Organization and Command System of Health Emergency Response in China
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I. The situation and challenges of Chinese health emergency
China is one of the countries mostly suffering from severe natural disasters in the world

- China, having 1/14 of global land area and 1/5 of population, undergoes 1/3 of global continental earthquakes, with the deaths caused by earthquake accounting for about 2/5 (20th century) of the global.
Serious Natural Disasters Occurred in China in the Past Years

- Cryogenic freezing rain and snow disaster in 2008
- Wenchuan earthquake in 2008
- Yushu earthquake in 2010
- Zhouqu mudslide in 2010
- Continued drought in South China in recent years in 2011-2013
- Sudden turn of drought and flood in South China in 2011
Emergency Serious Infectious Disease Events

- 2003, SARS
- 2005, Epidemic of human-infected streptococcus suis
- 2008, hand-foot-and-mouth disease
- 2009, Influenza A of H1N1
- 2010, New Bunia virus/fever with platelet syndrome
- 2011, Polio input event in Xinjiang
- Each year, A variety of plague epidemics
- 2013, Avian influenza of H7N9
- ....
Complex situation of Public health security

* Accidents, disasters and more serious accidents have occurred

* Affecting national security and social stability factors still exist.
Environmental challenges

- Water Pollution
- Air Pollution, Fog and haze
  - PM 2.5
- Noise pollution
- radioactive contamination
II. Framework of organization and command system of health emergency response in China
The main task of health emergency

- Prevention and control of Public health emergencies
- Other types of public emergencies, emergency medical rescue
Objectives

- Establish an emergency plan system covering various regions, sectors and units
- Improve the emergency management system of categorized management, hierarchical responsibility, integration of departments and regions at different levels, and principle of territorial jurisdiction
- Build a responsive, coordinated and orderly emergency management mechanism of unified command and efficient operation
- Improve the emergency management laws and regulations
- Strengthen the construction of emergency management agencies and emergency rescue teams
- Form an army-civilian emergency management pattern guided by the government and coordinated by the departments with the participation of the whole society
Organization and command system mode on Health emergency response

“1 + 3” mode

Emergency plan + system, mechanism and legal system
Organization system

- Leading as a whole by the government
- Dividing labor with individual responsibility by the departments
- Managing disasters hierarchically
Framework of Health Emergency Management Organization

State Council
Highest administrative leading organ

Emergency management office of the State Council
Administrative body

Local People's Government at all levels
Administrative leading organ in the administrative region

Provincial government
Municipal government
County government

Local People's Government at all levels
Administrative body of general office

 Relevant departments of the State Council
Working organs

Ministry of Health
Ministry of Civil Affairs

Relevant departments of local government
Working organs

Principle of territorial jurisdiction and hierarchical irresponsibility for the framework
In March 2004, the Ministry of Health set a health emergency office (emergency command center of unexpected public health incident), and was responsible for the health emergency preparation and disposal of various unexpected incidents inclusive of health emergency for natural disasters.

Currently, health emergency offices have been set at the health administrative departments (bureaus) of all provinces, autonomous regions and municipalities directly under the Central Government; special emergency disposal departments have been set at the Chinese Center for Disease Control and Prevention and partial disease control and prevention centers at provincial levels.
In July 2009, on the basis of the original disaster relief and disease prevention leading group, the Ministry of Health established the health emergency leading group for natural disaster which was responsible for the preparation, commanding and coordination of national health emergency for natural disasters in order to further strengthen the health emergency of natural disasters. After the serious natural disasters, the health emergency leading group for natural disaster started the health emergency response mechanism according to the plan.

Health administrative departments (bureaus) of all provinces (autonomous regions and municipalities directly under the Central Government) set a health emergency leading agency for natural disasters of this unit.
Legal system

• Basic health emergency laws
  – Emergency Response Law
  – Public health Emergency Regulations

• Health emergency related laws and regulations
  – Health-related emergency department rules
  – Health emergency plans and other normative documents
Public Health Emergency Regulations

- Passed by the 7th State Council executive meeting on May 7, 2003
- coming into force by Order of the State Council on May 9, 2003
- The first legal document on the emergency
Public Health Emergency Regulations

- Objective: In order to effectively prevent, control in time and eliminate the hazard of public health emergencies, to protect the public health and safety of life, to maintain the normal social order

- A total of 6 chapters 54, Focus on the prevention of public health emergencies and emergency preparation, reporting and information dissemination, emergency treatment and other provisions
Emergency Response Law of the PRC

- Tenth National People's Congress Standing Committee 29th Meeting on August 30, 2007
- It has come into force on November 1, 2007
Legislation general idea

• The prevention and emergency preparedness a priority position

• Maintain effective control of the crisis and the principle of minimum cost

• Legal restrictions on civil rights and the protection of unity

• Establish a unified leadership and graded responsibility and overall coordination of the emergency response system
Overall framework

- Seven chapters, seventy pieces
  - General
  - Prevention and Emergency Preparedness
  - Monitoring and early warning
  - Emergency response and rescue
  - Recovery and reconstruction
  - Liability
  - Supplementary
Mechanism System

- Command decision mechanism
- Organization and coordination mechanism
- Monitoring and early warning mechanism
- Emergency response mechanism
- Information publication and notification mechanism
- Social mobilization mechanism
- Emergency support mechanism
- International and regional exchanges and cooperation mechanism
- Recovery mechanism
- Responsibility and reward mechanism
Health emergency coordination mechanism

Horizontal linkage mechanism between departments
- Information exchange and cooperation mechanism
- Call the mechanism of emergency medical supplies
- Funding emergency safeguard mechanism
- The military and local health emergency cooperation mechanism

Horizontal linkage

NHFPC

Social groups

Provincial health administrative departments

City (prefecture) level health administrative department

The health administrative departments at the county level
Information communication and measure-linking mechanism

- Information communication and measure-linking mechanism among ministries, commissions and bureaus

  - Joint prevention and control mechanism of zoonosis of health and agriculture

  - Joint prevention and control coordination mechanism of health and frontier health

  - Joint prevention and control mechanism of preventing diseases being brought from outside borders and long distance transmission via vehicles of health, international health, transportation, railway, and civil aviation

  - Joint coordination mechanism of preventing sudden public health incident in schools of health and education
Information communication and measure-linking mechanism

- Regional and special joint prevention mechanism
  - Joint prevention mechanism of the Mainland, Hong Kong and Macao
  - Plague joint prevention mechanism of seven provinces
  - Plague joint prevention mechanism of the Qinghai-Tibet Railway
System Construction

- Social mobilization system
- Monitoring and alerting system
- Social announcement system
- Emergency treatment system
- Staff subsidization system
- Responsibility investigation system
- Department linkage system
- Performance assessment system
- Reserve requisition system
- Training and exercise system
- Hazard reporting system
- Work supervision system
- Work reward and punishment system
- Competency assessment system
- International cooperation system
- Other systems
Command and decision system

- The emergency commanding and decision-making system of public health emergency
- The information system on health emergency events report
Monitoring and warning system

- Specification of Reporting and Management of Relevant Information Concerning the National Emergent Public Health Hazards (Provisional) was printed at the end of 2005 and was implemented as of January 1, 2006.
- Specification of Reporting and Management of National Disaster Relief and Disease Prevention Information (Provisional) was printed in July 2006 and implemented as of October 1, 2006.
- Poison incident monthly reporting, quarterly reporting and annual reporting system have been implemented for years.
Currently, national public health hazard emergency etiology laboratory network has been constructed, which aims to enhance exchange of information and resource sharing, optimize and combine resources of domestic public health laboratories and improve our capability for rapid inspection and identification of emergency public health hazards and biological terrorist incidents of unknown reasons through the establishment of laboratory network platform.
Risk communication system

- Epidemic of infectious diseases and public health emergencies information release system
  - With the regular and irregular manner, release of legal infectious diseases and public health emergencies information
  - In case of major and special major public health emergencies, NHFPC will release the circumstances and events of prevention and control measures in a timely manner to the public on the government website and published on the Official Gazette in accordance with the provisions of the emergency plan

- 12320 public health hotline
医疗机构
重点传染病
防治知识培训基本要点

卫生部卫生应急办公室 编著

卫生部办公厅文件
卫办医发（2006）184 号

卫生部办公厅关于印发《2006－2010 年全国卫生应急工作培训规划》的通知

各省、自治区、直辖市卫生厅局，新疆生产建设兵团卫生局，中国疾病预防控制中心，卫生部卫生监督中心，有关单位：

为做好“十一五”期间我国突发公共卫生事件应急培训工作，国家提高卫生应急人员应对突发公共卫生事件的能力。根据《中华人民共和国传染病防治法》、《突发公共卫生事件应急条例》、《国家突发公共卫生事件应急方案》、《国家突发公共卫生事件应急预案》和《卫生部关于加强卫生应急管理工作意见》，我部制定了《2006－2010 年全国卫生应急工作培训规划》，现印发给你们，请按照执行。
Completing “Five-One” project through five years of training

- Completing the preparation of a set of practical teaching materials
- Establishing an excellent faculty
- Establishing a scientific assessment system
- Forming a high-efficiency health emergency training mechanism
- Establishing a batch of normalized training bases

Technology Education System
Emergency support system

• Health emergency expert team
• Health Emergency Material Reserve
• The information resource base
• Emergency research
• International Cooperation and Communication
Health emergency expert team

- National Expert Consultation Committee on Emergency Public Health Accident has been established.

- National Emergency Expert Information Base on Emergency Public Health Accident and National Emergency Health Rescue Team have been established.

- Professional technicians of similar disciplines are selected to organize backup emergency health rescue team, as a necessary supplement for emergency health rescue team through training of relevant knowledge and skills.
Health Emergency Material Reserve

- Proposing to the National Development and Reform Commission and coordinating the material reserve plan including the types of quantity of vaccines, drugs and other health emergency material reserve

- Opening rapid approval procedure for special drugs for emergency public health accidents by negotiating with the State Food and Drug Administration (SFDA)

- Reformulating Contents and Standards of Equipment for National Health Emergency Rescue Teams (Provisional)
The information resource base

- Event base and preplan base
- Expert database and system base
- Information base and resource base
- Program base and knowledge base
- Great event base and contact base
  - National crisis management level - reflected in the standardization and digitization of emergency management
  - The responding measure formation stage will start automatically in the event of accidents.
More than ten years of progress and achievements

- Change of organizational management and command system from scratch.
- Management function shift from decentralized to centralized.
- Health emergency management from the experience management to scientific management of change in accordance with the law.
- Health emergency work from disposal to change both prevention and disposal.
- The coordination mechanism from a single department should change to cross sector coordination linkage.
Opportunities and challenges

- Health emergency laws and regulations are establishing more sound.
- Health emergency is a national emergency system construction "Thirteenth Five Year Plan".
- The development of public health is one of the important contents of "the Thirteenth Five Year Plan" and reform "Thirteenth planning".
Opportunities and challenges

- Health emergency is related to the people's livelihood, social stability and national security, it is one of the deepening medical and health system reform which can best embody the public welfare and social responsibility content.

- The reform need to take health emergency into the top level design: the health emergency general thoughts and framework of basic public health service system should be considered in the overall arrangement, the health emergency requirements should also be considered in health monitoring and evaluation index.

- Increasing the health emergency investment for Health care reform: major public health service special investment projects and funding can be increased year by year.
The health emergency organization, coordination and management system has been established basically. In the event of major infectious diseases and other emergency public health hazards, health emergency organizations at all levels can organize and coordinate all forces to carry out investigation, treatment and medical care in time, playing an important role in coping with emergency public health hazards and other emergency public hazards effectively.
THANK YOU VERY MUCH!
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