO		355,000	XEU	590,507	08/20/98	
FINLAND - RC		300,000	FIM	81,150	09/16/98	
FINNISH - RC/GOVT		1,000,000	FIM	271,300	26/10/98	
FRENCH - GOVT		150,000	FRF	36,945	10/07/98	
GERMAN - RC/GOVT		350,000	DEM	294,630	08/11/98	WATER TABLETS
GERMAN - RC/GOVT		399,399	DEM	336,214	09/04/98	QUILTS
GERMAN - PRIVATE		1,300	DEM	1,060	06/04/98	
GERMAN - RC		300,000	DEM	246,750	23/10/98	
GERMAN - RC/PRIVATE		2,850,000	DEM	2,306,220	12/30/98	DAIMLER
ICELAND - RC		200,000	ISK	4,204	07/20/98	
IRELAND - GVT		50,000	IEP	106,000	09/14/98	
IRELAND - GVT		75,000	IEP	155,100	02/11/98	
ICRC		500	USD	692	10/09/98	
ITALIAN GOVT		100,000	USD	150,000	08/31/98	
JAPANESE - RC		20,000,000	JPY	215,400	09/14/98	
JAPANESE - RC		10,000,000	JPY	103,400	08/13/98	
JAPANESE - RC		15,000,000	JPY	168,075	11/10/98	
REP. KOREA RC		30,000	CHF	30,000	08/08/98	
LIECHTENSTEIN - RC / PRIVATE				18,260	09/07/98	
LUXEMBOURG - GOVT				500,000	08/26/98	
LUXEMBOURG - RC				10,000	12/01/98	

MACAU - RC		67,867	USD	94,165	10/17/98	
MACAU - RC		136,736	USD	202,506	08/14/98	
MONACO - RC		30,000	FRF	7,389	09/23/98	
NETHERLANDS - RC		270,000	NLG	201,626	08/20/98	MEDICAL SUPPLIES
NETHERLANDS - RC/GVT		650,000	NLG	485,400	09/18/98	
NORWEGIAN - RC		150,000	NOK	29,700	07/23/98	
NORWEGIAN RC/GOVT		1,350,000	NOK	267,300	07/23/98	
POLAND - RC		2,000	USD	3,000	08/28/98	
SPAIN - RC/GOVT		12,000,000	ESP	118,992	08/12/98	
SWEDISH - RC/GOVT		1,500,000	SEK	283,200	08/12/98	
SWEDISH - RC		3,000,000	SEK	536,100	02/11/98	SHELTER PROGRAMME
SWITZERLAND - PRIVATE		660	CHF	660	10/01/98	
SWISS - RC				239,000	08/31/98	
SWITZERLAND - PRIVATE				2,040	08/12/98	
AMERICAN - RC		21,279	USD	28,248	11/23/98	
AMERICAN - RC		837,500	USD	1,111,781	12/15/98	
USA - AMCROSS: private donors		25,000	USD	37,500	08/12/98	Amex
USA - AMCROSS: private donors		15,000	USD	20,760	10/15/98	AT&T
USA - AMCROSS: private donors		25,000	USD	37,500	09/29/98	CitiCorp
USA - AMCROSS: private donors		10,000	USD	13,840	09/29/98	Wal-Mart Foundation
USA - AMCROSS: private donors		20,000	USD	27,680	09/29/98	Meritor Automotive
USA - USAID		300,000	USD	415,200	10/08/98	HEALTH / WATSAN
US EMBASSY - BEIJING		250,000	USD	375,000	07/27/98	
US - PRIVATE		40	USD	60	08/06/98	
MALAYSIA - RC		500,025	MYR	192,710	05/06/99	
SUB/TOTAL RECEIVED IN CASH				15,842,573	CHF	98.55%
KIND AND SERVICES (INCL. PERSONNEL)						
DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
Belgium	Delegate costs			12,540	12/31/98	Estimated value
Belgium	Delegate costs			15,015	12/31/98	Estimated value
Canada	Delegate costs			13,695	12/31/98	Estimated value
Denmark	Delegate costs			14,025	12/31/98	Estimated value
Denmark	Delegate costs			15,180	12/31/98	Estimated value
Great Britain	Delegate costs			10,725	12/31/98	Estimated value
United States	Delegate costs			24,585	12/31/98	Estimated value
Germany	Delegate costs			20,000	01/26/99	Estimated value
SUB/TOTAL RECEIVED IN KIND/SERVICES				125,765	CHF	0.78%
NOT REQUESTED IN APPEAL						
DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
SUB/TOTAL RECEIVED				0	CHF	