

Shaanxi Evaluation Report 2006

Learning from a Learning Process

- A Mid-term Evaluation

of a Norwegian Red Cross' supported

Chinese Red Cross Branch Development Project

in the Shaanxi province

Draft

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30 November 2006

Executive summary

The project

This is a mid-term evaluation (2003-2005) of an ongoing branch development project in Shaanxi province, China. The project is supported economically and through advice by the Norwegian Red Cross and is done in cooperation with the Red Cross Society of China and the Shaanxi Red Cross. It is targeting two prefecture branches and two each of their county branches.

Situation before the project

Before the project the targeted Red Cross branches existed only as integrated parts of their respective Health Bureau. There were no separate offices or resources, and no individual volunteers. The main service was to distribute relief goods during disasters. To do this, staff in institutions and hospitals was asked to work as Red Cross volunteers.

Aim of project

The essence of the project is to transform the branches from being and working as government agencies, to become and work as a voluntary organization, to communicate this change to the general public, and based on all that, to establish and expand grassroots units and volunteer services in the local communities. The indented services were Disaster Management and First Aid. Later Social Services were added, as well as fundraising.

Coordination of the project

The project was developed and planned through a joint process involving all stakeholders. It has been led by the Shaanxi Red Cross through a committee and a Project Coordinator. The development work has been done by a Project Coordinator in each branch. All this has been supported by a Norwegian Red Cross Organizational Development Visiting Delegate coming for about three weeks, three times a year. This unique way of giving support has worked well.

An expert from the Philippines Red Cross was engaged to introduce Disaster Management.

Implementation of the project

Separation from the health authorities

The Chinese Red Cross is in a general process of separation from the Health authorities. This must be done individually at each administrative level. To achieve this in the targeted branches has been an important aim of the project. This work has made great progress during the period.

Strengthening independent administration

As a prerequisite for all other steps in the project, independent offices, equipment, budgets or staff have been established for all six branches. This is the result of joint efforts of the local governments and the Norwegian Red Cross.

Building elected leadership

To build stronger, better, more active and independently working Governing Boards has been an important part of the project. In order to achieve this all project branches have held General Assemblies and elected new Boards with a broader representation than before.

An election process aiming to increase grassroots influence and representation has been introduced. Efforts have been done to strengthening the role of the board, but these have not been entirely successful.

Training for development and change

Systematic training of leaders, staff, trainers and volunteers has been the main strategy used to change, improve and expand the organization. Training in “Organizational Development”, “External Communication”, “Finance Management”, “First Aid and Disaster Management” and “Fundraising” have been priorities. In all, excluding services, 1,658 people have been trained, most of them, as should be, at county level.

In services, volunteers are trained in several areas often not related to their volunteer tasks.

A special pedagogical tool developed in the project is the Shaanxi Red Cross Organizational development Flip-Chart. It is a set of posters printed on canvas and bound together.

Expansion through external communication

External communication is an important part of the project. Increased public awareness will make it easier to recruit members and volunteers, expand the organization and to fundraise. The work has mainly been done by volunteers. Information has been spread through local radio and TV, newspapers and newsletters, and through information boards, performances, posters, pamphlets, leaflets etc.

One strategy used has been to recruit media organizations as corporate members and media professionals as volunteers.

Increasing the number of members

The Chinese Red Cross has individual and corporate members. Before the project there were few in the project branches. At the end of 2005, there were in total 42,089 members.

Expanding the organization

Two main strategies have been used to expand the organization at the grassroots level. One way has been to recruit corporate members (e.g. coal mines, associations, TV-stations and schools) and, besides pursuing common aims with them, to establish volunteer groups within them. An other way has been to cooperate with organizations and networks in individual local communities to set up Red Cross volunteer groups or grassroots units there. Such strategic partnerships have been very successful. At the end of 2005 there were in total 386 Red Cross grassroots units in the project counties.

How to organize, lead and manage the grassroots units and their services is key to the final success of the project. In this area things still need to be developed and clarified further.

Disaster Management and First Aid

In the area of Disaster Management and First Aid, external know-how was introduced through trainings. In spite of much progress, this is also an area in need of further clarifications.

All branches have increased their disaster preparedness and established volunteer based disaster response groups. The volunteers have been trained in First Aid and Disaster Management. At the village level they develop their own emergency response plans. The groups have been active in a number of small disasters.

Volunteers are also doing health promotion and disaster prevention, and have been giving First Aid training to the general public and in driving schools.

As work in the local coal mines is very dangerous, it has been a prioritised part of the project to develop good First Aid services for coal miners. Two complimentary methods have been used. First, to establish a Red Cross presence in the mine to ensure that each work team includes one full trained First Aid volunteer ready to take action. Together with supplied First Aid equipment and a company car available to take any wounded to hospital, this constitutes a complete life saving system. Second, train as many of the co-miners as possible in First Aid.

Social Services

Within the social area the volunteers mostly do ad hoc activities, but there are also some simple social services. The latter are good, but small, and need to be developed further.

It is very common in the project that money is raised to support individuals. This is called fundraising, but is actually a social activity. Below it is suggested that this should be stopped.

Needs assessments as a method has been introduced, but is not used strategically to make sure that the Red Cross is working with the most vulnerable, nor are they used to develop volunteer based services.

Voluntary Social Services is an area of expertise. There is no evidence, however, that any experts have been consulted to guide this work and no guidelines and trainings have been developed.

Volunteers and Volunteer management

The number of individual volunteers grew quickly from almost no to 2,806 at the end of 2005. You can find them in locations as disparate as farmer's villages, coal mines, community centres, schools and TV-stations. In each context key people, dedicated and engaged, have been organized creating a very promising mix of competences, ages and background.

The methods to organize the volunteers are however fairly basic with self organized groups in the villages, and coordinated volunteer leader led groups in the communities. This is still considered to be effective, but will create problems in the future and hinder the development of strong services. To ensure final success, proper volunteer management need to be developed.

Systems for recruitment and administration of volunteers exist on a basic level and can easily be improved. Models developed at central level are not used.

An important part of Volunteer management is to ensure that volunteers do not work too much. Around 3-4 hours a week is the appropriate standard for sustainable volunteering. This standard is not followed in the project.

Vests to make volunteers visible have been produced, but not enough. Also they need to be improved as to the text written on them.

From the beginning the aim was to have disaster management volunteers only, but in order to keep them busy, social services were added. It is thus assumed in the project that volunteers engaged in one line of service, when needed, can be moved to another. There is no support for such a view in either research or practice. Each service must have its own set of volunteers.

Within the project it has been much more difficult in the countryside to recruit and organize volunteers and to maintain volunteer teams. It shows that the way of working developed so far suits the city, but not the village. Methods to organize farmers in big numbers must also be developed.

Fundraising

Fundraising was added to the project so that branches in the future can stand on their own feet. No special objectives and indicators were agreed, but experts from the national level were used initially.

Most fundraising in the project has been done to economically support individuals. This is highly visible and changes the image of the Red Cross. As a result a growing number of people will approach the Red Cross with a false hope of getting economical support. Clear evidence was found that this destructive image is already developing. Giving “economical support” is not a suitable volunteer task and therefore does not fit the Red Cross. The excuse for doing this is that it is easier to raise funds for individuals in need, than for a volunteer service, but this will change when services start to have a real impact on society.

Main evaluation results

Relevant and successful

The project has been very successful during the evaluated period. It has been fully in line with the priorities of the Chinese Red Cross, and matches the realities and needs in the project area.

Overall goals have been reached

All what possible could have been achieved in such a short time, have been achieved. A solid base for the future development has been laid.

The essence of the whole project is for the targeted Red Cross to become a successful association. This will take some time.

The project is about re-positioning the Red Cross. This has been done quite well, but the process needs to continue. Part of it is to be separated from the Health authorities, which is well on the way. Part of it is to set up independent administration, which has been fulfilled. Part of it is to transform the organisation and its work from a government agency to a voluntary organization, which is on its way. And a final part of it is to build member and volunteer based and led units and services in the communities, which has started, but from now on will be the biggest challenge.

Initial impact has been achieved

The measures taken during the first part of the project have had the intended impact on the Red Cross branches, but during the next part these branches must ensure that local volunteer services start to have the intended impact on society.

The results are sustainable

Results so far are well accepted and have no unreasonable costs or conditions built into them. They are therefore sustainable. Further development of grassroots units and work will dramatically increase the strength and sustainability of the branches.

Recommendations

These are the main recommendations of the evaluation team:

1. The first part of the project has been very successful, but major challenges remain. It is therefore recommended that the support from the Norwegian Red Cross continues with full strength until at least the end of 2008.
2. After the fast initial success of building strong prefecture and county branches, the project needs to adjust its goals and strategies for the second part. It is recommended that the partners do this as a proper planning process. This must include taking a close look at Social Services, introducing proper objectives, guidelines and training. Similarly, Disaster Management and Fundraising must be revisited to ensure proper practice.
3. Most critical now in building a strong Red Cross, is to have good volunteer services based in strong grassroots units, and to develop good methods of supporting and spreading such units. It is recommended that the main focus of the project will be changed to that.
4. In order for Red Cross services to have the intended impact, it is recommended that they are improved as to design and management, and then duplicated in mass to reach a substantial number of vulnerable people.
5. As the First Aid Service in coal mines is simple and has the intended impact, it is recommended that the project develops effective duplication methods, so that the Shaanxi Red Cross can duplicate it in as many coal mines as possible.
6. As part of all above, it is recommended that the OD Flip-Chart and its Trainer's manual is revised.
7. On a practical level, it is recommended that the number of Red Cross vests is increased so that every volunteer that needs one for the task will be given one. It is further recommended, the text on the vest is improved.

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Acknowledgments

The team wishes to thank all leaders, staff and volunteers at all levels of the Red Cross Society of China involved in this evaluation. We are very grateful for their hard work to make all aspects of the evaluation possible and to make the needed information available.

1. The mid-term evaluation

The Norwegian Red Cross has supported the development of the Red Cross Society of China since more than five years. This support is financed by the Norwegian Agency for Development Cooperation (Norad). The work has been done in three different projects. The second one – the target for this mid-term evaluation – is in Shaanxi province and is about Organizational Development and First Aid & Disaster Management.

1.1. The evaluation task

This is a mid-term evaluation, not the final evaluation. It is done on behalf of the Norwegian Red Cross. The purpose is to learn in order to improve the future work.[1]

On page 2 in the Terms of Reference (see annex 1) it is stated that,

“the main purpose of the mid-term evaluation is to assess the efficiency, effectiveness and impact of the Branch Development Project so far and to make recommendations for the next phase of the project”.

On page 3 it is added that

“relevance and sustainability should also be looked at”.

On page 3-4 there is also a long list of “issues to be studied”.

As the team leader was not given time to properly review the Terms of Reference before the mission, it was agreed, that the terms, if necessary, could be interpreted freely.

1.2. The evaluation team

The evaluation team consisted of Mr Christer Leopold, Voluntarius – Voluntary Strategies, Sweden, (team leader and author of report) and Ms Lulu Wang, International Cooperation Division of the Chinese Red Cross. Ms Anette Haug, Senior Adviser, Evaluation Department, Norad, took as an external observer part in all activities and discussions within the team. Handing in her own report as part of her assignment, she was not part of developing this report. Ms Kelly Luo, Program Management Office, Chinese Red Cross, was interpreter, and Mr Li Zhigang, Shaanxi Red Cross, translated documents. The team was escorted by Mr Wang Pei, the project coordinator of Shaanxi Red Cross.

Ms Helena Laatio, Regional Information Delegate, International Federation of Red Cross and Red Crescent Societies, accompanied the team during the first few days in order to develop her own news stories on Red Cross volunteering in Shaanxi.

1.3. Methods used

As the fact finding of evaluation was done in an unusual way, the process will be described and discussed in some detail:

1) The team met in Xi'an and visited the project area 11-18 October 2006. The travel itinerary (see Annex 4) was arranged by the Shaanxi Red Cross and agreed on beforehand with the Chinese and the Norwegian Red Cross.

2) The team spent one day in each branch. The program for that day was prepared by that branch and followed this general pattern:

a) The team was received by branch leaders (see Annex 2). In addition there were often other staff, photographers and sometimes journalists present. At the meeting a report prepared beforehand was read aloud in Chinese (an English text was mostly distributed).

b) The team asked follow up and other questions.

c) The team then checked documents and looked at branch premises, equipment and work procedures. Everything asked for was shown. Samples of files, documents, receipts, training documentation, leaflets, booklets, posters, photos etc. were randomly reviewed in more details.

d) Following this, the team and its local hosts and accompanying provincial, regional and local participants spent the rest of the day visiting different sites to observe grassroots work.

e) In addition there were, each day, formal lunches and dinners with prefecture and county hosts and officials.

3) Each team member took his/her own notes. Observations and thoughts were discussed in the car within the team and at times with provincial hosts. The team also had a few internal meetings.

4) The team leader reviewed a number of documents in English and Norwegian (Annex 3).

5) After returning to Sweden, the team leader wrote the first draft of this report. It was finalized after team comments and suggestions.

The briefing and visiting program (point 2 above) was well prepared and well coordinated with many local people involved. Often the time plan did not work well as the evaluation team had other priorities than expected. Travel also took more time

than anticipated. At the end of the field trip the team asked for drastic cuts and changes in the visiting program. These were done without any problems.

The above described way of working is not a standard one for evaluations. Normally an evaluation team would, in consultation with stakeholders, decide the itinerary, who to interview and how. Generally interviews would be semi-structured and on an individual bases. Ideally some would be “in-depth” as requested in the Terms of Reference. Normally there would also be adequate time for the team’s own work.

In this case, the itinerary and the people available for interviews were all decided by the evaluated party. At all meetings and interviews a number of people were present. Often several persons were involved in formulating the answer (or explaining the question) before it was summarised by the interpreter.

The evaluation team later understood, that the model followed by the branches in preparing and receiving the team, was based on the Chinese “Inspection tour” from higher levels. This is how branches understood their own role and that of the evaluation team. They did it well, but there is of course a big difference between an internal “inspection” and an external “evaluation”.

The reports given were well prepared and constituted a good ground for further exploring. There was a big willingness and openness from the side of each branch to answer questions and share information.

Although this work method dramatically increased the workload for the evaluation team, it is confident that the information given has a good enough quality for the purpose of the review.

The technique for questioning mostly used by the team in the given situation can be described as “exploring and digging deep”. When an interesting aspect was detected through exploring, the digging deep part then clarified it further. Structured or semi-structured questions were not used, but there was never the less a systematic approach.

2. Background to the project

2.1. The Chinese Red Cross

With 25,850,000 members (including 13,800,000 youth members) and more than 568,000 volunteers in 2005[2], the Red Cross Society of China now most likely is the biggest National Society in the Red Cross Movement. It has grown quickly in the last few years and is pressing forward with very ambitious development and change goals.[3]

Structure

The Chinese Red Cross structure follows that of the government. Under the National Office in Peking there are provincial branches. These are divided into prefecture branches, which in their turn are divided into county (or district) branches. The Red Cross Statutes defines county/district branches as the lowest level of local branch[4], but in fact they are still regional in function as there are two more, rather unclear, types of units below them:

“The branches established in street offices, rural districts (towns), organizations, enterprises, institutions, schools, etc. shall be basic level organizations ...”[5]

“The branches set up in residents’ committees and villagers’ committees as well as in departments, workshops, and school grades of organizations, enterprises, and institutions shall be grass root Red Cross units.”[6]

In a process of separation

The Chinese Red Cross is in a process of separation from the Health Ministry. It started at the national level and is now spreading down the organizational hierarchy. This process was speeded up in 2005. By the end of the year, 59 % of all prefecture branches had been separated.[7]

2.2. Shaanxi province

Shaanxi province is located in the north western part of China, in the middle reaches of the Yellow River. Its centre, Xi’an, was once the capital of China. With an area of 205,600 sq. km and a population of 36.5 million (2000), Shaanxi is like a medium sized country elsewhere. The province is economically underdeveloped compared with the costal areas. Around 80 % of the population are farmers. The coal reserves are the third largest in China.

The project prefectures and counties

The total area of Baoji Prefecture (east of Xi’an) is 18,000 sq. km with a population of 3.7 million, 76 % of which work the land. The prefecture consists of 12 counties/districts. The project county Qianyang and district Chencang (formerly “Baoji county”) are both below the poverty level. There are frequent natural disasters and endemic diseases in the area.

Weinan Prefecture is located west of Xi’an. It covers 13,000 sq. km and of its 5.4 million, 80 % are farmers. There are 11 counties in the prefecture. The project counties are Huayin, where three rivers meet, and Baishui, known for its coalmines.

2.3. Shaanxi Red Cross

Shaanxi Red Cross is a provincial branch with 13 employees. It was founded in 1959, and resumed work again after the Cultural Revolution in 1980. In recent years it has increased significantly its number of county branches to 85 (of 106 possible).

3. The project

The project is a cooperation between the Norwegian Red Cross, the Red Cross Society of China, and the Shaanxi Red Cross. It is targeting the following branches within the Shaanxi Red Cross:

3.1. The aim of the project

According to the Terms of Reference (see Annex 1) the overall goal[8] of the Branch Development Project is (here slightly edited for clarity):

- To establish the Weinan Red Cross and Baoji Red Cross as independent organisations based on voluntary service to their communities.
- To increase the capacity of the community to prepare for and mitigate disasters.
- To increase the First Aid capacity of the mining community and promote safe working conditions in the coal mines.
- To mobilize Red Cross volunteers in social work for the needy.

3.2. Project coordination

The project has been and still is coordinated like this:

In the Chinese Red Cross the cooperation with the Norwegian partner is handled by a Project Coordinator in the Project Management Office. At the provincial level, the project implementation is led by a Project Management Working Committee and managed by a full-time Project Coordinator, who also is the main counterpart to the Norwegian Visiting Delegate. There is a full-time Project Coordinator in each one of the targeted prefecture and county branches.

In the Norwegian Red Cross there is a Project Manager (responsible for all projects in Asia) in the Development & Programme Support Department. A Norwegian Red Cross Organizational Development Visiting Delegate has been in the project area for about three weeks, three times a year. Those visits have been planned to fit in with trainings, yearly planning, etc.[9] This is a unique way of working among the Red Cross Societies supporting development in China.[10]

The Norwegian Red Cross assists its Chinese partners financially and “in all stages of the project cycle including planning, implementing, monitoring and assessing the project”. [11] The work method has been consultative. [12]

The Norwegian Red Cross has also engaged a support person from the Philippines Red Cross to do Disaster Management trainings.

3.3. Situation before the project

There is no document with systematic and confirmed base-line data for the targeted Red Cross branches for the year before the project. Some pre-project information can be found in the 2003 Project Proposal, but otherwise all information made available is from a later date.

Before the project, the Red Cross in the project prefectures and counties were integrated parts of their respective Health Bureau. All Red Cross tasks were done by the Bureaus. The main service then was the distribution of disaster relief goods. There were no separate Red Cross offices or resources, and no individual volunteers. [13] There were, however, some grassroots units and members. [14]

In disaster times, staff members in institutions and hospitals were asked by their managers to work as volunteers for the Red Cross.

Both prefecture and county branches had Governing Boards of 25 to 35 members, all of which represented different government agencies. [15]

What could such a Red Cross branch mobilize and deliver? This is not entirely clear. The following example shows, at any rate, that one should not underestimate its capacity:

In 2003, just when the project had started and could not possibly have had any effect yet, nearly 360,000 people from 55 townships of 5 counties and districts in Weinan prefecture became victims of a severe flood. In this extraordinary situation, Weinan Red Cross made an appeal for help and succeeded in mobilizing and distributing money and goods worth CNY 7 million. “Members and volunteers from Huayin Red Cross set up sites for First Aid, disinfection and relief goods distribution at 57 victims’ allocations sites.” [16] The Huayin Red Cross teams consisted of 5-10 people from hospitals, villages etc. Each had a team leader trained for the task. The work continued fulltime for two months. All volunteers kept their ordinary salary. [17]

3.4. The design and management of the project [18]

The initiative to the cooperation was taken by Mr Zhao Yuzhe, vice president of Shaanxi Red Cross, during a visit to Norwegian Red Cross in October 2002. After an initial joint Chinese and Norwegian Red Cross explorative field visit to Shaanxi in December, a team was sent in March 2003 to work out a project proposal. [19] The team included Mr Jon Fredrik Klepzig, Organizational Development specialist from the Norwegian Red Cross, and Ms Evelyn Paasa Lacina, Disaster Management specialist from the Philippines Red Cross. Both of them have since been supporting the project as Visiting Delegate and Disaster Management Trainer respectively.

In its discussions with the local governments and Red Cross units, the team secured three promises as a base for the project. Each local government promised to give its Red Cross a separate office, full-time staff and budget. After mutual consultations the following organizational development goals were set up: To build the Red Cross as an independent and well-functioning service deliverer, to offer support to the vulnerable people and to make the Red Cross recognized by the general public.

The Project Proposal was approved 29 April 2003.

In August 2003, the three parties signed a Project Cooperation Memo. It contained the rights, duties and responsibilities of the partners. At the same time the Norwegian Project Coordinator introduced the responsibilities of the project coordinators at different levels. The procedures of Annual Work Plan and Budget were also agreed as well as Quarterly Work Plan and Budget, Quarterly Report on Spending and Annual Report on Work and Finances.

In order to ensure a good project implementation and management, the Shaanxi Red Cross authorized and distributed project guidelines. The two prefecture Red Cross then made work plans. All branches opened project accounts and made a list of inventory. They also made regulations on the use and maintenance of equipments.

During the project, yearly plans have been developed by each branch through a process outlined in a simple guideline.[20] At the Co-ordinator's workshop attended by the Visiting Delegate, the coordinators reported on and discussed work done since last meeting and planned coming work.[21]

All action plans have been sent to the National Office and to the Norwegian Red Cross for comments. Positive ones have been understood as "approvals", negative as "disapprovals".[22]

Originally the project was about Organizational Development, Dissemination of Red Cross Knowledge and First Aid & Disaster Management. From January 2004, both Fundraising and Social Services were added on the initiative of the branches.

3.5. External factors effecting the project

From the beginning this was a two and a half years project (from mid 2003 to the end of 2005). It has now been prolonged three years.

What major external factors did effect the work during the first period and how?

There was a flood for three month, in August to October 2003, just when the project started. This delayed the work somewhat, but in the same time raised considerably the awareness both among government officials and the general public about the Red Cross. This gave the project a flying start.

In 2004, travel restrictions and a ban on big meetings because of SARS (Severe Acute Respiratory Syndrome) delayed key provincial level trainings. According to the Chinese side the delay was four month.[23] The Visiting Delegate, however, thinks

that with the cumulative effects it lasted one year[24]. Let us say that half a year was lost, reducing effective project time to two years.

On the 10th of March 2004, the Chinese Red Cross celebrated its 100 years Anniversary. This must have increased general awareness further.

In 2005, the Chinese Red Cross and the central government agreed to speed up separation from health authorities. This might have helped the project. The same year a Chinese Red Cross top leader visit to the project area boosted the development.[25]

3.6. Exit strategies

There were no exit strategies in the reviewed part of the project (2003-2005), and there are no agreed ones for the continued part either. Shaanxi Red Cross does not have any phasing out plan for the project and is not aware of any Norwegian.[26] The Norwegian side considers, as part of phasing out, to reduce the visits of the Visiting Delegate from three to two during 2006.[27]

4. Implementing the project

4.1. Separation from the health authorities

As stated above, the Chinese Red Cross is in a general process of separation from the Health authorities. Although this is fully in line with both the state Red Cross Law (1993) and the Red Cross' own Statutes (1994), at each administrative level, a branch still has to be separated individually, which might be an intricate political process.

At the level of prefecture, the tasks of the Public Health Bureau are: 1) Guidance to medical services, 2) Disaster prevention and control (mainly epidemics), and 3) Monitor and examination of medical production.[28]

An important aim of the project has been to fully separate the targeted Red Cross branches from their Local Health Bureau. This work has made great progress during the period.

A case: The Weinan separation process[29]

Weinan (prefecture) Red Cross, a legal entity since 1988, is presently in a process of separation from the Weinan Health Bureau. After separation, it will have its own governance, management and staff, make its own decisions, and will report directly to the prefecture government.[30] This puts it on an equal level with the Health Bureau, greatly increasing its influence and scope of action.

In order to effect the separation, the Weinan Red Cross after positive consultations, in August 2006 made a formal application to the prefecture government. There it

referred to the Notice on strengthening the Chinese Red Cross issued by the national and provincial Red Cross, but also to the project objectives. The administration of the application is expected to take some time.

Separation is mainly a political, not a legal question. The main administrative issue is the transfer of staff. This is because Red Cross employees are civil servants. The application was thus sent to the Government Personnel Management Committee of the prefecture. Based on its recommendations, and after consulting the provincial government, the prefecture will make its decision. If approved, it will issue a document stating that Weinan Red Cross, with this and that responsibilities, from now on is independent and reports directly to it.

The 21 June, the Shaanxi People's Congress sent a seven member monitoring team to look into the question. After meeting all relevant officials in Weinan, the team recommended the Committee to allow Weinan Red Cross to be separated.

Contrary to what a westerner would expect, transfer of property is not a big issue. The Weinan branch has however taken measures to ensure that its property will also be transferred.

4.2. Strengthening independent administration

Before the project, the targeted Red Cross branches did not have their own separate offices, budgets or staff. Now they all have independent administration. This has been an important prerequisite for the separation process and for the rest of the project. It was achieved through joint support from the local governments and from the Norwegian Red Cross. The governments have contributed office space and staff as per the table below.

Government funded Red Cross office and staff (2005)

	Office	Staff members*
Baoji (prefecture)	6 rooms	5
Qianyang	4 rooms (80 sq. m.)	2
Chencang	3 rooms[31]	2
Weinan (prefecture)	825 sq. m. office/warehouse	3 (office) + 4 (DPC)[32]
Huayin	Yes	3
Baishui	Yes	3 (office) + 2 (DPC)

DPC = Disaster preparedness centre

* Project staff not included in these figures.

The Norwegian Red Cross gave each branch the following equipment:

- Office: Computer, fax, copier, printer, Internet connection and e-mail.
- Training: Whiteboard, video and First Aid dolls.
- Transportation: A 4WD car (prefecture branches only).

4.3. Building elected leadership

To build stronger, better, more active and independently working Governing Boards has been an important part of the project.

Composition of Boards

According to Shaanxi Red Cross, all project branches have held General Assemblies as a result of the project. Participating in them were delegates from the level below. They elected new Governing Boards. Earlier boards only consisted of appointed officials from government agencies. The new ones were elected from those who were interested in doing Red Cross work, thus “the leadership of the Board was improved”.^[33]

The Visiting Delegate reported in 2004 that leaders from local township Red Cross units had been elected.^[34] The Huayin Red Cross’ Board includes representatives from departments, social groups, private companies and well-known people.

Election process

The Visiting Delegate has introduced the following election process in order to increase the participation of active members in county branches:^[35]

1. Divide the county into election areas; let members elect their own representatives.
2. Representatives attend the county General Assembly.
3. The assembly elects the board members.
4. The board elects its President and Vice President, and appoints the Secretary General

It is unclear if this process has been introduced in all counties. When the evaluation team checked the registration forms for the Huayin General Assembly there were no representatives from the grassroots units among them.

A case: The work of Qianyang Red Cross Governing Board[36]

The Governing Board of Qianyang (county) Red Cross meets once a year for half a day. The meeting is in the end of the year and decides the plan and budget for the next. The agenda is drafted by the Secretary General and decided by the President, who also leads the meeting. Minutes are taken by the Secretary General. When approved by the President, they are sent to the grassroots units.

The above case shows that the board is still not playing its full role; one meeting a year is hardly enough for that.

Strategic leadership

Highly visible, on the wall in the office of Baishui (county) Red Cross there was an interesting example of strategic leadership in form of a vision. It looked like this:

Baishui Red Cross	2003 (existing)	2010 (vision)
Units	40	918
Members	3,000	59,500
Volunteers	100	61,000
First Aid Teams	10	300
First Aiders	57	600

4.4. Training for development and change

To systematically train leaders, staff, trainers and volunteers has been the main strategy used to change, improve and expand the organization. Two main approaches have been used: 1) Direct training of key leaders and staff, and 2) the Cascade Training Model.

The Cascade Training Model was used like this: At the provincial level, prefecture trainers were trained. They then trained the county level, which in its turn trained the grassroots level and sometimes the general public. In “First Aid and Disaster Management”, trainers were trained for 7 days and volunteers 2-3.[37]

The following trainings have been a priority[38] (number of people in parenthesis[39]):

- “Organizational Development” (general knowledge on organizations and leadership; 477 people trained)

- “External Communication” (mostly called “dissemination”; 225 people)
- “Finance Management” (16 people)
- “First Aid and Disaster Management” (782 people)
- “Fundraising” (158 people)

In all, excluding services, 1,658 people have been trained: 315 at province, 225 at prefecture, and 1,118 people at county level.[40]

In services, judging from volunteers interviewed, volunteers are trained in several areas often not related to their volunteer tasks.

Importance of leadership training

In essence, the Red Cross in the project is going through a transformation from being and working as a government agency, to become and work as a voluntary organization. This is, besides all practical aspects, a complicated change of mindset and knowledge. Leadership training therefore plays an important role. “Through these trainings, to different degrees, leaders at (all) levels got some knowledge of Red Cross, grasped methods of organizing activities and improved their ability of leadership, management skills and guidance.” [41]

The “Flip-Chart” and other training materials

The Shaanxi Red Cross Organizational development Flip-Chart is a pedagogical tool developed through workshops in 2004. It is a set of posters printed on canvas and bound together as a flip-chart. It can be rolled together for easy transport and can be used everywhere. A number of copies have been produced for the branches. This flip-chart has been very important for the development of the organisation, for leadership training, and for the dissemination of Red Cross knowledge to volunteers and to the general public.[42]

Other training materials developed include: Textbook for Shaanxi Disaster Management & First Aid and Manuscripts for Coalmine First Aid Training.[43]

4.6. Expansion through external communication

The main way to lay a good ground for recruiting members and volunteers and to expand the organization, has been to increase the awareness of the Red Cross and its work among the general public and within specific target groups.

Information has been spread through local radio and TV, newspapers and newsletters, and through information boards, posters, pamphlets, leaflets etc. Occasions like the Red Cross Day (8 May each year) and the 100th Anniversary of the Red Cross Society of China have been used. Other methods used are traditional entertainment performances by volunteers, information sessions using the “flip-chart” and visits of volunteer communication teams to work places and schools. Member and volunteer recruitment has also been done as part of disaster response and social services.[44]

One strategy used has been to recruit media organizations, e.g. TV-stations, as corporate members and media professionals as volunteers. As a result good information material has been developed and the Red Cross has appeared in newspapers and on TV a number of times.[45]

4.7. Increasing the number of members

According to Chinese Red Cross Statutes, article 22, there are three types of members:

- Members (= individuals paying a fee)
- Red Cross Youth (= students)
- Corporate[46] members (= “organizations, enterprises, institutions, and relevant groups which participate collectively in the Red Cross”). The individuals belonging to such a member are not mentioned in the Statutes, but would normally be called “collective members”.

Members have the “right of election, the right to stand for elections, and the right to cast votes”[47]. It is not clear if this also applies to “collective members”.

According to article 23, individuals shall apply for membership to the basic level Red Cross branches, which should approve and issue membership cards to confirm the membership. Leaders of Huayin (county) Red Cross however told the team that, at their level members are recommended from below, but once approved, they belong to the county branch.

Before the project there were few members and no individual volunteers in the project branches. At the end of 2005, there were 42,089 members and 2,806 volunteers (both figures including youth) in the four counties.[48]

The fast growth of members, volunteers and grassroots units is well illustrated by the following figures from the Qianyang (county) Red Cross:

Qianyang Red Cross[49]	Members	Volunteers	Grassroots units
2003	847	124	6
2004	3,794	286	15
2005	5,341	461	23

4.9. Expanding the organization

Successful strategic partnerships

The concept of corporate member seems in the Chinese context to include a big proportion of strategic partnership. In the same time such members are bases for volunteer groups. This is all unusual and do require further study, but seems to be effective. The project branches have very successfully made use of such partnerships. The evaluation team visited two coal mines, an association, a TV-station and a school.

Developing grassroots groups and units

Close cooperation with official and semi-official organizations and networks already well established in the local communities seems to have been an effective strategy used in setting up new Red Cross volunteer groups and units.

A case: How a volunteer group started in Dongbu village

In Dongbu village in Chencang District, a Red Cross volunteer group was set up in 2004. It started with 10 volunteers, and has now grown to 20. The leader is the director of the Women's Union in the area. In that role she is responsible for family planning, and to help solve conflicts between mothers and their daughter-in-laws. She recruited the original ten Red Cross volunteers from the group of people responsible for "15 households' family planning".

How grassroots units can be developed is shown by this example:

A case: How the Xijie Community Red Cross was developed[50]

In the Xijie community (4,382 households; 12,843 inhabitants) in Chencang District, a volunteer group was established in 2005. In 2006 it became the Xijie Community Red Cross. The unit now has 105 members and 135 volunteers. Of these 80 people are both.

The unit informs about the Red Cross, gives First Aid trainings, and helps the most vulnerable.

It all started when the county branch came and informed about the Red Cross. Some people became interested. After attending training, they organized a volunteer group. The group grow and when big enough, they applied to establish the unit.

At the end of 2005 there were in total 386 grassroots Red Cross units in the four project counties. Chencang had 85, Qianyang 23, Baishui 235 and Huayin 43.[51]

Youth Red Cross

Red Cross Youth units are set up in schools with the help of school leaders and dedicated teachers. Qianyang Red Cross now has five.[52] Thanks to its School Red Cross Youth Working Committee, Chencang Red Cross now has units in 43 schools with 21,000 youth members and 58 volunteers,[53]

Unclear models for grassroots units

How to organize, lead and manage the grassroots units and their services is key to the success of the project. In this area things are still blurred and needs to be developed and clarified.

4.9. Disaster Management and First Aid

Under this headline there are a number of disparate activities. In reports and interviews, they were often presented together in a confusing way. This suggests to the team, that there is a need within the project to clarify this area further. A first step could be to separate the two.

Disaster preparedness

When there is a disaster the Red Cross will act in an organized way. Disaster preparedness is about building the organization, capacity and competence for such a response. This includes organization, staff, equipment and stores for disasters, and organized, trained and prepared volunteers. All branches have taken steps in that direction.

New disaster response groups have been established in all four project counties.[54] The volunteers are trained in First Aid and Disaster Management. Now and then they practice their skills at special disaster or accident exercises.[55] Sometimes this is done in public.[56]

The groups make their own emergency response plans. In villages they consist of: 1) Target groups, 2) signals, 3) evacuation roles, and 4) locations. There is one plan for each village.[57]

Disaster response

Except during the initial months of the project, there has been no major disaster in the area. There have been a number of smaller ones where volunteer groups have taken action.

When needed in a disaster, volunteers are allowed to leave their work places. There are no written agreements on this, but it works. The Red Cross only sends an approval notice to the employer when it recruits a new volunteer. Most volunteers are only away for 1 to 2 days.

This arrangement does not apply for farmers or other self-employed. They are not compensated, when volunteering fulltime.

Disaster prevention

Volunteers are also doing health promotion and disaster prevention. Information material (leaflets, posters etc.) on how to prevent diseases and how to protect oneself and one's family after disasters have been developed and spread.[58] In schools this has been on traffic safety and self-help.[59]

First Aid training to the general public

As part of disaster prevention, members of the general public have been trained in First Aid. This includes giving training in driving schools.

First Aid for coal miners

First Aid for coal miners is a prioritised part of the project. To work in a coal mine is notoriously dangerous. In addition to increasing the security in partner mines, volunteers from Baishui Red Cross on 30 occasions trained in all 2,800 coal miners in First Aid.[60]

A case: Improving the security in a coal mine[61]

Liaoliang Coal Mine number 2 is a corporate member of the Baishui Red Cross. Together the two work hard to increase the security for the 300 coal miners.

Today the mine has its own Red Cross volunteer group. Within each work team of 20 miners, there is one First Aid volunteer. In addition, there are First Aid kits at each work site. This is a simple, cheap and functional system that saves lives and cares for the wounded.

27 September this year, a miner was hit by a wagon and broke a leg. The team volunteer acted immediately. After First Aid, the wounded was carried on a plank (stretchers are too big to use in the tunnels) to the lift and brought up. There a company car/ambulance, available around the clock, was waiting. 30 minutes later the wounded miner, accompanied by the volunteer, reached the hospital.

A case: The sensitive colour of bandage

The white colour (associated with death) is a very bad omen for the miners, so white bandages can not be used. Therefore the Red Cross have blue and pink bandages for them.

4.10. Social Services

Volunteer based social services are as much an area of expertise as disaster management is. There is however no evidence that any experts were consulted to guide this work when it was added in January 2004. As a consequence no guidelines and no trainings have been developed.

Activities and Services

What in the project is called Social services, is in fact mostly a number of ad hoc activities. Here are some examples:

Volunteers ...

§ sent quilts, oil, clothes, medicine and money to old lonely, disabled and poor people.[62]

1. gave livestock to 5 poor families.[63]
1. helped some old people to clean their home at the time of festivals, gave Braille books to a blind man, arranged for a blind child to go to school, and gave money to fire victims.[64]

But there is also some work done in the form of established services as this example shows:

A case: Social services in Dongsheng community[65]

The Red Cross volunteer group in Dongsheng community (3,367 households; 8,365 inhabitants) in Qianyang county delivers social services to poor and disabled people. It also informs about the Red Cross.

The volunteers are divided geographically into six teams of 3 to 10 volunteers. Each team investigates the need in their area and reports to a coordination group. Authorities also report needs.

Presently, “help in home” is given to eight vulnerable people. This is done continuously and is therefore not an activity, but a service. A team of 3-5 volunteers comes for two hours each week. It brings food, like rice, for the whole week, cleans the house and washes clothes.

All volunteers have been trained in Disaster Management, First Aid, and Fundraising. There is no special training for social work. “There is no need, as the volunteers are all housewives.”

There are no ethic rules or similar for the interaction with the vulnerable. “We do it according to Chinese culture and common sense.”

The volunteers are back-up for disaster response, but nothing like that has happened yet.

Giving money to individuals

It is very common in the project that money is raised for individuals. Fortunately, this is usually not money in the hand, but paying hospital costs, tuition fees and similar. This work was mostly labelled fundraising, but is in effect a social activity where raising the funds is only the means to an end. It can be called “economical support”. Whether this should be a Red Cross activity at all, will be discussed further in chapter 4.13.

From needs to voluntary services

Although needs assessments as a method has been introduced in the project, the only ones mentioned to the evaluation team, were those done to identify which individual in a group that should be given help. This is a very basic understanding of the concept.

Needs assessments should first of all be used strategically to make sure that the Red Cross really is working with the most vulnerable groups, and not with those only assumed to be. Based on assessments proper volunteer based services can and should be developed.

4.12. Volunteers

Amazing and promising

During its few days in the area, the evaluation team saw Red Cross volunteers in many different locations like farmer's villages, coal mines, community centres, schools and TV-stations.

In each context the branches have been successful in mobilizing key people as volunteers: In the communities, retired women (and some men) with a professional and society background; in the media sector, active professionals with a diversity of skills; in the countryside, farmers' leaders and villages doctors; in the coal mines, the workers themselves; in the schools, teachers, etc.

This mix of people with different competences, ages and cultural background, and their demonstrated dedication and engagement is truly amazing and very promising for the future.

Volunteer management

"We have no volunteer management system yet," said the Chencang Red Cross.[66] Well of course they do, but maybe not a specially thought through one. Their present way of working is to implement activities in groups, and to coordinate through group leaders meetings. This is considered to be effective. Group leaders are appointed from the most competent and energetic volunteers.

In a village a volunteer group can consist of five persons. They decide themselves what to do, and make their own plans.[67]

A case: Volunteer management in Dongsheng community[68]

The volunteer group in Dongsheng community (see above) is led by a Coordination group of five. It consists of six teams of 3 to 10 volunteers, in all 25. The volunteers are from mid twenties and up, and all women. Each contributes 3 hours a week. "They are volunteers, not members. Members have to pay a fee."

When delivering help in households, volunteers work as a team of 3 to 5 people. There is no training on social work or the delivered service, but for First Aid and other things.

Potential volunteers come spontaneously or are recruited by the existing ones. The turnover is low. "Most of the volunteers belong to the community and are stable." There is a monthly volunteers meeting open to all.

But all is not well, coordinators report that "new enrolled volunteers loose interest as the leadership skills and guiding procedures are not satisfactory." [69] An other common complaint is that the volunteers' abilities are still low.[70] Both this problems have to do with lack of proper Volunteer management.

Volunteer management is a method used by a volunteer organization to ensure that it has the right volunteers for its services and that those volunteers are trained, organized and supported in such a way that they can deliver with a stable quality. This is good for the people helped, for society and is rewarding for the volunteers.

There are different sets of Volunteer management for different situations. It is important to select or develop the right one for the intended situation and service.

Several ways of organizing volunteer work are presently used within the project branches. They are all very basic. If not clarified and improved, they will cause problems in the future and hinder the development of strong volunteer services.

Recruiting volunteers

Volunteers are attracted by the good work an organization is doing. So it is a good idea to use external communication to make it known and then ask people to join. The branches seem to be doing this in a good way. Less thought through is what happens next in the recruitment process. The specific volunteer recruitment procedures and tools (see below) are not well developed yet.

A case: How I became a volunteer[71]

Ms Han Manyue, 23, a newly graduated nurse, is a volunteer in the Dongsheng community (see above) since June 2006. She learnt about the volunteering opportunity through a recruitment activity near her home. As she wants to help people and acquire new knowledge, she filled in the Registration form. A week later she went to inquire if she had been approved or not.

As a volunteer she is a member of a “help in home” team. They are ten volunteers, all women, mostly middle aged. She was introduced to the others by the team leader.

In August she attended a First Aid training. There will be other in the future. She suggests that the Red Cross should add psychological support to the curriculum as it is needed in their work.

It only takes her ten minutes to walk from her home to where she is volunteering.

Yes, there has been a party for the volunteers. It was fun.

Administration of volunteers

Files on volunteers, their training etc. are kept in a good order, but systems are sometimes not practical. In Huayin Red Cross, for instance, the same Registration form is used for both members and volunteers. The National Office has “developed

standard membership registration form, membership card, volunteer registration form and certificate ... and the guidelines for grassroots unit development”[72] Good Volunteer Registration Forms developed in other provinces can also be downloaded from Internet. The evaluation team saw no evidence that any of these were used.

Volunteering time

Some volunteers in the project work 3 hours a week, other 3 days. This variation shows a lack of proper volunteering guidelines. In average volunteers world wide contribute around 3 hours a week. Volunteer services based on that tend to be strong and reliable. Of course leaders and some key volunteers will always do more, but we are still talking hours, not days. Leaders of volunteers, in order to ensure successful volunteer recruitment and sustainable services, must make sure that volunteers work no more than 3-4 hours a week.

Making the volunteers visible

Red Cross volunteers in action, especially in disasters, must be highly visible.[73] This is important both for the work and for the image of the Red Cross. The project branches have a number of Red Cross vests for the volunteers, but too few. The text on the vest needs to be improved.

Can disaster response volunteers do social services?

According to the Visiting Delegate, Social Services were added to the project in order to keep the volunteers busy between disasters.[74] The idea behind this must be that volunteers engaged in one line of service, when needed, can be moved to another. There is no support for this view either in practice in different contexts, or in research. Each service therefore needs its own set of volunteers.

The difference between city and country

Chencang Red Cross says that it is much more difficult in the countryside to recruit and organize volunteers and to keep volunteer teams steady.[75] This is a profound observation. It shows that the way of working developed so far suits the city, but not the village. It is normal that different conditions must be met by different approaches. To be truly successful, the project branches must also learn how to organize farmers in big numbers.

4.13. Fundraising

Developing fundraising was added to the project from January 2004. When this was done, no special objectives and indicators were agreed among the partners.[76] Training in fundraising started as a preparation for the day when there will be no more funding from the Norwegian Red Cross.[77] Experts from the National Office were used as initial resource persons.

A case: Fundraising training in Chencang[78]

In August 2004, Chencang (district) Red Cross held a one day Fundraising Workshop for volunteers. Facilitators were leaders from Baoji (prefecture) Red Cross. They introduced the purpose and methods of Fundraising. The participants discussed this and made a SWOT. They learnt how to finance their own activities and to increase the Red Cross awareness among the general public.

In the SWOT the agreed main “Strength” was the public trust in the Red Cross. The main “Weakness” was that the capacity of volunteers is still low and that it is difficult for them to do the work on their own. The main “Opportunity” was the support and training from Norwegian Red Cross. And the main “Threat” was that not only the Red Cross, but also other organizations, including government agencies, are doing Fundraising for charity purposes – there is an increasing competition.

Since the workshop all fundraising done has been to give money to individuals in need. No money has yet been raised to finance the voluntary services. “There is no need. The costs for the volunteers are covered by the project.”

Raising funds for individuals

Most fundraising in the project has been done for individuals. As this is a highly visible undertaking often reported in the media, it changes the image of the Red Cross. As a result a growing number of people will approach the Red Cross with the hope of getting economical support. This unfortunate development has already started. Leaders at Qianyang TV-station confirmed that most letters on the Red Cross received from viewers were asking for money.

Giving “economical support” is a difficult service in great need of rules and regulations, and thus more suitable for staff than volunteers. It is also expensive and lacks those important leverage effects and qualities that make volunteer services so useful. In short, it does not fit the Red Cross.

Giving away money like this will quickly create expectations too big to be handled. It is therefore not sustainable and will soon back-fire.

The excuse for doing it is that fundraising is difficult, and that it is easier to raise funds for individuals in need, than for the volunteer service. Yes, this is true today. At the present, initial stage of development of the services, it is difficult to fundraise for them. This will change when they start to have a real impact on society.

This issue has been discussed within the project. The Visiting Delegate has explained that it is not correct to fundraise for individuals and that it will create problems. He said that volunteers should fundraise for groups or for the service.[79]

5. Findings

5.1. Assessing the project

How relevant is the project?

The project has been fully in line with the priorities of the Chinese Red Cross as expressed in its Development Strategy 2005-2006. It also matches the realities and needs in the project area. In fact the relevance has grown since the start. First Aid training and the separation from the local health authority are both top priorities within the Chinese Red Cross today.[80]

Have the right things been planned and done?

The original plan for the development of branches was good and has worked. All stakeholders, including the local governments, took part in the planning and have delivered as promised. The planning when later adding Social Services and Fundraising was not good enough, which has negatively effected the implementation.

The use of Strategic partnerships in expanding the Red Cross branches and work has been extremely important for the progress so far. But in developing the grassroots work, the models for units, Volunteer management and volunteer services are unclear and need to be improved.

The design and management of the project itself and of the development process has been very good. Resources have been utilized in a good way. The investments in vehicles, computers and other office equipment were in this project very important. Together with the local government's contributions they laid the foundation for making the project a success.

Have things been done in the right way?

To have a Visiting Delegate rather than one based in the area has been both cost and project effective. It can be recommended. Advice and input has been given regularly, and in between the project coordinators have been left to take the full responsibility. To support like this is challenging, but the present Visiting Delegate has done it in a good and much appreciated way.

Key to success in any project is leadership and implementation. Shaanxi Red Cross governance and management seem to have performed in an excellent way. Special praise must be given to the provincial project coordinator.

The system of having project coordinators at each branch level seems to have worked well.

In this kind of project systematic training is extremely important to drive the change process and make it possible. The project has made the most out of it. In the future, however, training cost can be reduced if volunteers are only trained in those areas needed in their work. It is also possible to develop simpler and cheaper training methods for the grassroots level.

It would have helped the project in the beginning, if the provincial project coordinator had been trained in project management.

Within project administration, a lot of attention has been paid to the correct handling of money, and on living up to a good standard of bookkeeping, economical transactions and auditing. This has not been reviewed. It has also been “a requirement within the project”[81] to have a good administration in the branches of all project matters and to keep all documents safe and in good order. This functions very well.

Have the overall goals been reached?

Yes, all what possible could have been achieved in this short time, have been achieved.

The Shaanxi Red Cross thinks that through the project, a team of management personnel and volunteers with organizational capacities has gradually been developed at province, prefecture and county levels. This is a solid basis for services and a sustainable development.[82] The evaluation team shares this view.

The project is a learning process. The targeted Red Cross branches are to step out of the Health Bureau and start to work on their own. In the same time they have to move from working and organizing as a government agency into being and working as a voluntary organization. These are two big steps. The essence of the whole project is for the targeted Red Cross to become a successful association. This will take some time.

The project is not so much about strengthening the position of the Red Cross, as asked for by the Terms of Reference, as to re-position the Red Cross. This has been done quite well, but the process needs to continue. Part of it is to be separated from the Health authorities, which is well on the way. Part of it is to set up independent administration, which has been fulfilled. Part of it is to transform the organisation and its work from a government agency to a voluntary organization, which is on its way. And a final part of it is to build member and volunteer based and led units and services in the communities, which has started, but from now on will be the biggest challenge.

Has the project had the intended impact?

The measures taken have had the intended impact on the Red Cross branches. This is an excellent result of the first part of the project. But it must now be the aim of the project to make sure that the local volunteer services starts to have the intended impact on society.

Of the services developed so far, First Aid for coal miners is the most impressive one. It is simple, useful and improves the life of the miners. The “help in home” service is also good, especially if improved further. But islands of good services is not enough, to have impact, these services must reach at least major parts of the intended target group.

Sustainability of project results?

There seems to be a genuine enthusiasm over the progress so far. Leaders, staff and volunteers are engaged and active. There are no unreasonable costs or conditions built into the branches or services that can jeopardise the progress so far. If forced to, the project branches can most likely find ways to manage without project support. So what has been developed so far, is sustainable. Further development of grassroots units and work will dramatically increase the strength and sustainability of the branches.

No exit strategies have been developed.

5.2. Other observed results

Effects on other parts of the Shaanxi Red Cross

The project has inspired development also within other parts of the Shaanxi Red Cross. All 11 counties in Weinan Prefecture now have established Red Cross branches with government supported salaries (in total 61 full-time staff) and offices. In Baoji prefecture, Red Cross Youth work has been promoted prefecture wide.[83] This has at least partly been achieved by letting staff from other counties take part in the project trainings.

Norwegian goodwill

On the Norwegian side the project is called Branch Development Project (OD, DM and FA)[84], Weinan & Baoji prefectures, Shaanxi Province - China. The Chinese however, interestingly enough, call it Shaanxi-Norwegian Organizational Development Project. It is obvious that this highlighting of the Norwegian partnership in this very successful project has given Norway, the Norwegian Red Cross and Norad plenty of PR and goodwill in the Shaanxi province.

5.3. Questions that remain to be answered

Disaster management

It has not become clear to the evaluation team if the models and approaches introduced in the project on Disaster management[85] have been appropriate for the needs and the local conditions, and if they have been adopted at all.

Awareness about, and opinion on the Red Cross

It is clear that the growth and work of the Red Cross in targeted branches and all the external communication has led to an increased awareness and more favourable opinion of the local Red Cross. This can best be seen by the increased number of members and volunteers. But no reliable data on awareness and public opinion can ever be given without proper opinion surveys. To prove progress you need at least two surveys, one before and one after. No surveys have been done.

Generally speaking, increasing general awareness and improving public ratings is a slow process. Very seldom can you see any significant changes after a single project or after a couple of years of publicity work.

To achieve increased awareness within a single target group, for instance county officials, is of course easier. But to prove effects you still need special research, and this has not been done.

5.4. Confusion around the goals of the project

There is a confusion on the goals of the project. The review team has found at least three different versions for the targeted period. According to the Project Manager in Oslo, the objectives are those expressed in the Terms of Reference (see 2.5 above). But if you look at the content, it is obvious that they have been developed later. The visiting OD Delegate, said that the objectives are the ones found in the Project Proposal.[86] There is quite a difference between the two.

According to the Chinese side, however, the organizational development goals of the project were: "To build the Red Cross as an independent and well-functioning service deliverer, to offer support to the vulnerable people and to make the Red Cross recognized by the general public." This summary (?) is admirable short and therefore effective in guiding work and development.

The evaluation team has not investigated which of the set of objectives that has been agreed on by all parties and therefore would exist in both Chinese and English, but it seems that the Chinese version is the one that has been followed in the actual work.

6. Recommendations

These are the main recommendations of the evaluation team:

8. The first part of the project has been very successful, but major challenges remain. It is therefore recommended that the support from the Norwegian Red Cross continues with full strength until at least the end of 2008.
9. After the fast initial success of building strong prefecture and county branches, the project needs to adjust its goals and strategies for the second part. It is recommended that the partners do this as a proper planning process. This must include taking a close look at Social Services, introducing proper objectives, guidelines and training. Similarly, Disaster Management and Fundraising must be revisited to ensure proper practice.
10. Most critical now in building a strong Red Cross, is to have good volunteer services based in strong grassroots units, and to develop good methods of supporting and spreading such units. It is recommended that the main focus of the project will be changed to that.
11. In order for Red Cross services to have the intended impact, it is recommended that they are improved as to design and management, and then duplicated in mass to reach a substantial number of vulnerable people.
12. As the First Aid Service in coal mines is simple and has the intended impact, it is recommended that the project develops effective duplication methods, so that the Shaanxi Red Cross can duplicate it in as many coal mines as possible.
13. As part of all above, it is recommended that the OD Flip-Chart and its Trainer's manual is revised.
14. On a practical level, it is recommended that the number of Red Cross vests is increased so that every volunteer that needs one for the task will be given one. It is further recommended, the text on the vest is improved.

Annex 1: Terms of Reference

Terms of Reference for the Mid-Term Evaluation

Branch Development Project (OD, DM and FA)

Weinan & Baoji prefectures, Shaanxi Province - China

1. Background and introduction

With 20.26 million members and volunteers, the Red Cross Society of China (RED CROSSSC) is one of the largest Red Cross national societies in the world and has the potential to be one of the strongest. The headquarters in Beijing acts as a central body, and branches corresponding to state administrative units (provinces, autonomous regions, municipalities, and special administrative regions) come directly under the responsibility of the headquarters.

Since China started its reforms and opening up policies in 1978, RED CROSSSC has moved into a continuous and rapid development phase. Red Cross branches at different state administrative levels were restored or built up. At present it has more than 70,000 grassroots units claiming a total membership of 20.26 million people.

Capacity building in general and organisational and resource development in particular, are key areas for the future of the RED CROSSSC. The efforts of the society are directed towards reinforcing the organisational independence of the branches and where this has already been achieved driving the process further down to lower levels of the organisation. This is an essential first step towards strengthening the society's organisational structure, its funding base and ultimately for providing focused and quality services to beneficiaries. Bearing in mind the size of the country and the unequal level of development of its branches, the national society is encouraging and facilitating in-country exchanges and mutual support between the well-developed branches and those where development has just commenced.

Shaanxi Province

Shaanxi Province is located in the middle of China. The total area is 205,600 square kilometres. The province is divided into three natural regions with different characteristics and climate. The northern region is the Guanzhong Plain, with a mild

humid climate. The southern region is the Qinba Mountains and has a subtropical humid climate. Shaanxi is an inland province with a mainly agricultural economy. The province has suffered many natural disasters thus hindering its economic development.

The population in Shaanxi province is 36.5 million, out of which 80% work on the land. The province suffers from drought most part of the year and during the rainy season hailstone, storms and floods frequently hit the province.

There are 106 counties in Shaanxi, 50 of which are relatively poor and depend on government subsidy. The per capita income per year was 4,570 RMB (USD 557), which is 64.9% of the national average. Xi'an, the capital city, with a population of 6.75 million is the biggest city in northwest China. Shaanxi province is one of the important cradles of Chinese civilisation.

Shaanxi Red Cross Branch

Shaanxi Red Cross Branch was founded in 1959, however in 1966 the branch office was closed for political reasons. The Shaanxi government re-opened it in 1980. Today, Shaanxi branch possesses its own administrative office and has 13 staff members. The Disaster Preparedness centre in Xi'an is one of the six regional DP centres in China. The branch office has three departments: the Administration Department, the Organisational & Information Department and Relief Department. There are two subordinated institutions affiliated to the provincial branch: Xi'an regional Disaster Preparedness Centre and the Bone Marrow Data Bank.

In recent years, Shaanxi Branch has increased the number of its local branches significantly. There are today 85 Red Cross county chapters out of 106 counties in the province.

The project is implemented in two prefectures, Weinan and Baoji.

2. Objectives of the mid-term evaluation

The main purpose of the mid-term evaluation is to assess the efficiency, effectiveness and impact of the Branch Development Project so far and to make recommendations for the next phase of the project.

The report should contain, at minimum, the following information:

- Executive Summary
- Main text with findings of the evaluation
- Conclusions and Recommendations

3. Project goal and objectives

The overall goal of the Branch Development Project is:

- To establish the Weinan Red Cross (WRED CROSS) and Baoji Red Cross (BRED CROSS) as independent organisations based on voluntary service to their communities.
- To increase the capacity of the community to prepare for and mitigate disasters.
- To increase the First Aid capacity of the mining community and promote safe working conditions in the coal mines.
- To mobilize Red Cross volunteers in social work for the needy.

The specific objectives of the project are:

- To improve the WRED CROSS and BRED CROSS infrastructure and management capacity.
- To increase knowledge about the Red Cross among members, staff and the general public.
- To recruit new volunteers to the Red Cross and manage them properly.
- To secure future financing of Red Cross' activities.

- To increase the self help ability of individuals and the community in First Aid and disaster preparedness.
- To advocate and develop partnerships for the improvement of the overall condition of the community.

4. Issues to be studied

The main emphasis of the evaluation is to assess the efficiency, effectiveness and impact of the project. Relevance and sustainability should also be looked at.

4.1 Planning and design of the project - project relevance

Assess the extent of consultations with, and participation by, local partners and other stakeholders in the implementation process of the project.

4.2 Management and resource utilisation of the project – project efficiency

a) Assess the efficiency of the project management so far. Consider the roles and responsibility of the various partners especially the RED CROSS HQ, the Shaanxi RED CROSS, the WRED CROSS, BRED CROSS and the NoRED CROSS as well as the communication amongst and between them.

b) Assess the efficiency of the hardware provided (vehicles, computers and other office equipment) for project implementation. Has the acquisition of the hardware effectuated the implementation of the project?

4.3 Progress in achieving mobilizing Red Cross volunteers in social work ?

1. Assess the volunteer recruitment and management of the WRED CROSS and BRED CROSS.

2. Assess if the Weinan Red Cross and Baoji Red Cross have built up their voluntary service and can reach out to vulnerable families in their geographical areas.

4.4 Progress in achieving the objectives - effectiveness of the project

Determine to what extent the results are contributing to achieving the objectives of the project outlined in the original document. Focus also on the effectiveness and the impact of the project activities at the grass root level, in addition to that at different levels within RED CROSS SC.

The following need to be considered:

- Selection of activities. To what extent are the activities integrated within the overall strategy and action plan?
- To what extent did the activities take place as planned? Have planned services been delivered and received?
- To what extent did the assumptions identified in the original document affect the implementation of the project?
- Assessment of the individual counties regarding the results and progress made so far, especially focusing on achievements in terms of management improvement, staff training and material equipment.
- Have any external factors affected the program?

4.5 Strengthening of the Red Cross – impact of the project

Look into the status and image of the Red Cross since the start of the project.

- Assess how the project has contributed to strengthening the position of the Red Cross.
- The process of independence of the Red Cross and the impact of the project on establishing the WRED CROSS and BRED CROSS as an independent organisation.
- Appropriateness of activities including relevancy of dissemination materials and impact of

the yearly Red Cross Day campaign.

4.6 Local resource contribution and ownership – sustainability of the project

a) Assess the human and material/financial resources contribution to the project by:

- The RED CROSS SC HQ, the SRED CROSS and the WRED CROSS & BRED CROSS.
- The local authorities.

b) Ownership (Weinan and Baoji Red Cross, volunteers and beneficiaries):

- Degree of programme 'awareness'.
- Sense of programme ownership.
- Level of involvement so far.
- Exit strategy – possible approaches which would be appropriate in view of RED CROSS SC longer-term expectations/plans as well as the longer-term strategies of the NRED CROSS.

5. Methodological aspects

- Analysis of key documents - project proposal, quarterly & yearly reports, mission reports.
- Analysis of written communication.
- In-depth interviews with project partners (NRED CROSS, RED CROSS SC, SRED CROSS, WRED CROSS & BRED CROSS, Federation Delegation, project consultant/delegate, project advisors, project manager, etc).
- In-depth interviews with stakeholders at the field level - staff and volunteers, community representatives in the branches/provinces, beneficiaries etc.

- Visit some of the beneficiaries and observe the volunteers' activities.

6 Reporting and feedback

The main text should not exceed 20 pages, plus annexes and an executive summary of no more than 5 pages with fully cross-referenced findings and recommendations.

The initial findings should be presented in Xi'an and Beijing. Final debriefing and presentation will take place in Oslo.

7. Time schedule

The field work of the mid-term evaluation shall be carried out during the period of 09 – 18 October. An electronic version of the first draft report should be sent to NoRed Crosscross and RED CROSSSC/PMO not later than 10 November 2006.

- a) Briefing in person/phone/email with key contacts (the project delegate, the project coordinator/manager and the head of section).
- b) Briefing in person with all stakeholders in the Red Cross Society of China in Beijing, Xi'an, Weinan and Baoji prefectures.
- c) Field visit: 7 days approx.
- d) Present initial findings in Xi'an to Shaanxi Red Cross.
- e) Present initial findings in Beijing to RED CROSSSC/PMO
- f) Report writing.

Annex 2: List of main informants

In Oslo (28 September 2006):

Norwegian Red Cross:

Mr Jon Fredrik Klepzig, Organizational Development Visiting Delegate

Ms Bodil L Ravn, Head of Development & Programme Support Department

Mr Gideon Tesfai, Regional Coordinator for Asia and Project Manager for the project

In Peking (10 October 2006):

Red Cross Society of China:

Mr Xiaohua Wang Director, External Liaison Department,

Mr Hongjun Wu, Officer, Organization Development & Youth Division

Mr Yuan Meng, Officer, Organization Development & Youth Division

Mr Li Zhe, Project Coordinator, Project Management Office

Mr Zhang Ran, Officer, Organization Development & Youth Division

Mr Hao Liu, International Organizations Division, External Liaison Department

International Federation of Red Cross and Red Crescent Societies:

Mr Alister Henley, Head, Regional Delegation for East Asia

In Xian (11 October):

Shaanxi Red Cross:

Mr Zhao Yuzhe, Vice Director,

Mr Xi Zhanqin, Vice Director, Operations

Mr Zhang Ximin, Director of Programming Development Department

Mr Wang Pei, Project Coordinator, Shaanxi-Norwegian Organizational Development Project, and Director, Regional DP Centre

Mr Li Zhigang, translator, Shaanxi-Norwegian Organizational Development Project,

Huayin (county) Red Cross (12 October):

Mr Ma Zenghu, Executive vice President

Mr Duan Menghai, President

Mr Liu Duanyi, Secretary General

Ms Wang Minxiu, Vice President

Mr Liu Yanqing, Vice President

Ms Ren Ying, Vice director of general office

Mr Zhang Junliang, Coordinator of the project

Baishui (county) Red Cross (13 October):

Mr Yang Wenbin, Executive vice President

Mr Wang Cuncheng, Vice President

Mr Sun Yamin, Vice director, Baishui County Health Bureau

Mr Wang Wanyou, Coordinator of the project

Ms Xu Cundi, Director of the general office

Mr Zhang Jun, Staff

Ms Zhang Fangmei, Staff

Ms Yang Xiufang, Staff

Ms Cao Li, Staff

Weinan (prefecture) Red Cross (14 October):

Mr Sun Xiping, Vice President, Weinan Red Cross & Vice Director, Weinan Health Bureau

Mr Yang Heping, Secretary General

Mr Li Changhai, Vice director, general office

Ms Li Qingqiao, Director, Weinan Red Cross Disaster Preparedness Center

Ms Feng Yangping, Director, First Aid & Disaster Relief Department

Ms Yan Ping, staff

Mr Wang Lei, staff

Baoji (prefecture) Red Cross (15 October):

Ms Li Xin, Vice President, Baoji Cross, former coordinator

Mr Liu Feng, Secretary General

Mr Yang Genda, staff

Mr Jin Bo, staff,

Qianyang (county) Red Cross (16 October):

Mr Feng Lijun, Honorary President

Mr Zhang Shuangui, Honorary President

Mr Zhao Baorun, President

Mr Ou Hongbo, Executive President

Mr Bai Jinyu, Former President

Mr Shi Yushu, President

Mr Li Zhenrong, Former Project Coordinator (2003-2005)

Mr Li Tao, Present Project Coordinator

Ms Han Manyue, Red Cross volunteer in Dongsheng Community

Chencang (district) Red Cross (17 October):

Ms Che Shuang, President

Mr Chen Xingwen, Executive Vice President

Mr Zhang Jianxing, Vice President

Mr Ji Haiyu, Vice President

Ms Jia Xianli, Secretary General & Project Coordinator

Ms Gao Yan, staff

Ms Li Baoying, president of Xije Community Red Cross

Annex 3: List of documents consulted

Project

Jon Fredrik Klepzig, Development of a Plan of Action. Xi'an August 2003.

Shaanxi Red Cross, OD Flip-Chart – Trainer's Manual.

Plan of Action 2005.

Red Cross Society of China - Shaanxi Red Cross FA/DM Project under Norwegian Red Cross Assistance: Update Training for Trainers on Disaster Management, June 25-July 01, 2005.

Shaanxi Red Cross

Project Management Working Committee of Shaanxi Red Cross, Implementation report of the Shaanxi-Norwegian Organizational Development Project 2003-2005. Xian, 11 October 2006.

Plan of Action 2005 for ... (one for each one of the Red Cross branches included in the project.) (No place and date)

Huayin Red Cross, Implementation report of the Shaanxi-Norwegian Organizational Development Project 2003-2005. 12 October 2006.

Baishui Red Cross, Implementation report of the Shaanxi-Norwegian Organizational Development Project 2003-2005. 13 October 2006. (No English translation available.)

Weinan Red Cross, Implementation report of the Shaanxi-Norwegian Organizational Development Project 2003-2005. 14 October 2006.

Baoji Red Cross, Implementation report of the Shaanxi-Norwegian Organizational Development Project 2003-2005. 15 October 2006.

Qianyang Red Cross, Implementation report of the Shaanxi-Norwegian Organizational Development Project 2003-2005. 16 October 2006.

Chencang Red Cross, Implementation report of the Shaanxi-Norwegian Organizational Development Project 2003-2005. 17 October 2006.

Red Cross Society of China

Red Cross Society of China, Annual Report 2005, Peking.

Better serving a harmonious society – First Aid Program of Chinese Red Cross. Speech by Mme. Jiang Yiman, Executive Vice President, Red Cross Society of China, September 8, 2006.

Law of the People's Republic of China on the Red Cross Society (1993).

Statutes of the Red Cross Society of China (1994).

Summary of Development Strategy 2005-2009 of the Red Cross Society of China. (Approved by the Eight National Congress for the Red Cross Society of China).

Norwegian Red Cross

Evelyn Paasa Lacsina & Jon Fredrik Klepzig, Project Proposal on Organizational Development incl. First Aid and Disaster Management, Shaanxi province Red Cross, China. Based on the Review and Project Design Mission 5-29 March 2003.

Jon Fredrik Klepzig, Mission Report: Visit to Shanghai/Shaanxi/Beijing 10-31 January 2006. Norwegian Red Cross.

Jon Fredrik Klepzig (december 2004), Shaanxi/Kina Rode Kors – Norges Rode Kors, Organisasjonsutvikling og katastrofe beredskapsarbeid. Ett samarbeidsprosjekt 2003-2005. Oppsummering etter halv prosjektperiode.

Norwegian Red Cross application (to Norad) 2006-2008, sections 3 and 4.

Jon Fredrik Klepzig, Memorandum: Shaanxi OD prosjekt – kommentar till framtidlige behov for ekstern assistance for videreutveckling av prosjektet. 7 mars 2006.

International Federation of Red Cross and Red Crescent Societies

Christer Leopold (2001), Mission report: Volunteering in the Chinese Red Cross.

John Sparrow (2005), Aiding China's troubled miners.

External

“Developing China's nonprofit sector” in The McKinsey Quarterly, August 2006.

Annex 4: Mission Schedule

10 October Arrival in Peking

Meeting in HQ of Red Cross Society of China

11 October By air to Xi'an, Shaanxi Province

Meeting with the leaders of Shaanxi Red Cross (provincial branch)

12 October By car to Huayin County (Weinan Prefecture)

Meeting with the leaders of Huayin Red Cross (county branch)

Review project data and records of Huayin Red Cross

Visit to Red Cross volunteer groups:

1) a) Promotion and dissemination, and b) Fundraising

- 2) Disaster Management work in Zuojia Village, Fushui Township
- 3) Medical service at Beishe Community

By car to Weinan city

13 October By car to Baishui County

Meeting with the leaders of Baishui Red Cross

Review project data and records of Baishui Red Cross

Visit to Xigu Township Red Cross.

Visit to Red Cross volunteer groups:

- 1) First Aid at Laoliang Coalmine No.2
- 2) First Aid at Laoliang Coalmine No.1
- 3) Social services in Huannan Community

By car back to Weinan city

14 October Meeting with the leaders of Weinan Red Cross (prefecture branch)

Review project data and records of Weinan Red Cross

15 October By car to Baoji (Baoji Prefecture)

Meeting with leaders of Baoji Red Cross (prefecture branch)

Review project data and records of Baoji Red Cross

16 October By car to Qianyang

Meeting with leaders of Qianyang Red Cross (county branch)

Dissemination work at Qianyang TV Station.

Visit to Red Cross volunteer groups:

- 1) “Red Sunset” volunteer group: Fundraising and promotion
- 2) First Aid and social services at Dongcheng Community

Return to Baoji city

17 October By car to Chencang District

Meeting with leaders of Chencang Red Cross (district branch)

Review project data and records of Chencang Red Cross

Visit to Red Cross volunteer groups:

- 1) Social services in Dongbao Village
- 2) Red Cross Theme Class Meeting in Chencang Junior Middle School
- 3) Xijie Community Red Cross.

Return to Xi'an

18 October Feedback meeting with leaders of Shaanxi Red Cross (provincial branch)

Return by air to Peking

[1] Ms Bodil L Ravn, Head of Development & Programme Support Department, Norwegian Red Cross, briefing 28 September.

[2] Red Cross Society of China, Annual Report 2005, p 13.

[3] Summary of Development Strategy 2005-2009 of the Red Cross Society of China.

[4] Statutes of the Red Cross Society of China (1994), article 15.

[5] Statutes, article 16.

[6] Statutes, article 17.

[7] Annual Report, p 13

[8] There is a confusion around the goals of the project, see 5.4.

[9] Klepzig, Jon Fredrik (december 2004), Shaanxi/Kina Rode Kors – Norges Rode Kors, Organisasjonsutvikling og katastrofe beredskapsarbeid. Ett samarbeidsprosjekt 2003-2005. Oppsummering etter halv prosjektperiode, p 5.

[10] Mr Alistair Henley, Head, Regional Delegation for East Asia, International Federation of Red Cross and Red Crescent Societies, briefing 10 October.

[11] Norwegian Red Cross application (to Norad) 2006-2008, sections 3 and 4, p 3.

- [12] Bodil L Ravn.
- [13] Shaanxi Red Cross' Implementation Report, p 3.
- [14] Chencang Red Cross' Implemetation, p 2.
- [15] Klepzig (december 2004), p 5.
- [16] Shaanxi, p 17.
- [17] Interview with leaders of Huayin Red Cross 12 October.
- [18] If not otherwise indicated, information here is from Shaanxi, pp 4-6.
- [19] Lacsina, Evelyn Paasa & Jon Fredrik Klepzig, Project Proposal on Organizational Development incl. First Aid and Disaster Management, Shaanxi province Red Cross, China. Based on the Review and Project Design Mission 5-29 March 2003.
- [20] Klepzig, Jon Fredrik, Development of a Plan of Action. Xi'an August 2003.
- [21] Klepzig, Jon Fredrik, Mission Report: Visit to Shanghai/Shaanxi/Beijing 10-31 January 2006. Norwegian Red Cross, p 3.
- [22] Interview with leaders of Chencang Red Cross 17 October.
- [23] Interview with leaders of Weinan Red Cross 14 October; interview with Mr Wang Pei, Shaanxi Red Cross' Project Coordinator, 16 October.
- [24] Jon Fredric Klepzig, briefing 28 September
- [25] Weinan
- [26] Interview with leaders of Shaanxi Red Cross, 11 October.
- [27] Klepzig (January 2006), p 6.
- [28] Interview with Mr Sun Xiping, Vice President of Weinan Red Cross & Vice Director of Weinan Health Bureau, 14 October.
- [29] Weinan Red Cross' Implementation Report; Weinan; Wang Pei.
- [30] It is said in Norwegian Red Cross application, p 6, that "the Red Cross is among the institutions which are in the process of becoming independent of the government". This is seems to be a missunderstanding.
- [31] Three rooms according to Chencang, p 2, four rooms according to the Shaanxi, p 14.

[32] According to Weinan, p 2, the staff increased to 6 people already in April 2003, this was after the development of the project proposal in March, but before it was approved 29 April.

[33] Shaanxi, p 13.

[34] Klepzig (december 2004), p 5.

[35] Interview with leaders of Baoji Red Cross 15 October.

[36] Interview with leaders of Qianyang Red Cross 16 October.

[37] Klepzig (december 2004), p 4.

[38] Klepzig (december 2004), p 4.

[39] Shaanxi, p 12.

[40] Shaanxi, p 12.

[41] Shaanxi, pp 8-9

[42] Shaanxi, p 9.

[43] Shaanxi, p 24.

[44] Shaanxi, p 12.

[45] Shaanxi, pp 14-15.

[46] In the English translation of the Statutes the word “collective” is used, but “corporate” is better.

[47] Statutes, article 24, point 6.

[48] Shaanxi, p 13.

[49] Qianyang Red Cross' Implementation Report, p 2.

[50] Interview with Li Baoying, president of Xije Community Red Cross, Chencan District, 17 October.

[51] Chencang, p 13.

[52] Qianyang, pp 8-9

[53] Chencang, p 2.

[54] Klepzig (december 2004), p 6.

- [55] Shaanxi, p 18.
- [56] Chencang, p 8.
- [57] Qianyang.
- [58] Shaanxi, pp 17-18.
- [59] Shaanxi, pp 18-19.
- [60] Shaanxi, p 18.
- [61] Interview with volunteers in Liaoliang Coal Mine number 2, Baishui Red Cross, 13 October.
- [62] Shaanxi, p 19-20.
- [63] Shaanxi, p 20.
- [64] Interview with volunteer leader in Chencang Red Cross, 17 October.
- [65] Interview with volunteer leaders and volunteers in Qianyang Red Cross, 16 October.
- [66] Chencang.
- [67] Huayin.
- [68] Volunteer leaders/volunteers, Qianyang.
- [69] Klepzig (January 2006), p 4.
- [70] Chencang, p 13.
- [71] Interview with Ms Han Manyue, Qianyang Red Cross 16 October.
- [72] Annual Report 2005, p 12.
- [73] In some Social Services volunteers need to keep a low profile not to harm their clients.
- [74] Klepzig
- [75] Chencang, p 13.
- [76] Wang Pei
- [77] Shaanxi, p 11.
- [78] Chencang, p 5; Chencang.

[79] Wang Pei.

[80] Better serving a harmonious society – First Aid Program of Chinese Red Cross. Speech by Mme. Jiang Yiman, Executive Vice President, Red Cross Society of China, September 8, 2006.

[81] Interview with Project Coordinator of Huayin (county) Red Cross 12 October.

[82] Shaanxi, p 23.

[83] Shaanxi, p 23; Weinan, p 3.

[84] OD = Organizational Development; DM = Disaster Management; FA = First Aid.

[85] For instance Red Cross Society of China - Shaanxi Red Cross FA/DM Project under Norwegian Red Cross Assistance: Update Training for Trainers on Disaster Management, June 25-July 01, 2005.

[86] Lacsina & Klepzig, p 12.

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