

**The Mid-Long Term Plan of
HIV/AIDS Prevention and Control in China
(1998----2010)**

Issued and distributed by the State Council on November, 12, 1998

The State Council Document
The State Council Issue No: [1998] 38

The State Council Announcement about the Issuing and Distribution of the Mid-Long Term Plan of HIV/AIDS Prevention and Control in China (1998-2010)

To all the governments of provinces, autonomous regions and the special municipalities, and the ministries and commissions of the State Council and the departments that are under the direct control of the State Council,

The State Council approves the Mid-Long Term Plan of HIV/AIDS Prevention and Control (1998-2010) in China made by Ministry of Public Health, National Planning Commission, Ministry of Science and Technology and Ministry of Finance, and now issues to you, please implement it thoroughly.

HIV/AIDS is a major disease that China is paying a particular attention to its control, it is also a focus public health and social issue concerned worldwide. Based on the requirements of the Plan and with the combination of the realistic local situation, different places and departments should make their own plans and strategies and to incorporate them into the overall plan of national economic and social development. The highly attention must be paid to the prevention and control of HIV/AIDS, and the leadership must be strengthened in order to implement all the strategies of prevention and to ensure the fulfillment of the goal of the Plan and its tasks on time.

November 12, 1998

**The Mid-Long Term Plan of HIV/AIDS Prevention and Control
China
(1998-2010)**

Ministry of Public Health
National Planning Commission
Ministry of Science and Technology
Ministry of Finance

(October 26, 1998)

HIV/AIDS is a highly infectious disease and currently there are no effective ways to cure it and it has a high mortality rate, its pandemic around the world has become a serious public health and social problem. China has controlled the HIV infection rate in a comparatively lower level in the

world. However, with the rapid transmission of HIV worldwide, HIV infection rate in China has rapidly increased every year. The HIV/AIDS epidemic trends and the experiences in prevention and control in the world show that HIV/AIDS prevention and control is an imperative, complicated and long arduous duty, which needs the participation from society and comprehensive control strategies. In order to urge to proceed the people's governments at different level and the related departments and agencies to strengthen HIV/AIDS prevention and control activities timely and to ensure the implementation of strategies, to build up the skills of all the sectors of society to protect HIV/AIDS and to reduce its harm to people's health and national economy and social development, and based on the HIV/AIDS prevention and control experiences of China and other places, we have made the Mid-Long Term Plan of HIV/AIDS Prevention and Control in China (1998-2010).

1. Background

There have been 1,0676 HIV cases reported in China's thirty-one provinces, autonomous regions and special municipalities by the end of June, 1998 since the first case was tested in 1985, and among that number AIDS patients are 301 and 174 died of AIDS. Most people with HIV/AIDS are at their young and middle ages and inhabit in southwest China, northwest China and middle and southeast coastal areas in China where there is convenient transportation and are thickly inhabited. The research shows that HIV is transmitted through three routes: sexual contact, blood and mother to baby (pregnancy, delivery and breast milk feeding), that the factors of its prevalence are complicated and that it is transmitted rapidly. Three transmission routes are all found in China and the blood transmission through drug use by sharing needles and syringes is the major one and HIV is transmitted very rapidly through this route, the transmissions through sexual contact and mother to baby are increasing every year. The estimate made by the experts of domestic and abroad based on the *GROUP DIVISION* and *DELFI* methods shows that the actual number of people who are infected with HIV in China is over 300,000. Based on this and according to WHO's *DOUBLE TIME FOR THE NUMBER OF PEOPLE WITH HIV*, the actual number of people who are infected with HIV might be over 1.2 million by the year 2000. STDs is an important factor for HIV transmission, and the number of STDs cases have been increasing every year since 70s, between 1989-1992, the average increase rate is 11.27%-13.79% every year, and between 1993-1995, the increase rate is 20.58%-24.75% every year. In 1997, there were 470,000 STD cases reported and among that number the patients are 370,000/10,000, outnumbered 15.81% of 1996. STDs ranks three among all the infectious disease in terms of morbid rate, diarrhea and HP rank one and two respectively. There is a lack of STD patients report due to their treatments in the private or illegal clinics, and according to the research in some areas, the estimate shows that the actual number of people who are infected with STDs are 5-10 times of the reported number. The data of national surveillance shows that HIV infection is increasing rapidly among the group of people who have multiple sexual partners and are not faithful.

Setting up the System of State Council Coordination Meeting for HIV/AIDS Prevention and Control and establishing the National Experts Advising

Organization and Association on HIV/AIDS Prevention and Control, the Central Government and the State Council always pay high attention to the prevention and control of HIV/AIDS and STDs. Under the leadership of the leaders of Communist Party and Administrations at different levels and with the support of related agencies and departments and social organizations, we have gradually organized a group of people dedicated to prevention and control activities and most people of the group are from the anti-epidemic stations at different levels. The group have actively conducted the HIV/AIDS surveillance activities and have gradually concluded HIV/AIDS's trend and epidemic situation in China, they have also made some appropriate prevention and control strategies, solutions and related regulations standards and organized a great number of activities of training, advocating and education, scientific research and international co-operation.

However, China still lacks the capacity of stopping the prevalence of HIV/AIDS currently: some leaders of the governments and the related departments are not fully aware of the possibility and harm of HIV/AIDS' pandemic in China; the environment of prevention and control with a multi-sectoral collaboration and social participation has not yet been created; there is a lack of public knowledge of prevention; the input for the prevention and control is insufficient; the medical and health service is limited; there is a lack of capacity in the prevalence surveillance, the management of blood collection and supply and the prevention of iatrogenic infection; there is a shortage of expertise and a lack of effective experiences in HIV/AIDS and STDs prevention and control; and most doctors and nurses in the medical units and health agencies can not provide standard service in diagnoses and treatment for people with HIV/AIDS and STDs. The situation we are currently facing is that: HIV/AIDS prevalence of the neighboring countries is getting more serious; there is a great number of mobile population within the country, which is difficult to control, and it is difficult to solve the issues of drug use and prostitution and prostitution visit in a short time, so the impending trend is that HIV/AIDS is going to accelerate its speed in China and, therefore, to strengthen the prevention and control activities are urgently needed.

2. Guiding Principles

- To implement *Several Decision of the Central Committee of CPC on Strengthening the construction of Socialist Moral and civil society*, and to follow the requirements of strengthening the prevention and control of the major diseases made in the *Framework of the Ninth Five-Plan of National Economic and Social Development and the Long Term Goals in 2010 of People's Republic of China* and *The Central Committee and the State Council's Decisions on Health Reform and Development*, and to make a contribution to the accomplishment of the overall goal of national economic and social development by reducing HIV/AIDS prevalence through intensively implementation of the prevention and control strategies.
- To carry out the strategies made in *Suggestions on Strengthening HIV/AIDS Prevention and Control Activities* issued by Ministry of Public Health with the approval of the State Council, and strengthen leadership,

promote the multi-sectoral collaboration and mobilize the social participation. To perfect the comprehensive prevention and control strategies from the combination of publicizing and education, legal control, monitor and surveillance and medical and treatment counseling and service, and further conduct the scientific research on HIV/AIDS prevention and control and actively make international cooperation' s.

- To strengthen the advocacy and education and change the risk behaviors of people, control the HIV/AIDS transmission through sexual contact and drug use; to standardize STDs prevention and control management and carry out the strategies of STDs surveillance and prevention and control; to strictly control HIV transmission through blood, blood products and iatrogenic transmission; and to create a social environment helpful for HIV/AIDS prevention and control thus to reduce HIV/AIDS's impact on individuals, families, communities and society.
- To learn a lesson from the successful experiences of other places based on the reality of China; to follow the following principles: be realistic, to deal with both appearance and substance; to take appropriate measures in accordance with local conditions, to provide guidance according to the different prevalence in different areas, to take different management at different levels and to be responsible based on the job descriptions; the control activities should be focused on prevention, the prevention activities should be focused on advocacy and education, the implementation should be focused on the sustainability and the research should be focused on the applied research.

3. The Overall Goal

To set up a system of HIV/AIDS and STDs prevention and control with the multi-sectoral collaboration and social participation under the leadership of the government and publicize HIV/AIDS and STDs prevention and treatment information and control the prevalence and spread of HIV/AIDS. To stop HIV transmission through blood collection and supply 2002, control the rapid spread of HIV among drug users; to maintain the yearly STD morbidity increase within 15%. To keep STD morbid rate steady and decrease and control the number of people with HIV/AIDS within 1.5 million by 2010.

4. Working Objectives

- 1) To establish a management and leadership system and make it flawless
- The provincial-level governments must incorporate HIV/AIDS prevention and control work into the local economic and social development plans and the plans of the construction of moral and civil society, and to establish leading organizations or coordination systems on HIV/AIDS prevention and control with the participation of the related departments and agencies under the leadership of the government.
 - In the areas where HIV/AIDS prevalence is serious, the local governments

and the related departments and agencies should make annual working plans of HIV/AIDS prevention and control, and to dispose the necessary departments or agencies where there are full-time (part-time) staff who are responsible for the management of HIV/AIDS prevention and control activities.

- 2) To publicize the prevention and control knowledge of HIV/AIDS and STDs among all people and reduce the related risk behaviors among special group of people (drug users, prostitutes and their visitors).
 - By 2002, over 70% of all people, and 40% of people in rural areas and 80% of high-risk behavior group of people will know the information of HIV/AIDS and STDs prevention.
 - By 2002, the distribution proportion of the health prescriptions of HIV/AIDS and STDs prevention to the students of the common high institutes and secondary vocational schools will reach to 100%; the junior middle schools should incorporate HIV/AIDS and STDs prevention knowledge into the health education curriculum and 100% of the schools in the special municipalities, the capital cities and the planned special cities, over 85% of the schools in the county (city) or senior level places and over 70% of the schools in the country (town) level will study the curriculum.
 - The major central and local public media of newspapers, broadcasting stations and TV stations should incorporate the advocacy and education of HIV/AIDS and STDs into their working plans and to be able to regularly publish or play articles or programs related to HIV/AIDS and STDs prevention by 2002.
 - 2002 will conduct HIV/AIDS and STDs prevention activities conducted in 100% of drug rehabilitation centers, detention houses and in 80% of prisons and re-education centers. The related information and education material will be available in the places where amusement and services are provided and mobile population gets together and in the units who have more opportunities to organize people to go abroad.
 - By 2002, all the provinces, autonomous regions and special municipalities will have respectively constructed at least a health promotion model community in HIV/AIDS and STDs prevention and control
- 3) To establish HIV/AIDS and STDs surveillance system and make it flawless, try to accurately and timely analyze and predict the prevalence and epidemic trend. To establish HIV/AIDS and STDs prevention and control service system.
 - By 2002, a national HIV/AIDS reference laboratory that has perfect functions will be established and the provinces, autonomous regions and special municipalities will respectively equip a standardized confirmative laboratory in their anti-epidemic stations. In the prefectures (cities) where there is HIV prevalence will have at least one medical treatment health

agency that has the condition to screen HIV. By 2005, a highly effective HIV/AIDS surveillance system will have been established.

- By 2002, all the nation's blood collection and blood supply agencies and the units who produce blood products will meet the requirement of the standardized management for HIV anti-body test work, and an effective quality guarantee system and monitoring policy will be establishment.
 - By 2002, in China's big and medium-size cities and the prefectures (cities) where HIV prevalence is serious should perfect a hospital where the standardized treatment, nursing, counseling and health prevention services will be provided for people with HIV/AIDS, and at the same time the technical training on HIV/AIDS knowledge provided to the various medical health workers will be done.
 - By 2002, over 85% of medical health workers will have received a short-term technical training on STDs knowledge and 85% of medical agencies of over county (prefecture) level should be able to provide the standardized diagnosis, treatment, counseling and other medical health protection service. By 2005, the prevention and control of STDs and its surveillance and health education will be incorporated into the network of health services.
- 4) To accelerate researches on the test reagents, drugs, vaccines and the epidemiology, behavioral science and health-economics related to the strategies making on prevention and control and try to make some projects reach to the advanced international level in the same time, besides some findings will have been utilized to the prevention and control practice.
- By 2002, the domestic confirmative HIV anti-body reagent will be successfully developed and develop the screening reagent to the international standard of its kind; by 2010, HIV antigen, immune and clinical diagnostic reagents will be nationalized and try to have developed into the international level of its kind.
 - By 2002, a clinical base for HIV/AIDS drugs test will be established, and by 2002, there will be a creation and breakthrough in the research and production of anti-viral and immune system building-up drugs and in the research on the ways of treatment, and will have developed the vaccine of the main HIV epidemic factor and will complete the clinical test.
 - By 2002, the research on the estimate model of HIV/AIDS transmission in China will have been conducted and an indicators system of the effectiveness to assess the interventions on people's behaviors (including the level of publicized knowledge and the level of behavior change).
- 5) To establish and perfect laws and regulations related HIV/AIDS and STDs prevention and control.
- By 2002, the laws, regulations and rules related HIV/AIDS and STDs

prevention and control will be developed and made flawless, and the responsibilities of different sectors of the government in HIV/AIDS control and the rights and obligations of people with HIV/AIDS will be specified.

- To establish the management system of the law enforcement and monitor of the related laws and regulations and make them flawless and to eradicate the illegal activities of blood collection and supply and illegal STDs diagnosis and treatment activities.

5.Ways of Actions

- **To strengthen leadership and conduct comprehensive control strategies.**

The local governments at different level should strengthen the leadership of HIV/AIDS and STDs prevention and control work, and carefully prepare to carry out the planned strategies and indicators. To timely collect information on HIV/AIDS and STDs prevalence in the local and neighboring areas and develop prevention and control plans and strategies which are suitable for the realities of local areas, and incorporate the planes into the local economic and social development planes and to carefully prepare to implement and assess the planes and thoroughly study and solve the actual difficulties and problems occurred during work. The related departments of health, advocacy, education, civil administration, public security and law enforcement should make their own detailed planes that will be put into action and each department should act according to their duties and they should closely collaborate each other and conduct comprehensive control strategies. To persist in the principles of the government inputting the most, taking different responsibilities at different levels and seeking for fund in various channels and ensure the smooth implementation of the planes. The people's governments at different levels should systematically plan to arrange and make sure of the fund that the planes need, and increase budget input based on the actual needs, besides, they should actively seek the support from all sectors of society and international aid, and increase the opportunities of investment. They should fully utilize the roles of societies, NGOs and communities in HIV/AIDS prevention and control activities, encourage and support the related societies and NGOs to conduct home care and psychological counseling service to people with AIDS and the education and advocacy about the prevention of HIV/AIDS among high-risk behavior group of people, try all the best to provide support to people with HIV/AIDS and play their special role in reducing the discrimination against people with HIV/AIDS and their relatives and family members.

- **To carry out the objectives of the planned goal, and to provide guidance according to the different prevalence in different areas.**

To encourage public media and the advocacy and education network that covers the towns and villages to conduct advocacy and education activities on HIV/AIDS and STDs prevention, and to increase health workers' capacities on HIV/AIDS and STDs prevention and control service and be restrict with the control of blood supply and collection are recently the main tasks of the

implementation of the Plan. Young people, women and people who are vulnerable to HIV/AIDS are the major targets of HIV/AIDS prevention and control. All the related departments of provinces, regions and special municipalities should identify the target areas and target populations and the priority strategies according to the epidemic trends the risk factors (e.g. multi-sexual partners, IDU and drug users and mobile population) of HIV/AIDS and STDs prevalence in the local and neighboring areas, and the local conditions in prevention, control, monitor and surveillance, based on the findings of the survey and research. To provide guidance according to the different prevalence in different areas. In where there has been no HIV found, there are fewer STDs patients and there are fewer high-risk behavior people, awareness should be built-up, the surveillance system should be established and made flawless, the training of the professional staff and the mass education of the prevention skills and knowledge should be conducted as soon as possible. In where there have been HIV/AIDS found, there are a lot of STD patients and high-risk behavior people or there is an increase of high-risk behavior people, activities in all aspects must be conducted and all the prevention and control strategies must be completely carried out. There must be highly effective leading, coordinating and prevention and control monitoring system and a sound service system of surveillance and medical health protection. To popularize HIV/AIDS and STDs prevention knowledge and make the change of the high-risk behaviors among people important one in prevention and control.

- **To strengthen advocacy and increase people's disease-protection awareness**

Public media and the advocacy and education units have obligations to take responsibilities of advocating and educating HIV/AIDS and STDs prevention and control, especially the broadcasting and TV programs and newspapers that cover vast areas and welcome by people should provide free advocacy and education service. According to the different people to take both frequent and momentary ways of interventions and to further conduct advocacy and education activities among general population, important population and high-risk behavior people. All the related departments should fully take their own advantages to actively take responsibilities of advocacy on HIV/AIDS and STDs prevention and control, to systematically conduct advocacy and education activities among their staff and the related people on HIV/AIDS and STDs prevention and control in accordance with the department's own advocacy and education activities. All the senior high schools and secondary schools should incorporate HIV/AIDS and STDs prevention knowledge into their curriculums as an important part of health education or population and adolescent health education, and to teach students about HIV/AIDS and STDs prevention knowledge. The institutes and universities and vocational schools should distribute the health prescriptions on HIV/AIDS and STDs prevention to the students when the new students are being given health test. Medical sectors, blood collection and blood supply agencies and the agencies of health education and family planning should initiatively provide education on prevention knowledge and counseling service and provide training manuals, materials and technical support to other departments or units for their advocacy and education activities. To mainly provide a positive education in

advocacy and education activities. While widely educating people of HIV/AIDS and STDs prevention knowledge, to conduct the education on positive attitudes on love, marriage and family and sexual morality and sexual health, and pass on prevention skills to people and increase their self-protection skills. To further conduct education on the laws and regulations of no drug and no prostitution among high-risk behavior group of people and help them change their risk behaviors. To actively promote the condom uses and educate the harm of sharing syringes.

- **To manage according to laws and intensify monitor and surveillance**

To strictly enforce the *Laws on Infectious Diseases Prevention and Control of People's Republic of China*, and *the Blood Donation of People's Republic of China* that requires voluntary blood donation, by further strengthening the control and management of the agencies of blood collection and supply and the units that produce blood products, and further conducting activities to restraint illegal blood collection and blood supply activities, and thoroughly implementing the strategies on the surveillance of the blood providers, serum providers and the test of blood and blood products. To strengthen the activities to monitor and check medical agencies of their iatrogenic infection prevention work. Any one who breaks the related rules and regulations, which makes HIV transmit through blood collection and blood supply or blood donation or iatrogenic transmission will be seriously punished and penalized. To surveillance HIV/AIDS and STDs prevalence according to the laws and increase the standardized management level of current HIV/AIDS and STDs surveillance system, strengthen quality control and makes the surveillance accurately show the epidemic trends. To perfect medical health protection service and counseling service. To strictly manage and rectify the STDs diagnosis and treatment and increase the skills of diagnosis and treatment and the service, and keep confidentiality and relieve the patients' worries. To timely collect and implement the effective ways of prevention and treatment and adjust the related technical standards and ways of management and reduce the STDs patients and their transmission.

To accelerate making the laws and regulations on HIV/AIDS and STDs prevention and control and amending other related laws and regulations. All the provinces, regions and special municipalities should make and perfect the local regulations in accordance with their own realities and gradually perfect the system of HIV/AIDS and STDs prevention and control.

- **To complete agencies and strengthen their capacities**

To fully utilize the roles of existing agencies such as academies and research institutes preventive medicine, anti-epidemic stations, quarantine stations, agencies of STDs prevention and control, blood collection and blood supply agencies and medical and health agencies and accelerate the construction of the National Centre of HIV/AIDS Prevention and Control. All the provinces, regions and specially municipalities should strengthen the professional functions of prevention and control, such as technical resources, facilities and equipments, advocacy and education technical training and technical support

among the existing agencies such as anti-epidemic station. To accelerate the construction of the HIV test laboratories in the blood collection and supply agencies at provincial, prefectural (city) and county (city) levels and the construction of the medical and health agencies at three levels, and to increase the sentinel surveillances appropriately and systematically and gradually get agencies of STDs prevention and control, medical and health, maternal health and family planning to participate and take relevant responsibilities in HIV/AIDS sentinel surveillance and its prevention and control activities.

To take different ways to accelerate the training activities for people who are working in HIV/AIDS and STDs prevention and control, its scientific research and study, advocacy and education and the management to increase their skills on HIV/AIDS and STDs diagnosis, treatment, nursing, surveillance and advocacy and counseling and the management skills on prevention and control activities and gradually build up a group of professional people who are relevant to HIV/AIDS prevention and control work. To make policies that can encourage the professional people to commit into the cause of HIV/AIDS prevention and control and improve their working conditions and living standards and keep their sustainability.

- **To strengthen study and research and actively cooperate with international agencies**

To strengthen study and research and depend on the development of science and technology is essential to widely conduct effective HIV/AIDS prevention and control activities. To continuously make the scientific and research programs of HIV/AIDS as the priorities in the national key planes to solve and China's Agenda in the Twentieth-Century. The scientific researches should be relevant to this Plan and serve the prevention and control work, fully take advantages of the Chinese traditional medicine and the combination of Chinese medicine and western medicine, pay attention to the roles of the expert committee in counseling and guiding during scientific research, focus on the key and important technical issues, gather the excellent people of different subjects and areas and organize scientific and technical resources to solve the problems. In where necessary conditions are available, the managing sectors of scientific researches should incorporate the applicable research of HIV/AIDS prevention and control into the local scientific research planes and provide them with funding support.

To absorb, learn and carry out the advanced international science and technology and successful experiences, and to try to gain the international exchange, cooperation and aid in the areas of information, technology and fund, to establish the cooperative relations with the neighboring countries in HIV/AIDS prevention and control, and to participate the implementation of the global HIV/AIDS control strategies and make contributions based on China's reality,

6. Test and Assessment

In order to ensure the smooth implementation of the Plan, to adopt the planned goal's test and assessment method, to comprehensively test and assess the effectiveness of the implementation through self check, random check, mid-term assessment and final assessment, to monitor and direct the implementation of all the objectives of the Plan, and to timely amend the objectives and the strategies and measures according to the assessment and changes. All the areas need to do self-check annually and make the annual summaries. The provinces, autonomous regions and special municipalities should make the strategies of the self-check respectively and the annual reports should be presented to the HIV/AIDS prevention and control agencies of the local governments and the relevant departments of the senior level. The nation will irregularly do random checks in all the places and departments for their implementation of the Plan and make mid-term assessments of the Plan in 2002 and 2005 and make a final assessment of the Plan in 2010. The indicators of work after 2002 will be adjusted according to the mid-term assessment. The strategies of the mid-term test and final test and assessments of the Plan will be jointly made by the related ministries and commissions of the State Council, which will also organize and get the strategies implemented.

(NOTE the Plan does not include HonKong, Taiwan and Mecaο)