

# PROGRAMME UPDATE



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

15 September 2004

The Federation's mission is to improve the lives of vulnerable people by mobilising the power of humanity. It is the world's largest humanitarian organisation and its millions of volunteers are active in over 181 countries.

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

### In Brief

Appeal No. 01.67/2004; Programme Update no. 01, Period covered: 1 May to 31 August, 2004; Appeal coverage: 49.6%; Outstanding needs: CHF 2,236,191 (USD 1,777,576 or EUR 1,449,663).  
([click here to go directly to the attached Contributions List \(also available on the website\)](#)).

Appeal target: CHF 4,436,886 (USD 3,526,937 million or EUR 2,876,3145 million).

Related Emergency or Annual Appeals: [China Appeal 01.67/2004](#)

**Programme summary:** Good progress has been made in implementing most of the activities to support the Red Cross Society of China's (RCSC) programmes foreseen in the annual appeal in spite of the extensive natural disasters that struck China during this reporting period. In particular, the community vulnerability reduction programme in southern China is progressing well, with Australian and Danish Red Cross coming in to support the new community-based disaster preparedness component. Initial field planning carried out for the new Swedish Red Cross-supported HIV/AIDS programme in Henan and Shandong provinces will, when fully underway, complement the existing bilateral programmes supported in other provinces by the Australian and Netherlands Red Cross as well as other partner national societies. There is sufficient funding to cover programme needs for the rest of the year and the almost completed 2005 annual appeal will outline future requirements.

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*This Programme Update reflects activities to be implemented over a one-year period. This forms part of, and is 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, or for a full description of the national society profile, please access the Federation's website at <http://www.ifrc.org>*

### Operational developments

The widening gap between rich and poor in China was never more evident than this summer as the government sought to slow the world's fastest growing economy. The start of the year brought a warning that the economy might be overheating.

But if figures such as runaway industrial output – up by 24 percent in February compared to the same month the previous year – concerned investors on financial markets, the state statistic showing the increasing number of poor worried humanitarians. For the first time since the 1970s, the number of people below the poverty line increased in 2003, while some 800,000 more people slipped below China's threshold of USD 77 a year.

China's first world problems overshadowed the third world ones, although a slight cooling trend in the economy eventually made itself evident. The industrial output declined marginally for five consecutive months following the high output of February though growth remained in the double digits. The National Bureau of Statistics reported gross domestic product (GDP) growth slowed from 9.8 percent in the first quarter to 9.6 percent in the three months leading to June 30, and expected a continuation of this downward trend so the full year's growth would be contained at nine percent.

The government seemed confident that the measures it took – such as restrictions on lending by state-owned banks and on land use – proved that effective and tougher measures were not required at that time. Humanitarians were less confident in the state of the other China, the one that still contains nearly 20 per cent of the world's poor. Up to 160 million predominantly rural people live below the international poverty threshold of one US dollar a day and are desperately poor. Flood-hit families assisted by the Red Cross in 2003 reported an average annual income of USD 85 to USD 137.

This summer's flood season only exacerbated the plight of the rural poor. The Yangtze, the Yellow and other big rivers so far remain under control but torrential rains – some of the worst in living memory – brought monstrous flash floods and landslides. Hundreds of lives were lost, millions of people driven from their homes, millions of hectares of farmland were inundated and millions of livelihoods were destroyed.

China spent billions of dollars since serious flooding of the Yangtze river in 1998 in flood mitigation and prevention, and invested almost USD 3 billion in Hunan alone. Officials argue that besides improving human safety, flood control measures revitalised urbanisation, brought local economic and social development and substantially improved living standards. However defences in this vast and flood prone country are not universal, and emphasis is placed on defending main population centres and infrastructure. A senior official in Hunan – one of the worst hit provinces – told the Federation, "Our resources are such that we cannot take care of every village."

Amid the flooding came an earthquake in southern Yunnan province and a series of typhoons. The earthquake on August 10 registered 5.6 on the Richter scale and left four people dead, nearly 600 injured and 126,000 homeless.

The capacity of the Red Cross Society of China is stretched. It launched a nationwide appeal the day before the earthquake to extend flood relief operations already underway in 14 provinces that included Yunnan, but it did end there. Before the week's end the Pacific typhoon Ranim tore across the East China Sea and ravaged coastal provinces, with authorities in Zhejiang reported 164 people dead, 42,000 homes destroyed and almost 13 million people affected.

There were two more typhoons before the end of August while droughts occurred elsewhere in China.

## Health and care

**Goal: The RCSC will contribute to the reduction of the transmission of human immunodeficiency virus (HIV) or acquired immunodeficiency syndrome (AIDS) in China and help to improve care and support for people living with HIV/AIDS and their families.**

**Objective: By the end of the project, RCSC headquarters and selected branches will have improved ability to design, implement, manage and fund effective and sustainable HIV/AIDS interventions, leading to the increased capacity of youth in selected provinces to protect themselves from HIV/AIDS.**

### Progress/Achievements

World Red Cross Day on 8 May provided a forum for the Red Cross Society of China's (RCSC) provincial branches to conduct public awareness activities on HIV/AIDS. Although a recent poll by the Future's Group

reports that the general public in China is now familiar with the term AIDS and understands that it is a disease, most people are unaware of how the disease is transmitted. This lack of understanding as to how AIDS is transmitted can lead to the further marginalisation of high risk groups, feeding into the existing stigmatisation. Thus as the public becomes increasingly aware of HIV/AIDS, dissemination activities that improve public awareness and understanding about transmission routes will become increasingly important.

The RCSC with support from the Netherlands Red Cross strengthens its youth peer education (YPE) activities by training young facilitators in Liaoning, Jilin, Beijing and Shanghai. Up to 20 volunteers in Beijing and 20 volunteers in Shanghai completed the second phase of their training over the reporting period. The Federation's regional HIV/AIDS health delegate supported the training of the facilitators who were identified from university students in Beijing and Shanghai. The 40 newly trained YPE facilitators in Beijing and Shanghai already commenced with some dissemination activities among fellow university students. As facilitators they provided basic information as well as addressed common misconceptions of their peers about HIV/AIDS, namely that it is a disease that happens to someone else.

The RCSC HIV/AIDS project coordinator and the Federation's regional delegate met with representatives from RCSC provincial branches in Henan and Shandong in preparation for the initiation of the youth peer education activities in those provinces supported by the Swedish Red Cross. The Federation and RCSC representatives met with respective provincial branches and representatives from the local government to support the introduction of YPE activities into the provinces by addressing remaining questions about the activities.

The Federation's delegate continues to provide technical assistance in the form of training, monitoring and assessments as requested by bilateral participating national societies (PNS) in China, especially the Australian, Netherlands, and Norwegian Red Cross societies. Over the reporting period the delegate participated in the drafting team of the Federation's manual *Caring for Carers*; was a facilitator at a workshop for the voluntary services overseas (VSO) of the UK attended by the organisation's students, expatriate staff and teachers; participated in the strategic planning session with the Australian Red Cross in Xinjiang; took part as an observer on the Asian Red Cross and Red Crescent HIV/AIDS Network (ART); and provided guidance and support to the Canadian Red Cross during their assessment mission for a possible new HIV/AIDS programme in Sichuan province.

The International Federation continues to actively participate on several health and HIV/AIDS related committees and working groups including the Joint United Nations Programme on HIV/AIDS (UNAIDS) expanded theme group, United Nations (UN) theme group on health, UNAIDS sub theme group on adolescents and youth, the country coordinating mechanism (CCM) of the Global Fund, and the CCM working group on HIV/AIDS. The Federation also intends to moderate two discussion forums on China's HIV/AIDS Information Network (CHAIN) in association with China's national centre for AIDS prevention and control.

## **Disaster Management**

### **Project 1: Disaster Response**

**Goal: Assist RCSC to strengthen the society's speed and effectiveness with disaster operations.**

**Objective: The RCSC and the Federation improve their capacity for disaster response in China.**

#### **Progress/Achievements**

At the close of the 2003/04 flood operation at the end of May 2004, a participatory evaluation meeting held in Beijing involved RCSC senior management, representatives from the nine RCSC provincial branches responsible for implementing activities, members of RCSC headquarters' relief, information, finance, external relations and logistics divisions as well as delegates from the East Asia regional delegation and the Federation's relief team. The review meeting's purpose to identify the strengths and weaknesses of the operation and apply the lessons learned from implementing activities developed a more effective response strategy and created a model for operations in the future. At the meeting participants mapped out potential plans of action for immediate medium term and long term responses to natural disasters. The meeting also highlighted the importance of information flow internally

and to the media during disasters. At the end of the meeting a draft emergency appeal was created based on operational strengths and weaknesses identified by the delegates, RCSC headquarters, the provincial branches as well as findings based on beneficiary interviews conducted during monitoring visits by the RCSC and the Federation.

Although more work is still required, the approach of the RCSC to relief operation planning, finance management, reporting and logistics improved over the past two years based on the combined factors of recommendations coming out of two review processes and practical experience. In the 2003/04 operation, relief item distribution from the time of funding arrival was cut in half in comparison to relief distribution in the 2002-2003 period.

As mentioned in the introduction of this report, serious natural disasters like typhoons, floods and earthquakes occurring practically on a weekly basis during this reporting period made thousands of people in 15 provinces homeless. Shortly after the RCSC and the Federation's review meeting severe flooding once again struck China. Although the emergency did not require international assistance, the International Federation backed the society's national appeal with funding from the Federation's Disaster Relief Emergency Fund to support relief activities in Chongqing, Anhui and Zhejiang provinces. Over the reporting period, the RCSC relief division provided accurate and timely information to the Federation about the series of disasters that struck the country, resulting in the publication of eight information bulletins and regular updates on the Federation's Disaster Management Information System (DMIS). The Federation's regional information delegate worked closely with the RCSC communications division to gain good international media coverage for the society's relief activities and to promote the launch of its national emergency appeal in early August.

These frequent disasters underscore the need for a strong disaster preparedness programme. Given China's size, it is not feasible to rely on procuring supplies at the time disaster strikes. Disaster victims' emergency needs are best met by having well stocked stores in its strategically placed regional and provincial disaster preparedness centres that can provide supplies to the affected area and branches when disaster strikes, rather than leaving branches and beneficiaries waiting for the procurement and delivery process. The Federation and the RCSC relief division engaged in planning meetings since the May review meeting to discuss the best to approach the situation. Additionally, the RCSC is conducting ten provincial level relief workshops to coincide with ongoing relief activities following the identification of a need for better training in procedures for carrying out relief activities at the county and prefecture levels. The first workshop that took place at the end of August in Guangxi covered topics such as beneficiary selection, assessments, and reporting.

## **Project 2: Community Vulnerability Reduction (CVR)**

**Goal: Develop a model for vulnerability reduction that can be replicated throughout China**

**Objective: The vulnerability of the most at risk populations in three to four disaster prone provinces is reduced by implementing the community vulnerability reduction project.**

### **Progress/Achievements**

The further development of the community centred on the health and hygiene programme, increasing knowledge and understanding of water-based and water-washed disease transmission and their link to water, sanitation and personal hygiene. This was achieved through:

- training-of-trainers (TOT) workshops in both Guangxi and Hunan for facilitators;
- development of training plans for the training of village volunteers by TOT facilitators; and
- commencement of village volunteers training on health and hygiene education via participatory activities by TOT facilitators.

The project also focused on the development of improved sanitation facilities within the target villages. Related activities included:

- a mobilisation campaign focusing on disseminating information about the advantages of constructing Ecosan toilets;
- construction of demonstration toilets in all target villages that contributed towards;

- a transparent and competitive tendering process based on standard Ecosan toilet designs as well as material quantities for material supply contracts that are in accordance with Federation and the Humanitarian Aid Office of the European Commission (ECHO) procedures and regulations; and
- commencement of household toilet construction.

Activities completed to develop of safe water supplies in four villages included:

- assessment and approval of all four gravity fed community based water supply systems; and
- a transparent and competitive tendering process based on approved water supply designs and material quantities for material supply contracts that are in accordance with Federation and ECHO procedures and regulations.

The community-based disaster preparedness activities funded by the Australian Red Cross that is underway in Guangxi province strengthened ongoing development of the current ECHO supported CVR project. The activities address community strategies that reduce the impact of disasters through voluntary participation of villages which previously received support from ECHO in the areas of sanitation as well as health and hygiene education. In addition the Danish Red Cross completed an assessment mission that looked at supporting similar activities in the Hunan province and expects to carry them out in the next reporting period. The Federation in cooperation with the RCSC developed two separate proposals for securing funding to replicate the CVR project in a third and possibly fourth province. Additionally the Federation's programme coordinator provides technical support to the Norwegian Red Cross which is working with the RCSC to develop similar activities in Jilin province.

### **Constraints:**

The new participatory grassroots approach in China requires time for the facilitators and participants to feel comfortable with the new form of pedagogy. Although challenging to staff, there were improvements to the approach and content of training-of-trainers workshops and of supporting training material developed during the reporting period. The slow adoption of the new approach is natural for a society that is traditionally top-down and whose experience in knowledge transfer is primarily through formal lecture based formats and written media.

## **Organisational Development**

**Goal: RCSC is making a significant contribution to national efforts to improve the lives of the most vulnerable people in China.**

**Objective: RCSC has improved its capacity to plan and deliver high quality Red Cross programmes.**

### **Progress/Achievements**

Secretary generals/managers and finance staff from 21 prefecture branches, a total of 46 people, attended the main event during this period - a financial management training workshop in Chengdu, the capital of Sichuan province - from 12 to 16 July. The workshop was organised at the initiative of the RCSC Sichuan provincial branch and focused specifically on the financial management of externally funded projects.

Facilitators at the workshop included the head of the RCSC headquarters finance department, a representative of the Sichuan branch of the national audit department, the experienced RCSC Sichuan provincial branch finance officer as well as the Federation's finance delegate. Particular attention was given towards outlining the Federation and other international donor standards of financial management, relief operations reporting and development programmes. The importance of ensuring good communication between national, provincial and prefecture levels including sharing copies of agreements, plans and budgets as per donor requirements emerged as one of the key issues, while the need for programme and finance staff to work together as well as for programme managers to understand the necessity of good financial management surfaced as a second issue.

The representative of the national audit department brought an interesting perspective to the workshop. This department is responsible for the auditing of many large-scale international projects in Sichuan province such as those funded by the World Bank, the United Kingdom's Department for International Development (DFID) and other international agencies. The Norwegian and Hong Kong Red Cross also used this office to audit the RCSC

projects they funded. This part of the programme served to reinforce several key messages as well as resolve problems and misunderstandings that arose in the implementation of foreign funded projects.

The Federation in Guangxi and Hunan provinces organised similar provincial-level workshops in connection with the ECHO funded water and sanitation programmes implemented in those provinces. This was however the first workshop where the provincial branch itself initiated the request for such a training activity. A national-level finance management workshop is further scheduled for November and other provinces are encouraged to follow this example by organising similar activities to strengthen their own finance management performance.

It is now clear RCSC will not be able to organise most of the activities of this year's organisational development (OD) programme before the year's end. This includes notably the regional leadership training courses for new provincial and prefecture level leaders and the development of common branch-level training packages. However, OD support and training to several RCSC provincial branches progressed throughout the ongoing programmes' period with support from the Netherlands Red Cross (Jilin and Liaoning provinces) and Norwegian Red Cross (Sichuan and Shaanxi provinces).

**Constraints:**

As noted above, several of the organisational development activities planned for this year were not implemented. This is due primarily to the need for RCSC headquarters to give first priority towards organising its 100th anniversary celebrations and then towards preparing for its national congress at the end of this year. These preparations included an extensive programme of visits by RCSC senior management to provincial branches that encompassed consultations on the continued restructuring of the society as it progresses with its continuing separation from the Ministry of Health at prefecture and lower levels.

**[Contributions list below; click here to return to the title page and contact information.](#)**

APPEAL No. 01.67/2004

## PLEDGES RECEIVED

14/09/2004

DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
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## CASH

						TOTAL COVERAGE
REQUESTED IN APPEAL CHF ----->				4,436,886		49.6%
CASH CARRIED FORWARD				215,683		
BRITISH - RC		15,000	GBP	34,358	04.05.04	HEALTH & CARE, TRAINING OF TRAINERS
ECHO (02001)		999,915	EUR	1,575,366	23.02.04	COMMUNITY VULNERABILITY REDUCTION
SWEDISH - RC		1,500,000	SEK	252,750	26.03.04	HIV/AIDS PROGRAMME
SUB/TOTAL RECEIVED IN CASH				2,078,157	CHF	46.8%

## KIND AND SERVICES (INCLUDING PERSONNEL)

DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
AUSTRALIA	DELEGATES			54,400		
DENMARK	DELEGATES			67,000		
Note: due to systems upgrades in process, contributions in kind and services may be incomplete.						
SUB/TOTAL RECEIVED IN KIND/SERVICES				121,400	CHF	2.7%

## ADDITIONAL TO APPEAL BUDGET

DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
SUB/TOTAL RECEIVED						
				0	CHF	