



Humanitarian Aid Decision

23 02 01

Title: Humanitarian Aid for the victims of the 2004 floods in Chongqing, Hunan and Guangxi provinces

Location of operation: CHINA

Amount of decision: 1,999,565 €

Decision reference number: ECHO/CHN/BUD/2004/01000

Explanatory Memorandum

1 - Rationale, needs and target population:

1.1. - Rationale:

Since May 2004 Southern China has been repeatedly affected by floods, flash floods and resultant landslides. 14 million people have been affected and 95,000 homes destroyed.

Chongqing was one of the first areas to be heavily affected by floods. In May, 42,000 people were homeless in Chongqing following intense rains which pounded the area during the period 26-30 May and destroyed some 10,000 homes throughout 319 towns.

In June and July 2004 Guangxi Autonomous Region experienced serious flooding that affected at least 3.69 million people, with 76 people losing their lives. 57,000 rooms were destroyed with 398,380 tons of crops lost with a direct economic loss of 2.95 billion RMB (€290 million). At the same time Hunan also experienced significant flooding and landslides, with those affecting the north-west of the province reported to be the worst on record. 1.18 million people were affected, with 136,200 being evacuated and 26 people losing their lives. The direct economic loss is estimated at 3.75 billion RMB (€370 million).

Between 3-6 September flooding forced the evacuation of 82,000 people in 18 counties in Chongqing province, where 4,200 houses collapsed and 56,000 homes sustained varying degrees of damage.

As a consequence of these massive disasters, the results of which the Chinese authorities are unable to cope with, the Red Cross Society of China (RCSC) launched in August a national appeal to provide emergency relief assistance to flood victims in the three provinces of Chongqing, Hunan and Guangxi.

1.2. - Identified needs:

Sanitation and hygiene practice, which is poor everywhere in the rural areas, has been rendered even worse in the flood affected areas. While in most concerned areas access to water is not a big problem, its quality is severely affected by, mainly organic, pollutants, a problem further exacerbated by the flooding. Untreated effluent is the principle contaminant of surface and groundwater reserves and is particularly significant in low lying or areas prone to flooding such as parts of Guangxi, Hunan and Chongqing Provinces.

Organic contamination of (ground) water, which is frequently the only source for human use, is caused by the following:

- Water tables are shallow and wells usually not protected from contamination;
- Latrines, when used, are poorly constructed and their effluents are not treated, and are disposed of in ways that result in contamination of ground water;
- The use of fresh excreta, human and animal, as manure is the basis for the intensive cultivation of the scarce available land. It is continuously spread on fields with no concern about the effects of the pathogens contained therein.
- The typical open toilet located in the animal compound provides a ready contaminant when floodwaters inundate an area, and as a consequence poses a serious threat to the general health of the population.

However, local capacity for managing water sources and sanitation facilities is potentially good. During 2001/02, 2002/03 and 2003/04 ECHO supported programs in the water/sanitation sector achieved some basic but remarkable successes. In these previous projects, water quality in target areas has dramatically improved with the introduction of improved sanitation at the village level. The toilets designed for these projects are made of bricks and concrete making them resistant to floods of a moderate nature. The fundament of the toilet is often more than one meter high depending on the present structure of the house into which it will be fitted, thus avoiding contamination as long as the water does not rise above this level.

Lessons learnt from previous emergency relief operations conducted by the RCSC and the Federation have identified a number of key issues which have been incorporated into the organisations' current approach. These are:

- The most suitable form of improved sanitation for Chinese conditions is the urine-diverting **Ecosan** toilet.
- To increase the acceptance of improved sanitation facilities and behaviour, hardware interventions such as the Ecosan toilet should be combined with participatory community based health education.

1.3. - Target population and regions concerned:

The beneficiaries will be identified from low and very low income rural communities, with priority being given to villages comprised of ethnic minorities in Chongqing, Hunan and Guangxi, who have sustained significant losses and/or damage to their property and crops during the 2004 floods. Beneficiary villages will be identified which have dangerous sanitation systems which constitute a public health hazard.

The main sources of information drawn upon by IFRC in identifying target populations include:

- Interviews with people directly affected by the floods and flash floods.
- Meetings with provincial, prefecture, county, township and grassroots level Red Cross staff and volunteers.
- Meetings with provincial, prefecture, county and township level authorities.
- Evaluation of previous relief operations conducted by RCSC and Federation in the People's Republic of China.
- Reading secondary data on social and economic status of the affected areas.

1.4. - Risk assessment and possible constraints:

Pre-conditions

All pre-conditions for the implementation of the programme have been dealt with during the implementation of previous programmes of this nature. These have included:

- Formalising a RCSC and Federation Project Agreement for programme implementation.
- Confirmation that the Civil Affairs Department and the Prefecture Government are in agreement with the RCSC/Federation intervention.

Assumptions and risk assessment profile

- Red Cross staff are available 100% of their time to implement the project.
- Provincial, prefecture and county Red Cross staffs are available with the right attitudes and experience to implement the programme.
- Natural disasters do not restrict Red Cross staff/volunteers ability to access target villages.
- Trained County Facilitators and Village Volunteers continue to work with the programme.
- Community consultation and involvement at all stages of the project.
- Village members are willing to work as volunteers.
- Local Government (health, water, sanitation) representatives attend training opportunities.
- Target Villages do not fully meet selection criteria due to the bias from authorities.
- Competing priorities of villages allow them to be involved in the project activities.
- Increased knowledge of health and hygiene practices is an effective base for identification and implementation of behavioural change activities.
- Villages accept participatory training techniques as a medium of knowledge transfer.
- Education materials are effective and accessible to target group.
- Training is relevant to existing competencies and traditional practices.

2- Objectives and components of the humanitarian intervention proposed:

2.1. – Objectives:

Principal objective:

Provide assistance to flood victims in Guangxi, Hunan and Chongqing provinces

Specific objective:

- To reduce the incidence of sanitation and water-borne diseases

2.2. - Components:

In order to achieve the above mentioned objectives, the following components will be implemented:

- Conduct health and hygiene surveys
- Rehabilitation of water supply systems in affected communities
- Rehabilitation of sanitation facilities
- Health and hygiene training in affected communities
- Enhancing disaster preparedness for future floods

A systematic monitoring and evaluation system based on the objectives, activities and verifiable indicators will be implemented by the Pyongyang based Technical Assistant and by the desk officer in Brussels.

3 - Duration foreseen for actions within the framework of the proposed decision:

The duration for the implementation of this decision will be 12 months.

Humanitarian operations funded by this decision must be implemented within this period.

The finalisation of the workplan for the implementation of the sanitation, water supply and health and hygiene education components will be conducted by IFRC with the RCSC upon confirmation of the commencement date and operational period of the programme.

Expenditure under this Decision shall be eligible from 15/11/2004, the requested start date of the project.

Start Date : 15/11/2004

If the implementation of the actions envisaged in this decision is suspended due to *force majeure* or any comparable circumstance, the period of suspension will not be taken into account for the calculation of the duration of the decision.

Depending on the evolution of the situation in the field, the Commission reserves the right to terminate the agreements signed with the implementing humanitarian organisations where the suspension of activities is for a period of more than one third of the total planned duration of the action. In this respect, the procedures established in the general conditions of the specific agreement will be applied.

6 –Amount of decision and distribution by specific objectives:

6.1. - Total amount of the decision: 1,999,565 euro

6.2. - Budget breakdown by specific objectives

Principal objective: <i>Provide assistance to flood victims in Guangxi, Hunan and Chongqing provinces</i>				
Specific objectives	Allocated amount by specific objective (Euro)	Possible geographical area of operation	Activities	Potential partners¹
Specific objective 1: To reduce the incidence of sanitation and water-borne diseases	1,999,565	Guangxi,Hunan, Chongqing	<ul style="list-style-type: none"> - Conduct health and hygiene surveys - Rehabilitation of water supply systems in affected communities - Rehabilitation of sanitation facilities - Health and hygiene training in affected communities - Enhancing disaster preparedness for future floods 	- CROIX-ROUGE - FICR-IFCR-CH-
TOTAL	1,999,565			

¹ FEDERATION INTERNATIONALE DES SOCIETES DE LA CROIX-ROUGE ET DU CROISSANT ROUGE

7 –Evaluation

Under article 18 of Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid the Commission is required to "regularly assess humanitarian aid operations financed by the Community in order to establish whether they have achieved their objectives and to produce guidelines for improving the effectiveness of subsequent operations." These evaluations are structured and organized in overarching and cross cutting issues forming part of ECHO's Annual Strategy such as child-related issues, the security of relief workers, respect for human rights, gender. Each year, an indicative Evaluation Programme is established after a consultative process. This programme is flexible and can be adapted to include evaluations not foreseen in the initial programme, in response to particular events or changing circumstances. More information can be obtained at:

http://europa.eu.int/comm/echo/evaluation/index_en.htm.

8 –Budget Impact article 23 02 01

	CE (in Euro)
Initial Available Appropriations for 2004	472.000.000
Supplementary Budgets	
Transfers	
Total Available Credits	472.000.000
Total executed to date (by 23/9/04)	426 710 368
Available remaining	45 289 632
Total amount of the Decision	1,999,565

COMMISSION DECISION

of

on the financing of humanitarian operations from the general budget of the European Union in CHINA

THE COMMISSION OF THE EUROPEAN COMMUNITIES,

Having regard to the Treaty establishing the European Community,
Having regard to Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid², and in particular Article 14 thereof,
Whereas:

- (1) In June-July 2004 Guangxi Autonomous Region experienced flooding that government and Red Cross figures state affected at least 3.69 million people, with 76 people losing their lives. Figures state that 57,000 rooms were destroyed with 398,380 tons of crops lost with a direct economic loss of 2.95 billion RMB.
- (2) Hunan province also experienced significant flooding and landslides. Government and Red Cross authorities report that the floods and landslides that affected the north-west of the province were the worst on record.
- (3) Over the period 3-6 September 2004 flooding forced the evacuation of 82,000 people in 18 counties in Chongqing province, 4,200 houses collapsed and 56,000 homes sustained varying degrees of damage.
- (4) In total 14 million people were affected and some 95,400 homes were destroyed leaving thousands of individuals homeless. Of the 14 provinces which qualified as being severely affected, the RCSC's relief division prioritised Chongqing for relief assistance provided in July by the International Federation through its Disaster Relief Emergency Fund (DREF).
- (5) An assessment of the humanitarian situation leads to the conclusion that humanitarian aid operations should be financed by the Community for a period of 12 months.
- (6) It is estimated that an amount of 1,999,565 euro from budget line 23 02 01 of the 2004 general budget of the European Union is necessary to provide humanitarian assistance to over 58 000 flood affected persons from low income rural communities , taking into account the available budget, other donors' interventions and other factors.

² OJ L 163, 2.7.1996, p. 1-6

HAS DECIDED AS FOLLOWS:

Article 1

1. In accordance with the objectives and general principles of humanitarian aid, the Commission hereby approves a total amount of 1,999,565 euro for humanitarian aid operations for the victims of the 2004 floods in Chongqing, Hunan and Guangxi provinces by using line 23 02 01 of the 2004 budget of the European Union.
2. In accordance with Article 2 of Regulation (EC) No.1257/96, the humanitarian operations shall be implemented in the pursuance of the following specific objective:
 - To reduce the incidence of sanitation and water-borne diseases

Article 2

1. The duration for the implementation of this decision shall be for a maximum period of 12 months, starting on 15/11/2004. Expenditure under this Decision shall be eligible from that date.
2. If the operations envisaged in this Decision are suspended owing to *force majeure* or comparable circumstances, the period of suspension shall not be taken into account for the calculation of the duration of the implementation of this Decision.

Article 3

This Decision shall take effect on the date of its adoption.

Done at Brussels,

For the Commission

Member of the Commission