

ANNUAL REPORT



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

14 May 2004

In Brief

Appeal No. 01.66/03; Appeal target: CHF 3,564,329 (USD 2,442,454 or EUR 2,422,114); Appeal coverage: 69%.

[\(click here to go directly to the Financial Report\).](#)

This Annual Report reflects activities implemented over a one-year period; they form part of, and are based on, longer-term, multi-year planning. 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](#) 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's website at <http://www.ifrc.org>

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Overall analysis of the programme

As the Red Cross Society of China (RCSC) enters its 100th year, it has continued to demonstrate increasing capacity in the areas of disaster management and public health while simultaneously developing its long-term sanitation project in Guangxi and Hunan provinces. These achievements demonstrate the society's commitment to expanding developmental and public education activities alongside more traditional relief and welfare roles.

This past year was marked by the outbreak of severe acute respiratory syndrome (SARS) which had a profound impact on the country's psychological well being. There were a reported 5,327 cases and 349 deaths, with 1,002 cases among health care workers in the country. The significance of the RCSC's and the Federation's response to SARS goes beyond responding to the outbreak of the disease, as it also functioned as an important step in developing a joint approach for addressing public health emergencies. Lessons learned from the effectiveness of the response to SARS will be incorporated into formulating future strategies for addressing emergency threats to public health. In the wake of SARS, severe country-wide flooding, which commenced in May and lasted until October, placed demands on the society to provide urgently needed relief assistance to thousands of families who lost their homes and possessions to the floods.

Many RCSC activities planned for the first half of 2003 both within and outside the framework of the 2003 Appeal had to be cancelled or postponed because of the outbreak of SARS. Government regulations intended to control SARS forbade all travel within China and required that no large meetings or trainings be held. The second half of 2003 was dedicated to implementing to the extent possible the annual Appeal's activities and objectives.

Objectives, Achievements, and Constraints

Health and Care

Programme Goal: The RCSC will contribute to the reduction of the transmission of HIV/AIDS in China and help to improve care and support for people living with HIV/AIDS and their families.

Objective: The abilities of the RCSC both at the headquarters and in provincial branches to design, implement, manage, and fund effective and sustainable HIV intervention has improved leading to the increased capacity of the youth in key provinces to protect themselves from HIV/AIDS infection.

Achievements: The RCSC is in a strong position to define an important role for itself in addressing the increase of HIV/AIDS in China. With funding primarily from the Swedish Red Cross and Swedish government, the Federation's activities focused on supporting RCSC in the areas highlighted below. In addition, collaboration was fostered between the Federation regional delegation and partner national societies (PNS) that support RCSC as well as with external organisations.

In order to encourage all branches to collaborate in the local response, RCSC and Federation conceived a series of four-day workshops to introduce basic information about HIV/AIDS. Two workshops were held for fifteen provinces, with another planned for 2004. The agenda included sessions on: Red Cross Red Crescent principles and policies regarding HIV/AIDS encompassing *Strategy 2010*, Fundamental Principles, and the 2003 policy from Secretariat; the HIV/AIDS situation in China; and basic knowledge on HIV/AIDS (transmission, prevention, diagnosis, disease progression). It also covered the Yunnan/Xinjiang model of youth peer education (YPE), facilitation and management skills, including recruiting and retaining project volunteers; living with HIV/AIDS; and project design and proposal-writing.

While the RCSC focus is on skills building and in-depth knowledge of HIV/AIDS, raising the public's awareness is a necessary adjunct to help ensure acceptance of HIV prevention messages. The RCSC headquarters and branches typically participate in World AIDS Day events around China and often add an HIV educational component to World Red Cross Day events.

RCSC Capacity Building: The Federation's regional delegation worked with the RCSC to:

- Conduct two workshops to introduce HIV/AIDS activities to provincial branches and their colleagues in the health department – 15 provinces participated.
- Purchase Australian/Yunnan Red Cross youth peer education manuals for RCSC branches.
- Develop a public health/personal hygiene educational video and hygiene kits for households in six provinces (activities funded by the regional SARS appeal)

Improving Awareness: In China, the causes and effects of HIV/AIDS are still relatively unknown, despite a high rate of transactional sex and illegal drug use. As was highlighted through such high profile events as the visit of a former US president towards the end 2003, there is a great and urgent need to improve awareness in regard to HIV/AIDS transmission and prevention among China's population.

Initiatives by RCSC to raise awareness about HIV/AIDS included:

- World AIDS Day in Beijing, Shanghai, Hainan, Qinghai, and Jiangxi.
- Welcome/awareness reception funded primarily through donations from the British Red Cross, in Er Lian Hote, Inner Mongolia: meet the Mongolian Red Cross Society (MRCS) train campaign at the border and present joint RCSC-MRCS education for town residents. The train campaigns have been particularly successful in disseminating information to both countries' significant migrant populations.

Supporting People Living With HIV/AIDS (PLWHA): Given the lack of understanding about HIV/AIDS in China, people affected by the disease are subjected to a greater degree of isolation than in other countries where the disease has come to be better understood. Thus, another key activity is providing support to People Living with HIV/AIDS (GIPA/Support to PLWHA). These activities include:

- Translate and print “Positive Development” a manual for PLWHA.
- Agreement made with AIDS Care China to include PLWHA at all Federation/RCSC workshops.
- Support Australian Red Cross to send six PLWHA to the Community Forum and other related workshops in Bangkok, Thailand (January 2004).

Collaboration and Assistance to PNS-supported Programmes: During 2003, the Federation’s East Asia regional delegation’s HIV/AIDS delegate provided guidance and support to the following PNS/RCSC activities:

- Five day training of trainers workshops for Canadian Red Cross supported projects in Sichuan and Inner Mongolia.
- Proposal design mission with Swedish and Netherlands Red Cross to Inner Mongolia. (The proposal was part of a larger application to the European Union, which was not successful.)
- Assessment mission to the Kashgar region of Xinjiang province with Australian Red Cross and participation in the regional ARCSAN meeting.
- Missions for project design mission and carrying out training of facilitators for Netherlands Red Cross supported projects in Jilin and Liaoning provinces.

Participation in meetings and workshops: The Federation’s regional HIV/AIDS delegate and representatives of the RCSC participated in the following meetings and workshops during 2003:

- China’s country coordinating mechanism (CCM) for the Global Fund on HIV/AIDS, malaria, and TB
- UN theme groups on health and on HIV/AIDS
- Harvard University (Kennedy School of Government/School of Business) HIV/AIDS and Business in Africa and Asia: Building Sustainable Partnerships
- Federation’s HIV governance meeting on access to HIV/AIDS treatments
- 14th International Conference on Reduction of Drug Related Harm (Chiang Mai) (as noted above, the RCSC was to have attended this conference, but cancelled due to the SARS outbreak.)

Impact: HIV/AIDS was not discussed openly in China up until the end of 2002. As of the end of 2003, it is evident that things have changed and HIV/AIDS is being discussed much more openly and the government is communicating with NGOs and international organisations to develop strategies promoting prevention. The RCSC remains committed to scaling up HIV/AIDS prevention and care (youth peer education and peer education by and for PLWHA and ensuring a safe blood supply) to all provinces in China. Training on recruiting and retaining voluntary non-remunerated blood donors will be necessary for all provinces. Given the capacity of headquarters and provincial branches, however, the scaling up of youth peer education will have to be incremental. Identifying priority provinces involves assessing both the HIV/AIDS incidence/prevalence and the interest and capacity of the branch to implement HIV/AIDS projects. The goal in 2004 is to implement youth peer education in two provinces in addition to those being supported by Australian and Netherlands Red Cross Societies.

Constraints: The unexpected appearance of SARS in April 2003 had serious consequences for the RCSC and the Federation HIV/AIDS programmes as all meetings and travel were banned, and the national society devoted time and resources to China’s SARS response. Despite the cessation of all HIV-related activities from April through July, however, progress was made towards meeting most of the objectives of the 2003 Appeal.

Disaster Management

The RCSC Federation supported disaster management programme consists of two separate components which are reported on separately below. The first consists of measures to help RCSC strengthen its speed and effectiveness in disaster operations. The second relates to the implementation of pioneering water and sanitation programme intended to serve as a model for community level disaster preparedness and mitigation activities.

Goal: The impact of natural disasters on vulnerable populations in China will be minimised by developing the disaster preparedness and disaster response capacity of the national society.

1. Measures to Help RCSC strengthen its speed and effectiveness in disaster operations.

Objective: To develop a clearer definition of the role and identity of the RCSC in emergency situations and in disaster preparedness, and to further develop the national society's DP/DR structures and systems.

Achievements: 2003 was an exceptionally busy year for RCSC on the relief front. In addition to the widespread flooding that affected different parts of the country from May to October, the society also had to respond to four earthquakes and the outbreak of SARS. Although the 2003/2004 flood appeal is separate from this annual appeal, the relief operation has been used an opportunity to address this above objective and rectify many of the issues identified in the 2002 flood relief operation evaluation. The operation, which has been implemented with a keen awareness of developing the RCSC's capacity in the areas of planning, logistics, reporting, and internal inter-departmental coordination, has provided a good opportunity to enhance the understanding between the RCSC and the Federation.

Three Federation delegates were placed in RCSC headquarters in Beijing to work on planning, logistics, coordination and reporting. The placement of Federation delegates in the RCSC's offices has had a significant effect on improving mutual understanding as well as developing mechanisms and a system for sharing information between the respective departments within the RCSC and the Federation.

Regularly held task force meetings, chaired by the Federation's relief coordinator, facilitated information sharing and coordination among Federation delegates and the RCSC's relief, external relations, finance, information, and logistics divisions, introducing a new approach to management by encouraging regular communication between the respective divisions of the society. Training has been a significant part of the operation since its inception when a coordination meeting was conducted jointly by the Federation's disaster management delegate and the RCSC's head of relief division in July for RCSC headquarters and provincial branch staff. With the arrival of a reporting delegate, training on reporting has been conducted at headquarters and with the Shaanxi provincial branch.

Following the earthquake in Gansu province at the end of October, a joint RCSC headquarters/Federation regional delegation assessment team travelled two days later to the disaster area. Based on the confirmation of needs and discussions with the local authorities from this mission, the delegation arranged for the immediate release of CHF 100,000 from the Federation's disaster relief emergency fund (DREF) for the purchase and distribution of 11,000 quilts, whilst the local government concentrated on the provision of temporary shelter for the victims. This assistance complemented RCSC's own mobilisation of tents, quilts and wheat flour valued at RMB 330,000 (approximately CHF 55,000) that was organised in the immediate aftermath of the disaster. This serves as a good example of how national and international resources can be mobilised quickly and effectively in response to sudden disasters.

Impact: 2003 has seen good progress in introducing improvements to the society's disaster management systems and procedures by using "on-the-job" opportunities represented by the implementation of ongoing operations. This process will be taken forward in 2004, and issues around disaster preparedness will also be addressed.

Constraints: One of the difficulties encountered in past Federation support to RCSC has been a lack of continuity and institutional memory, with different relief delegates coming in for successive operations. In order to build upon progress made thus far, the Federation will endeavour to re-recruit one or more of the delegates who have worked previously with RCSC for future emergency relief activities.

2. Community-based water/sanitation/health education disaster preparedness project in Guangxi and Hunan provinces.

Objective: to build 13,500 dry hygienic toilets in the two provinces and to develop community based health promotion activities in the villages supported through the programme.

Achievements: The RCSC, in cooperation with the Federation and with key support from the European Commission Humanitarian Office (ECHO), has provided 28 rural communities in Guangxi province and 23 rural communities in Hunan province with a “package” to develop or improve selected water supplies to villages, install dry hygienic toilet facilities and conduct health education activities. The number of direct beneficiaries is estimated at 68,648 (or a total of 13,677 households of which 8,654 were in Guangxi Zhuang autonomous region and 5,023 in Hunan province. Some 177 additional toilets were built within the programme financed by savings and other funding resources. Both provinces are subject to regular serious flooding of villages and toilets, which lead to the contamination of surface and ground water reserves. The typical open toilet located in the animal compound provides a ready contaminant when flood waters inundate the region and as a consequence pose a serious threat to the health of the general population.

Many villagers in remote areas of China have limited access to both basic medical and educational resources. In the 2003 programme participatory health education has been developed to support community based decision making from the “ground up.” The advantage of this type of health education is programme sustainability and the fostering of community spirit and cooperation. Another significant advantage to this type of health education programme in China is that the RCSC has members at all levels of the community therefore ensuring programme support and success.

The focus of is ECHO-funded intervention has been two fold :

- 1) Sanitation:** construction of 13,500 eco-san toilets (for 13,500 households) in rural disadvantaged communities affected by flooding.
- 2) Health promotion:** training hygiene educators and through them increasing hygiene awareness of communities.

The third component of the original programme was to provide clean and safe water to beneficiaries. This was not a part of this ECHO-funded project. The Red Cross is currently seeking donors to support water supply activities in these villages.

Sanitation:**Hunan Province**

The Red Cross branch in Hunan has selected the villages below and successfully constructed 5,023 toilets. (A further 23 toilets are being built in Zhang Jia Jie from other resources.)

Prefecture	No. toilets per prefecture	County (district)	Town (township)	Village	No. Households
Yongzhou	800	Xin Tian county	Jin Lin town	Yong Gui Cheng	210
				Jin Lin	206
		Zhi Shan district	Shui Kou Shan town	Zhao Jia	197
				He Jia	104
				Lou Zi Di	83
Heng Yang	700	Heng Shan county	He Jia township	Xiang Shui	350
		Heng Dong county	Shu Mu township	Sheng Li	350
Xiang Xi	700	Yong Shun county	Diao Jin township	Diao Jin	380
				Mao Xi	38
		Bao Jing county	Ba Mao township	Ba Mao	180
				Ying Feng	102
Zhang Jia Jie	723	Yong Ding district	Sha Di township	Hao Ping	443
			San Jia Guan	Yun Pan Ta	280
Yi Yang	700	Nan county	He Kou township	Xin sheng	200
		He Shan district	Lan Xi town	Yin Jia Ba	200
		An Hua county	Xian Xi town	Jian Feng	100
			Le An township	Le An	200
Lou Di	700	Lou Xing district	Cha Yuan town	Shi Tang	300
			Wan Bao town	Wan Ba	200
		Xin Hua county	Meng Gong town	Shi Long	200
Chen Zhou	700	Bei Hu district	Shi Gai Tang town	Guang Ming	350
			Hua Tang town	Zao Lu	165
			Shi Tou Shan	185	
Total	5,023	13	17	23	5,023

Guangxi Province

The Guangxi Red Cross branch completed construction of 8,654 toilets with funding from ECHO, with 154 additional toilets being built from savings and other resources. In order to assure a true commitment and effective management of the project implementation in Guangxi it was decided that the construction of toilets would be done in two phases. When the first phase was successfully completed in selected villages, the second allocation of toilets was then made. In several cases, where problems were experienced, the balance of the toilets was reallocated to another village where the programme has been successfully completed.

Prefecture	No. toilets	County (district)	Town (township)	Village	No. households	No. villagers
Beihai	500,192	Haicheng	Weizhou	Shengtang	692	3,200
Wuzhou	300	Cen xi county	Shuiwen	Shixun	532	2,140
	532	Cangwu	Shatou	Xincun	532	2,610
Qinzhou	300,216	Lingshan county	Fengtang	Pingling	516	2,278
	300	Lingshan	Fozi	Wuyi	300	1,156
Nanning	300,358	Longan county	Yangwan	Aihua	758	3,500
	150	Yongning	Pumiao	Liangyong	150	609
	150	Bingyang	Gentang	Naming	630	2,768
Baise	300,265	Debao county	Longguang	Longguang	565	2,687
Hezhou	300,20	Zhongshan county	Yangtou	Laozhu	520	2,850
	200	Zhongshan	Gongan	Hetang	684	3,100
	200	Babu	Hejie	Hexi	329	1,358
Liuzhou	300,75	Luzhai	Pingshan	Dayan	375	1,537
Liuzhou	246	Liucheng	Mashan	Masha	277	1,129
Hechi	300,50	Duan	Chengjiang	Lantang	350	1,720
	200	Du An	Chengjiang	Langtang	350	1,720
	300	Du An	Gushan	Manmao	200	1,436
Guilin	30,015	Quanzhou	Huang Shahe	He Gang	315	1,393
	179	Quanzhou	Shaoshui	Xialiu	152	1,300
	83	Xingan	Yanguan	Dazutang	83	415
	78,220	Lipu	Xiuren	Tashi	298	1,306
	110	Yangsuo	Yangdi	Yangdi	150	760
	80	Yangsuo	Xingping	Yucun	134	516
	110	Yangsuo	Puyi	Gule	110	720
Fangchenggang	158,162	Shangsi	Jiaoan	Nadang	320	1,285
	250,116	Dongxing	Jiangping	Wanwei	366	1,836
	585,154	Fangcheng	Naliang	Damian	585	2,925
				Futang	154	770
Total	8,654	11	27	28	10,377	48,648

Health promotion: The rural communities in both Guangxi and Hunan that were selected to benefit from the sanitation component of the project have been targeted for health promotion activities as well. These activities were facilitated by specially trained Red Cross staff-members and volunteers, thus maximising the impact of the sanitation component. They contribute to longer-term changes of behaviour and practices which affect the health of individuals and communities and will or have led to an overall improvement in the environment.

Health education is divided into two components - knowledge input and behaviour change. The "knowledge input" component was carried out by local health authorities in collaboration with Red Cross staff/members and village volunteers. Activities to facilitate changes in behaviour, for instance hygienic practice such as regular hand

washing and so on were carried out through community participation and dialogue. Some 600 Red Cross volunteers were trained and received guidance from a Federation health delegate based in Guangxi while implementing these activities.

As it is considered that active community participation is the key for durable cognitive and behavioural changes, the Red Cross health promotion activities under the current project focused on developing appropriate models for “a two-way communication” which allows community participation and decision-making.

Impact: Both the branches and key representatives of RCSC senior management in Beijing identified improving rural health through integrated programming as one of the society’s top priorities. It was recognised that one of the main successes of the projects in Guangxi and Hunan has been to build RCSC’s confidence in carrying out community-based work. Village level volunteer groups have been formed to promote health awareness. With suitable support and guidance, these same or similar groups of people can be mobilised for community disaster preparedness. There is also a growing recognition of the importance and possibilities of promoting risk reduction at the community level. For example, following floods in Guangxi villagers are being encouraged by local government and the Red Cross to re-build houses on higher ground and of bricks rather than mud.

Constraints: The implementation of the project experienced delays because in March/April the rural population is involved in the planting and harvesting of crops while June to August is a period of heavy rains, which once again devastated many villages, and slowed down the toilet construction programme. Also in many warmer rural areas there are two harvest crops planted. Harvesting and planting of crops is carried out in July/August and harvested in November and December. The SARS emergency had a profound effect on the implementation of this programme for a period of three months in May to July the Red Cross staff in both Hunan and Guangxi was required to work within the SARS control programme.

Organisational Development

Objective: The staff members and volunteers of the RCSC have improved skills and knowledge contributing to a better functioning of the National Society.

Achievements: The RCSC is a large organisation that is undergoing considerable change as it responds to the changing environment within China. At the central level the society organised a series of events for its branches during the year as part of its ongoing organisational development (OD) work. Although this work was considerably delayed in the middle part of the year by the SARS outbreak, the later period saw a number of new initiatives, which underline the RCSC’s commitment to taking forward its organisational strengthening.

Some of these initiatives were funded by RCSC itself, while others were supported by the Federation and/or participating national societies. With funding from the Federation’s capacity building fund (CBF), financial and some technical assistance was provided for a major national leadership workshop that brought together two senior leaders from each of the society’s provincial branches (mainly funded directly by Norwegian Red Cross), a project planning and reporting workshop for RCSC headquarters and selected provincial personnel, and a national finance management training course. Sponsorship was also provided to one of the participants that RCSC sent to an international fundraising seminar in the Netherlands.

The Federation regional delegation also participated in the other main OD events organised directly by RCSC, which included an information workshop for provincial information staff and a four-day seminar on cooperation and working with international partners. At the provincial level Federation delegates collaborated with Norwegian Red Cross in carrying out OD, finance development and information training in Shaanxi and Sichuan branches.

Finally, work was undertaken to help RCSC increase its profile and relations with a range of external partners. In addition to ongoing work to highlight the numerous RCSC relief activities during the year, the regional delegation organised a promotional meeting in the early part of the year with major diplomatic missions and international organisations. Presentations were made on the various programmes being run by the RCSC and focused on passing messages about the Red Cross role in preparing for and responding to disasters and also its work in HIV/AIDS with a strong accent on youth peer education. Funding was also provided to help RCSC have access to

the international media so that it can better understand the value of gaining visibility amongst the international community.

Impact: The RCSC continues to gather momentum in an effort to strengthen its organisation and ensure that its leaders and staff at branch level improve their skills and understanding of the requirements for being a well functioning national society. This is particularly important at a time when the RCSC continues to evolve, gaining greater independence from government and increasingly entering into international partnerships. The regional delegation's main role in this process is to act as a trusted dialogue partner, while at the same time providing some technical and financial inputs in order to support this work.

Constraints: The main practical constraint to moving forward with OD work was the SARS outbreak and the consequent disruption to planned activities for much of the rest of the year. It should also be borne in mind that as the OD process goes forward issues are emerging around the respective roles and responsibilities between RCSC headquarters and the provincial branches, matters for reflection that will take time. However, they reflect the fact that RCSC is moving ahead and taking up issues that are an inevitable reality for an organisation of its size in the changing environment of China today.