

United Nations Development Programme (UNDP)

Project Document

November 2006

Capacity Building for National Prevention and Preparedness for Avian and Human Influenza Pandemic in China

Project Period: Jan- Dec 2007

Management Arrangements: DEX

Budget (US\$) 65,000

Allocated Resources

- **AI/PP Funds** 65,000

Approved by UNDP:

Name and Title

Date

1.0 Situation Analysis

1.1 Epidemiological assessment:

Influenza A (H5N1) was first detected in Guangdong province in China in 1996. Since then the virus has become widespread in poultry and wild birds in China. As of Oct 2006, over 80 animal outbreaks of influenza A (H5N1) have been reported in China and over 30 million domestic birds culled. Despite extensive animal vaccination campaign in China, virus continues to circulate in both domestic poultry and wild birds in China. China has an annual production of over 14 billion poultry, 70% of which live in backyard settings (i.e. open areas). Controlling influenza A (H5N1) in this population is therefore a long term project that will require investment over many years.

Influenza A (H5N1) has also caused human cases in China. In 1997, influenza A (H5N1) caused 18 human cases in Hong Kong. That outbreak was controlled through culling of the entire poultry pollution, as well as the introduction of other control measures, in Hong Kong. However, two further cases of influenza A (H5N1) were reported by Hong Kong in early 2003. 21 cases of human influenza A (H5N1), of whom 14 have died, have subsequently been reported in mainland China.

It is likely that further animal and human cases of influenza A (H5N1) will continue to occur in China for some years to come, particularly during winter months. In addition to influenza A (H5N1), a number of other highly pathogenic avian influenza viruses (H7 and H9) have been detected in poultry in China. Both of these substrains are known to cause human disease and have pandemic potential.

1.2 Capacity assessment:

Political commitment to controlling avian influenza is high and significant investment in both human and animal sectors has occurred over the past few years in China. However, a joint UN/WB/CIDA/Government of People's Republic of China assessment of capacity conducted in early 2006, concluded that the following areas required further development and investment:

1. Situation Assessment
 - Although a joint assessment was conducted in early 2006, this lack depth and in particular epidemiological data. It was recommended that a review of a) epidemiological situation in both animals and humans as well as b) an institutional capacity review be conducted on an annual basis
2. Coordination
 - Development of overarching coordinating mechanism that encompasses prevention, detection and response in animals and humans and pandemic preparedness
 - Strengthening of multi-sector coordination and collaboration amongst ministries and other agencies

3. Communication
 - Strengthening of operational communications i.e. communications between different agencies and scientists both during current situation and preparedness to communicate appropriately during any escalation of the epidemiological situation
 - Assess the current public information and impact on behavior change and strengthen messaging/reach to vulnerable groups appropriately
4. Strategic planning
 - Development of an integrated national plan for the prevention, detection and response to avian influenza and pandemic preparedness
5. Risk reduction (animals and humans)
 - Conduct in-depth assessment of the efficacy of the animal vaccination campaign and possible implications (positive and negative) for public health
 - Scale up pilot projects on strengthening biosecurity in poultry production in the back yard (sectors 3 and 4) and strengthen biosafety in the field and lower level human and animal laboratories
6. Detection in animals
 - Strengthen animal surveillance especially at village level through training and use of village volunteers and develop further provincial/lower level laboratory capacity and quality assurance
 - Integrate animal and human data and information into single system
7. Detection in humans
 - Develop systems for surveillance in the 50% population who can not afford to access health care (community surveillance, village volunteers, outreach for migrant workers etc)
 - Develop country wide quality assurance programme for laboratory testing and assess and address issues related to barriers for testing
8. Integrated outbreak response
 - Strengthen animal/human sector collaboration and develop joint investigation teams
 - Develop rapid response teams to respond to cluster of humans cases and implement containment measures
9. Pandemic preparedness
 - Support development of scale up plans for vaccine production in China
 - Strengthen multisector approach to pandemic preparedness
10. Sustainable response
 - Develop comprehensive, integrated research agenda
 - Develop long term plans to a. restructure agriculture sector to decrease risk of emergence of zoonotic diseases b. strengthen public health sector to detect and respond to infectious diseases with epidemic/pandemic potential and c. sustain current levels of readiness and vigilance

A joint China UN Avian and Pandemic Influenza (API) Programme is currently being discussed with the government and a China UN Pandemic Preparedness Plan (PPP) is being finalized. The UN API Programme addresses the above areas for strengthening where international technical support is required. The UN PPP aims to provide operational and decision making support to strengthen UN staff/dependants safety and welfare and UN assistance to the government during a pandemic. The UN interagency plan provides a platform for an integrated and coordinated international response to tackle both avian and human influenza and to coordinate external support. The UN system can help through: (i) facilitating the operational coordination among the different public and private sector stakeholders; (ii) providing a platform to address the multiple impacts of AI within a single rational strategy and sequenced structure; (iii) providing technical backstopping using experience from other countries and in accordance with global protocols; (iv) offering operational experience with contingency planning to optimize the use of resources vis-à-vis the unpredictable spread of epidemic; and (v) sharing experience in issues of financial management and accountability. Within the framework of the plan,

- **WHO**, as the technical agency on human health, will lead the support on human disease and nutrition surveillance, epidemiological investigation, case treatment and care, and infection control; pandemic monitoring and readiness, including rapid containment through stocks of anti-viral medicines, other supplies and personal protective equipment, and development of systems for their rapid deployment. WHO has been involved in assisting the government of China in the following areas: prevention in upgrading P2 level labs and post mortem bio safety; early warning through broad surveillance enhancement for AI and pneumonias of unknown cause, taking surveillance into the community and lab surveillance and IT; TA for serological investigation; regional quality assurance; rapid response outbreak; pandemic preparedness exercises; development of vaccines (globally and within China) and other longer term health reform issues.

- **FAO**, as the technical agency on animal health, will lead the support for the strengthening of veterinary services in prevention and control of AI 'at the source' through surveillance, detection and early response of outbreaks. FAO will also lead efforts to improve bio-security in backyard farms and large producer units while supporting improvements in the quality of laboratory services and ensuring their sustainability for the coming years. In China, FAO will help to: investigate the role of migratory birds in HPAI spread; apply research and field trials in the area of vaccination; enhance wet market management; improve capacity in diagnosis, epidemiology and surveillance at all levels and formulate policies for industry restructure and rehabilitation.

- **UNICEF and UNFPA** will lead the effort to increase awareness and sensitization of actors involved in the poultry and public health sectors, and will use messages developed by the lead technical agencies in association with local partners to intensify action for massive social mobilization of communities, households and school children with a view to catalyzing desired behavioral changes for pandemic prevention and control.

The major objective of **UNICEF** will be to ensure the needs of children are adequately addressed at all stages of planning and response to a pandemic. UNICEF has a primary role for Behavior Change Communication and may also support activities such as: procuring vaccines and medical supplies; family and community health programmes for marginalized populations; support to home-based educational programmes; monitoring of child nutritional status and basic hygiene. In the prevention phase, UNICEF will support the national authorities with a special focus on communication strategies to achieve desired changes in behaviour and to promote responsible

reporting. UNICEF China has already been active leading the Working Group for developing communication messages regarding AI transmission; in preparedness such as home education for students, and impact assessments on children in the case of a pandemic. It is involved at the global level, with WHO regarding vaccine production.

UNDP's main task will consist of providing managerial and financial support for interagency planning and coordination across all UN country team members, and provide a strategic framework for a collective response within and beyond the UN system. It will provide assistance to the government to bring together ministries and other stakeholders to formulate national inter-ministerial preparedness and response plans and to develop and coordinate multi-sectoral programmes.

Overall UN coordination will remain critical to the delivery of the UN API programme and success of the UN PPP. In terms of UN coordination and communication, in China the present request for TRAC 3 resources is an integral part of the overall strategy and it is meant to address in particular the following gaps/needs:

- There is no fulltime person responsible for avian and pandemic influenza related coordination and interface with the government on cross ministerial API issues
- Communication with the public and staff about UN API activities has occurred but in a limited and ad hoc fashion. More systematic communication is needed along with materials and systems that could be used both now and during a pandemic
- The epidemiological situation and institutional capacity in China are rapidly changing as a result of control measures such as animal vaccination begin implemented on an unprecedented scale and increased investment in detection and response systems by the government. Annual assessment of the epidemiological situation and institutional capacity is needed to ensure that the UN API Programme remains relevant
- Although a UN PPP has been drafted, preparedness to support the government during a pandemic needs strengthening and joint exercises conducted to test assumptions and systems

2.0 Strategy

The aim of this proposal is to:

1. Strengthen coordination amongst UN agencies in China and with the government
2. Strengthen communication with staff and public on API issues, both now and in the event of a pandemic
3. Strengthen capacity of the UN to undertake joint assessments of the epidemiological and institutional capacity in China and adjust support and assistance appropriately
4. Strengthen UN coordination and preparedness to support the government during a pandemic

3.0 Outputs

1. Strengthened UN coordination
 - Development of a cross agency/cross ministerial working group to implement the UN API that meets regularly
 - Effective delivery of joint UN activities during 2007 contained within UN API programme
2. Strengthen UN communication
 - Creation of bilingual UN AI webpage
 - Creation of bilingual intranet page for staff use
 - Creation of materials that could be used to communicate with public and staff during pandemic
3. Strengthen annual assessment capacity
 - Detailed report with clear description of the epidemiological situation in China, strengths and weakness of system and recommendations for further improvement within one month of completion of assessment mission
 - Revision of API to reflect findings of assessment mission (mid 2007)
4. Strengthen UN preparedness to support government during a pandemic
 - Evaluation report on joint pandemic exercise with recommendations on areas for further strengthening
 - Revision of UN PPP to reflect findings from exercise

4.0 Activities

1. Strengthening UN coordination by hiring full time, national programme officer to:
 - **Coordinate the implementation and annual review of the UN API**
 - **Coordinate the preparedness activities within the UN PPP (see 4 below)**
 - **Facilitate the development of communications materials and systems (see 2 below)**
2. Strengthen communication with public and staff through:
 - **Further development of the UN webpage on API issues, ensure effective links to materials and information on all relevant UN agency sites and translate relevant materials into Chinese/develop bilingual page**
3. Strengthen capacity for UN to undertake periodic assessments of the situation in China
 - **One Periodic joint assessment.** Assessment to cover epidemiological and institutional capacity in China for prevention, detection and response to avian influenza in animals and humans as well as pandemic preparedness
The funds will support UN agency staff participation, local costs and travel/per diem as required of Chinese experts. WHO and FAO will also support this activity through their own resources. The assessment is foreseen to take place in

May/June 2007 and to include travel to at least one province as well as national level assessments.

4. Strengthen UN coordination and capacity to support government during pandemic by:

- **Conducting a joint three day table top exercise in spring 2007**

The exercise is meant to include all UN agencies and representatives from relevant ministries

- Objectives of the exercise are to:

- Assess the situation analysis capacity of UN pandemic management team and bilateral information flows from the government to UN
- Assess the joint decision making systems with regards to staff safety and welfare and action by UN to support government
- Assess the potential capacity of the UN to respond to requests for assistance from the government

5.0 Management Arrangements

Services will be provided by the UNDP Country Office, with costs recovered as per corporate guidelines.

6.0 Monitoring and Evaluation

Monitoring progress towards achievement of project outputs will be undertaken at the level of the overall project. The extent to which the desired output of the project has been achieved will be monitored through a system of M & E activities, annual work plans and budgets.

7.0 Budget (see Annex I)

The duration of the Project is 12 months, running from Jan. to Dec. 2007. The total budget for the Project is US\$ 65,000, provided by AI/PP Funds.

Inputs	Budget (US\$)
National Professional	20,000
Periodical Assessment	22,000
UN Webpage on AI	9,750
Table Top Exercises	10,000
GMS	3,250 (5%)
Total	65,000