

“FFO / CDPF COLLABORATION 2002 – 2008:

ORGANISATION BUILDING  
AND  
REACHING THE GRASSROOTS”



**EVALUATION REPORT**

Marianne Wilson (Evaluator)

Dr Sara Ritchie (Co-Evaluator)

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## CONTENTS

<b>ACKNOWLEDGEMENTS</b> .....	4
<b>ABBREVIATIONS</b> .....	5
<b>EXECUTIVE SUMMARY</b> .....	6
<b>1. INTRODUCTION</b> .....	9
<b>1.1 CHINA</b> .....	9
1.1.1 <i>General</i> .....	9
1.1.2 <i>Social Issues</i> .....	11
<b>1.2 DISABILITY IN CHINA</b> .....	18
1.2.1 <i>Statistics</i> .....	18
1.2.2 <i>China Disabled Persons' Federation (CDPF)</i> .....	24
1.2.3 <i>Institutional Framework</i> .....	28
1.2.4 <i>Legal Framework and Recent Legal Developments</i> .....	31
1.2.5 <i>Non-Governmental Organisations</i> .....	32
<b>1.3 FFO AND THE FFO-CDPF COLLABORATION</b> .....	33
1.3.1 <i>Funksjonshemmedes Fellesorganisasjon (FFO)</i> .....	33
1.3.2 <i>FFO/ CDPF Collaboration Activities 2002-2008</i> .....	34
<b>2. METHODS</b> .....	35
<b>2.1 INTRODUCTION</b> .....	35
2.1.1 <i>Collaboration Objectives</i> .....	35
2.1.2 <i>Collaboration Activities and Inputs</i> .....	36
2.1.3 <i>Evaluation Purpose and Key Questions to be Explored</i> .....	37
<b>2.2 METHODS</b> .....	37
2.2.1 <i>Document Review</i> .....	37
2.2.2 <i>Evaluation Field Trip</i> .....	37
2.2.3 <i>Survey by Questionnaires</i> .....	38
<b>3. RESULTS</b> .....	40
<b>3.1 DOCUMENT REVIEW</b> .....	40
3.1.1 <i>Annual Reports and Documents by FFO and/ or CDPF</i> .....	40
3.1.2 <i>Norway Study Trip Reports</i> .....	40
3.1.3 <i>CBS Textbooks and CBS Video Compact Disc ("VCD")</i> .....	42
3.1.4 <i>Other Documents Relating to the FFO/ CDPF Collaboration</i> .....	43
<b>3.2 EVALUATION FIELD TRIP</b> .....	44
3.2.1 <i>Meetings</i> .....	44
3.2.2 <i>Attending 1½ days of the 2008 Chengde CBS Course</i> .....	54
<b>3.3 QUESTIONNAIRE DATA</b> .....	55
3.3.1 <i>Data from "First Tier" Questionnaires</i> .....	57
3.3.2 <i>Data from "Second Tier" Questionnaires</i> .....	58
3.3.3 <i>Data from "Third Tier" Questionnaires</i> .....	59
3.3.4 <i>Data from Disabled User Questionnaires</i> .....	61
<b>4. DISCUSSION AND CONCLUSIONS</b> .....	63
<b>4.1 ROLE AND CONTRIBUTION OF FFO</b> .....	63
<b>4.2 KEY EVALUATION QUESTIONS TO BE EXPLORED</b> .....	64
<b>4.2.1 Effectiveness</b> – <i>has the intervention achieved its objective? Has change occurred as a result of FFO's support? If so, what change?</i> .....	64
❖ <i>Conclusion on Effectiveness</i> .....	69
<b>4.2.2 Impact</b> – <i>what are the overall effects of the intervention, intended and unintended, long term and short term, positive and negative?</i> .....	69
❖ <i>Conclusion on Impact</i> .....	73
<b>4.2.3 Relevance</b> – <i>is the intervention consistent with the needs and priorities of its target group and the policies of the partner country and donor agencies?</i> .....	73

4.2.4	<b>Sustainability</b> – will the benefits produced by the intervention be maintained after the cessation of external support?.....	74
4.2.5	<b>Efficiency</b> – can the costs of the intervention be justified by the results?.....	74
❖	Conclusion on Efficiency.....	76
4.3	<b>SUMMARY OF EVALUATION FINDINGS AND CONCLUSION ON COLLABORATION’S EFFECT</b> ..	76
<b>5.</b>	<b>LESSONS LEARNED, RECOMMENDATIONS AND POSSIBLE NEW COLLABORATION ACTIVITIES</b> .....	78
5.1	<b>LESSONS LEARNED AND RECOMMENDATIONS - WHAT CAN BE LEARNED FROM THE EXPERIENCES THAT EACH OF FFO AND CDPF HAVE OBTAINED IN THE EVALUATION PERIOD? ARE THERE ANY SPECIFIC SUGGESTIONS IN RELATION TO CURRENT AND/ OR FUTURE COLLABORATION ACTIVITIES?</b> .....	78
Lesson 1:	<b>Scope for improved effectiveness of training courses</b> .....	78
Lesson 2:	<b>The potential of the "train-the-trainer" concept can be better utilised</b> 78	
Lesson 3:	<b>Ensuring standards in job performance of "third tier" trainees</b> .....	79
Lesson 4:	<b>Shift in the direction of collaboration – 3 emerging focus areas</b> .....	80
Lesson 5:	<b>Increase training effectiveness of Norway study trips</b> .....	81
Lesson 6:	<b>Improve evaluation and monitoring</b> .....	81
Lesson 7:	<b>Improve reporting and communication</b> .....	82
Lesson 8:	<b>Improve coordination of funding channels</b> .....	82
5.2	<b>POSSIBLE NEW COLLABORATION ACTIVITIES - WHAT TYPE OF NEW PROJECT ACTIVITIES OR COLLABORATION WITH CDPF WOULD BE COMPATIBLE WITH FFO’S MISSION AND POLICY OBJECTIVES?</b> .....	83
<b>LIST OF APPENDICES</b>		86
APPENDIX 1 – CHINA’S ADMINISTRATIVE DIVISIONS		86
APPENDIX 2 – CDPF INTERNATIONAL CO-OPERATION PROJECTS		86
APPENDIX 3 – LIST OF 2002-2008 COLLABORATION DOCUMENTS REVIEWED		86
APPENDIX 4 – FFO/CDPF COLLABORATION ACTIVITIES JANUARY 2002 – JUNE 2008		86
APPENDIX 5 – SAMPLE CBS COURSE SCHEDULE (CHENGDE CBS COURSE, JUNE 2008)		86
APPENDIX 6 - DOCUMENTS RELEVANT TO FFO/ CDPF COLLABORATION AND EVALUATION		86
1.	SAMPLE GRASSROOTS DPO REPORTS: .....	86
▪	1.1 VILLAGE DISABILITY ASSOCIATION .....	86
▪	1.2 VILLAGE DISABILITY ASSOCIATION .....	86
▪	1.3 TOWNSHIP-LEVEL (TOWN) DPF .....	86
2.	INDICATIVE OVERVIEW OF STANDARDISED GRASSROOTS DPO ESTABLISHMENT AND APPOINTMENT/ TRAINING OF DISABILITY COMMISSIONERS – INDICATIVE COMPLETION RATES BY PROVINCE, MUNICIPALITY, AUTONOMOUS REGION .....	86
3.	CDPF GUIDELINE DOCUMENT ON STANDARDISED GRASSROOTS DPO ESTABLISHMENT .....	86
4.	CDPF GUIDELINE DOCUMENT ON DISABILITY COMMISSIONERS .....	86
5.	THE 4 TYPES OF QUESTIONNAIRES USED: .....	86
▪	5.1 COURSE PARTICIPANTS (FIRST TIER TRAINEES).....	86
▪	5.2 SECOND TIER TRAINEES.....	86
▪	5.3 THIRD TIER TRAINEES/ DISABILITY COMMISSIONERS.....	86
▪	5.4 DISABLED SERVICE USERS (OR THEIR CARERS).....	86
6.	QUESTIONNAIRE ANSWERS – RAW DATA FROM QUESTIONNAIRES: .....	86
▪	6.1 COURSE PARTICIPANTS (FIRST TIER TRAINEES).....	86
▪	6.2 SECOND TIER TRAINEES.....	86
▪	6.3 THIRD TIER TRAINEES/ DISABILITY COMMISSIONERS.....	86
▪	6.4 DISABLED SERVICE USERS (OR THEIR CARERS).....	86
7.	SAMPLE COURSE EXAM ANSWERS.....	86
APPENDIX 7 – TERMS OF REFERENCE		86
<b>REFERENCES/ NOTES</b>		87

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We conclude by emphasising our gratitude for the warm welcome, friendliness and open dialogue we have met with from CDPF staff, DPF staff at all levels, as well as the Disability Commissioners and the disabled service users.

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## **ABBREVIATIONS**

<b>CDPF</b>	China Disabled Persons' Federation
<b>CBR</b>	Community-Based Rehabilitation
<b>CBS</b>	Community-Based Services
<b>CNGO(s)</b>	Chinese Non-Governmental Organisation(s)
<b>CNY</b>	Chinese Yuan or Renminbi (RMB)
<b>DPF(s)</b>	Disabled Persons' Federation(s)
<b>DPA(s)</b>	Disabled Persons' Association(s) (implies a village-level entity also referred to as a "Disability Association")
<b>DPO(s)</b>	Disabled Persons' Organisation(s)
<b>IMF</b>	International Monetary Fund
<b>FFO</b>	Funksjonshemmedes Fellesorganisasjon (Norwegian Organisation of Disabled Persons' Organisations)
<b>GONGO(s)</b>	Government-Organised or Government- Funded NGO(s)
<b>NBS</b>	National Bureau of Statistics of China
<b>NGO(s)</b>	Non-Governmental Organisation(s)
<b>NOK</b>	Norwegian Kroner
<b>O &amp; L</b>	Organisation and Liaison
<b>PPP</b>	Purchasing Power Parity
<b>PWD(s)</b>	Person(s) With Disability or Disabilities
<b>WB</b>	The World Bank

## EXECUTIVE SUMMARY

CDPF is the main organisation in charge of disability work in China. It represents and safeguards the interests of PWDs, and provides a comprehensive range of services to them.

In recent years impressive and wide-ranging advances have been made in China's work for PWDs in many areas. This has contributed to significant improvements in the conditions and life quality for the country's **almost 83 million disabled**. However, areas of great and urgent needs remain, especially in the generally poor countryside where some 75% of China's disabled reside. In 2006, roughly **9 million** PWDs in rural areas were living in extreme poverty, surviving on less than 1 dollar per day (World Bank standard, 1993 PPP). PWDs living in China's urban areas officially represent **40%** of the total poor urban population.

In 1991 FFO started collaborating with CDPF, and continues to do so in a collaboration on organisational capacity building. This comprises holding "train-the-trainer" courses for DPF staff on CBS ideology and methodology, and on the UN Standard Rules on the Equalisation of Opportunities for Disabled People, coupled with producing training materials and arranging study trips to Norway for CDPF and DPF staff.

This evaluation report sets out an overview of the country and context against which the collaboration activities have taken place, followed by analysis of the role and contribution of FFO in the FFO/ CDPF collaboration and an assessment of the collaboration's effect.

In terms of results during the period covered in this evaluation report (2002 - June 2008), the collaboration achieved **15** training courses with a total attendance of around **1,625** DPF staff. These "first tier" trainees have in turn have trained other relevant staff, primarily at lower-level DPFs, as well as staff in an innovative grassroots-level DPO position entitled "Disability Commissioner". **35,100** CBS textbooks and **5,100** CBS VCDs have been funded by FFO, and **5** study trips to Norway for **19** CDP/ DPF staff have been arranged.

The findings are that FFO has played an important role by expressing solidarity with CDPF's work for PWDs in China through the collaboration activities. In terms of standard evaluation items, the findings are:

1. **Effectiveness** – very good
2. **Impact** – good to very good in the short term; satisfactory to good in the long term
3. **Relevance** – excellent
4. **Sustainability** – good
5. **Efficiency** – very good

Based on these findings, the conclusion is that the overall **effect** of the FFO/ CDPF collaboration is **very good**.

The **lessons learnt** are:

1. Scope for improved effectiveness of the FFO/ CDPF training courses
2. The potential of the "train-the-trainer" concept can be better utilised
3. Standards in the job performance of "third tier" trainees need to be ensured
4. Shift in the direction of collaboration – 3 emerging focus areas
5. Increase training effectiveness of the Norway study trips
6. Improve evaluation and monitoring
7. Improve reporting and communication
8. Improve coordination

The **recommendations** are:

1. Sessions in training courses should be more interactive and use more case studies. Anonymous course evaluation forms should be collected.
2. FFO, CDPF and relevant DPFs should develop guidelines for "first and second tier" trainees on how many staff they should train following participation on a "train-the-trainer" FFO/ CDPF course. Training materials with recommended format and contents of "lower-tier" training should be provided to "first and second tier" trainees, to ensure the standards of the "lower-tier" training they give.
3. A national curriculum for Disability Commissioners should be developed. It should contain a national module to ensure standardised training and minimum standards of knowledge, plus a local module teaching the Commissioners rules and information applicable to the locality and administrative level at which the Commissioners work.
4. FFO should have a clear understanding of the CDPF/ DPF network with DPOs at different administrative levels, and the CDPF strategy on nationwide grassroots DPO establishment with the Disability Commissioner network. Such understanding is necessary to engage in useful discussions with CDPF as to the next steps in their collaboration.
5. Study trips to Norway should continue. However, to increase training effectiveness of such trips, FFO and CDPF should define desired learning outcomes, indicators and follow-up activities. The results of the follow-up activities by CDPF/ DPF Norway trip delegates should be reported to FFO.
6. FFO and CDPF should undertake a review of the Partnership Agreement and Plan of Action to ensure that when the current Partnership Agreement expires, the renewal agreement and associated Plan of Action include appropriate and practical indicators on the standard evaluation items of effectiveness, impact, efficiency, relevance and sustainability.

7. FFO and CDPF should define a standard format for reports, including the agreed indicators and a list of specific data on which CDPF and/ or the DPFs should report. The parties should consider whether there should be reporting after each collaboration activity instead of once a year as currently practised.
8. FFO and CDPF should look at ways to support CDPF in improving horizontal coordination at all levels between relevant local government departments and DPFs at the appropriate level. Such horizontal coordination is necessary to maximise funding from different channels for areas of disability work where there are still large pockets of unmet needs. Furthermore, the parties should look at ways to ensure better relations and more involvement between the CDPF/ DPF network and the formal and informal CNGO sector.

**Possible future collaboration activities** are:

1. New training activities for county-level O&L DPF staff to improve their work in setting up DPFs at township level and Disability Associations at village-level. Nationwide there are about 3,200 county-level DPFs and around 38,200 township-level DPFs.
2. Funding preparation of a "trainer's package" for use by "first tier" trainees in training e.g. township-level staff or Commissioners or village-level Commissioners
3. Funding reference materials e.g. a manual and an interactive DVD, containing the national component of a future Disability Commissioner training curriculum. Such materials to be distributed to township-level Commissioners.
4. Funding a "trainer's package" for township O&L staff undertaking training of village-level Disability Commissioners
5. Requesting CDPF's rights protection department to participate in future FFO/ CDPF training course to provide a session focusing on PWDs' legal entitlements to social security benefits, rehabilitation and medical services, employment initiatives etc. Such presentation should explain these subjects in relation to national rules and how they are commonly implemented at local or lower administrative levels. Given that there are variations by province and lower administrative tiers, a selection of real-life examples should be presented.
6. FFO/ CDPF training courses should include a session focusing on employment opportunities for PWDs, including "brainstorming" on employment initiatives for disabled people. Both the indicative survey of 92 questionnaire respondents, and the feedback gathered on the evaluation trip, clearly showed that disabled people consider lack of employment opportunities as one of their main problems.
7. Collaborating on new training programmes for small formal or informal CNGOs who work with and for PWDs at grassroots level.



## 1. INTRODUCTION

The overall aim of the collaboration between Funksjonshemmedes Fellesorganisasjon ("FFO") and China Disabled Persons' Federation ("CDPF") is:

*"to help secure and safeguard the rights of people with disabilities in China in line with the UN Standard Rules on the Equalization of Opportunities for Persons with Disabilities".<sup>a</sup>*

The purpose of this evaluation is to assess the **effect** of the FFO/CDPF collaboration in the period from January 2002 to June 2008 in order to provide the collaboration partners with:

- a better understanding of the achievements of their collaboration, and areas for improvement; and
- findings, analysis and recommendations that can assist them in decision-making relating to current and future collaboration.

To appreciate the discussion of the collaboration activities and evaluation findings later in this report, as well as to engage in a constructive dialogue on current and future collaboration, a certain level of contextual knowledge is necessary.

This chapter sets out up-to-date information on the national and social background against which CDPF works for and with disabled people in China. It includes data on how CDPF, and its DPF network, are organised. CDPF's organisation development work and progress on the other hand, is discussed in the next chapters as part of the review of the FFO/ CDPF collaboration activities.

### 1.1 China

#### 1.1.1 General

Where should one start when introducing the vast country that is China? Many of the usual introductory "China facts" will already be familiar but not always up-to-date. In this Chapter, generally known facts are expanded with specific and recent details, both to deepen and update the reader's China knowledge.

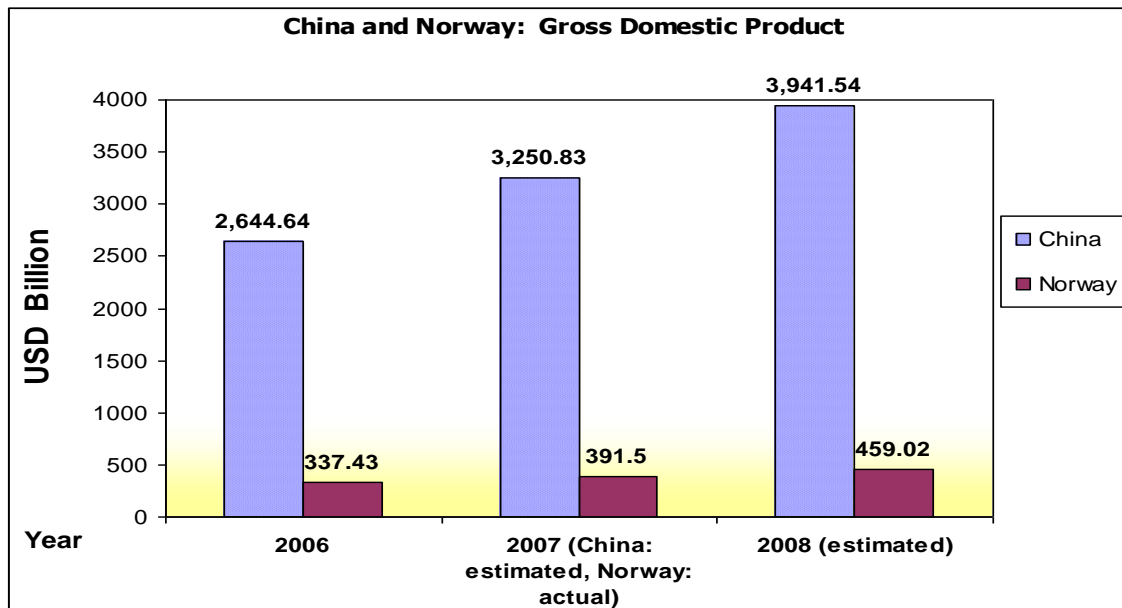
A selection of China facts:

- the most populous country in the world, with an estimated 1,327,658,000 inhabitants in 2008.<sup>1</sup> This is almost **283** times the population of Norway (4,693,000).<sup>2</sup>
- **56** officially recognised ethnic groups, the largest of which is the *Han* people which form 91.6% of the population. Of the 55 other ethnic groups, the largest is the *Zhuang* people (16.2 million), and the smallest is the *Lhoba* people with 2,965 members.<sup>3</sup>

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<sup>a</sup> "Partnership Agreements" between CDPF and FFO for the respective periods 2003-2006 and 2006-2008.

- the **4th** largest economy in the world in 2006 (in terms of nominal Gross Domestic Product); Norway's economy was then the **23rd** largest.<sup>4</sup>



Source: International Monetary Fund (IMF), World Economic Outlook Database, April 2008

- one of the world's oldest civilisations with over 4,000 years of recorded history.<sup>5</sup>
- a developed system of writing with around 2,500-3000 characters already in 1,400 B.C.<sup>6</sup> The largest Chinese dictionary (*"Zhonghua Zihai"* (1994)) records over 83,000 characters, although this includes some 30,000 ancient characters that are no longer in use.
- the majority of modern Chinese words consists of two or more characters. Accordingly, Chinese literacy can be measured by the number of characters known, and the number of words known. It is estimated that a typical Chinese college graduate recognises 4,000 to 5,000 characters, and 40,000 to 60,000 words.<sup>7</sup>
- by official PRC standards, rural residents are considered literate if they are able to read and write 1,500 characters. The standard for urban residents (and rural leaders) is 2,000 characters.
- officially 6.27% of the adult population are illiterate, roughly 83 million people.<sup>8</sup> There is a noticeable difference in male and female illiteracy; respectively 4.9% of all adult men, and 13.7% of all adult women.<sup>9</sup>
- the People's Republic of China (PRC) was established on 1 October 1949 under communist rule. Norway, as the first country in the world, recognised the PRC as sovereign state on 7 January 1950.<sup>10</sup>
- Sweden and Denmark were the first two countries in the world to establish diplomatic relations with China in May 1950. Norway established diplomatic relations with China in October 1954.<sup>11</sup>

- the United Nations (UN) and various countries including the United States had state relations with Taiwan instead of China in the 1950s and the 1960s. In 1971, Taiwan's UN membership was transferred to China. As of June 2008, Taiwan is not a member of the UN despite having made several applications since the 1990s.

### 1.1.2 Social Issues

Modern-day China struggles with many of the same problems as its Western counterparts, in addition to those of a developing country.

#### **(a) Spiralling energy consumption and consequent pollution**

As the second largest energy consumer in the world (after the United States), China has had continuously high levels of serious **air** pollution in recent years. Some 68 percent of its energy comes from coal, resulting in China being the largest source of sulphur dioxide (SO<sub>2</sub>) emissions in the world.<sup>12</sup>

*"In addition, **water** pollution and water scarcity problems are also very severe, particularly in North China, where the region faces some of the most severe water quality and quantity challenges in the world today... In the period between 2001 and 2005, on average about 54 percent of the seven main rivers in China contained water deemed unsafe for human consumption".<sup>13</sup>*

*"[H]ealth costs of air and water pollution in China amount to about 4.3 percent of its GDP. By adding the non-health impacts of pollution, which are estimated to be about 1.5 percent of GDP, the total cost of air and water pollution in China is about 5.8 percent of GDP."<sup>14</sup>*

#### **(b) Unemployment and underemployment<sup>b</sup>**

In recent years, China's **official** unemployment rate has been reported at around **4%** of the work force. However, this figure does not take into account rural underemployment, nor "unregistered" urban unemployment. The latter refers to persons with registered residence ("hukou" registration) in rural areas who, without formal authorisation, have moved to cities to find work. These economic migrants, also referred to as the "floating population", cannot register with employment agencies and are therefore excluded from unemployment statistics.

In 2006, the official figure for the floating population was around 132 million.<sup>15</sup> Problems that face the floating population include lack of access to health care, lack of social and health insurance and a wide wage gap whereby they earn on average 65% less than urban registered residents.<sup>16</sup>

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<sup>b</sup> E.g. where employed persons work less/ fewer hours than they would like to, where their skills are not fully utilised e.g. a doctor working as a taxi driver, or where they are nominally employed but the same output could be produced without them, for instance where employees are kept on for political and social reasons rather than economic considerations.

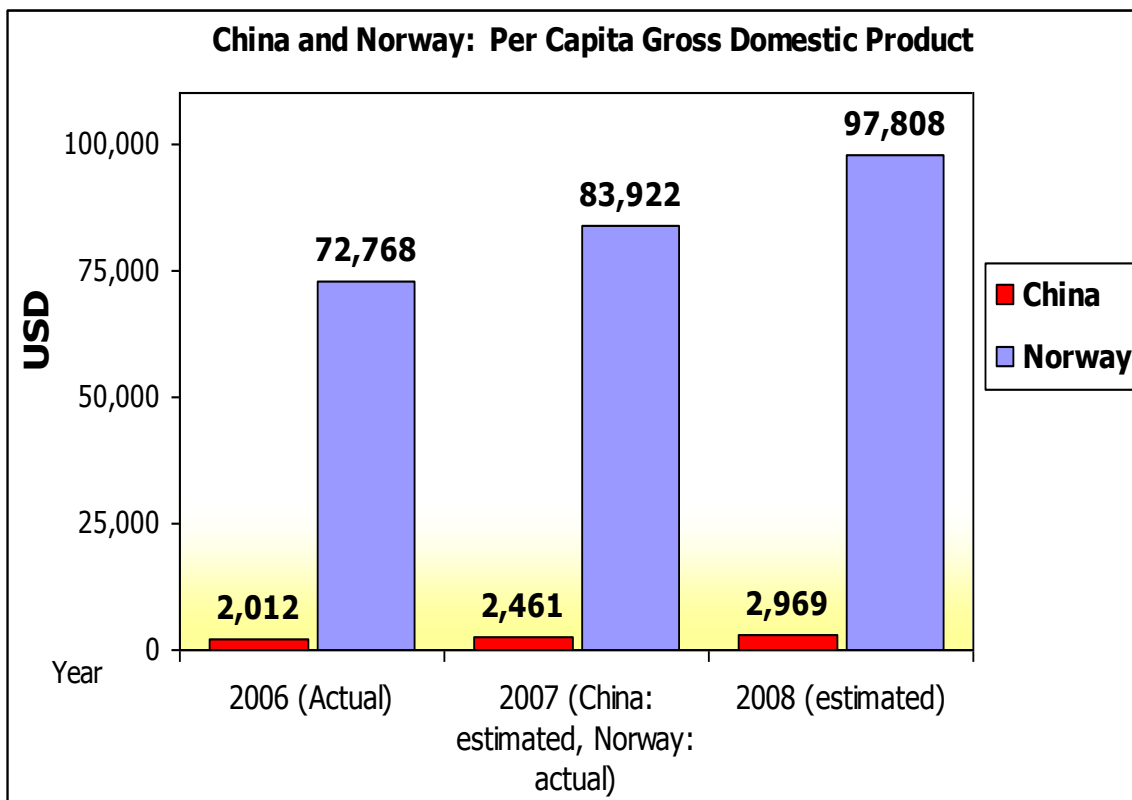
Allowing for rural underemployment and unregistered unemployment, an **unofficial** estimate of China's total unemployment rate in 2004 is **23%** or 170 million people.<sup>17</sup>

Unemployment benefit systems exist, with monthly benefit amounts varying depending on the economic well-being of the locality where the unemployed person resides. For instance in Shanghai – one of the wealthiest municipalities - average benefits were between CNY 410 - 550 per month, depending on the unemployed person's age and the number of unemployment insurance contributions they have paid.<sup>18</sup>

**(c) Poverty**

Despite being the 4th richest country in the world, with economic growth of 10-11% in recent years, China has huge numbers of poor people. This is partly due to the fact that China's wealth is distributed over a huge population, as we can see from examining its per capita GDP.

In 2007, in per capita GDP terms, China's world ranking was number **105**. By contrast, Norway ranked number **2**, with a per capita GDP that was about **34** times higher than that of China.<sup>19</sup>



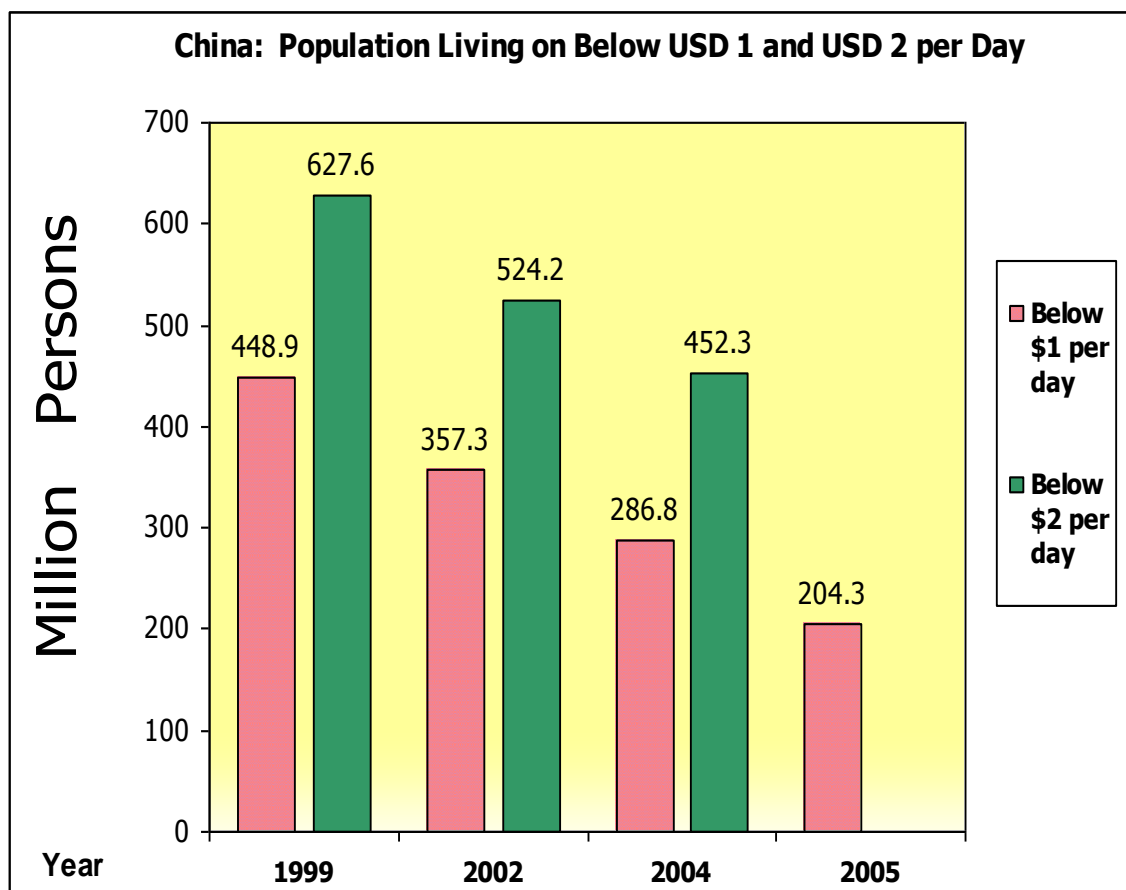
Source: International Monetary Fund (IMF), World Economic Outlook Database, April 2008

The other reason is the very uneven distribution of wealth. As a result, whether measured by international or Chinese poverty standards, the number of poor people in China is staggering.

The latest of commonly used World Bank poverty statistics date from 2004 and 2005, and are based on **1993** Purchasing Power Parity (PPP). They showed that in 2005, there were **71.6 million** people in China who were living in **extreme** poverty.

“**Extreme poverty**” according to World Bank standards, means living on less than **USD 1** per day. People living on less than **USD 2** per day, are defined as living in “**moderate poverty**”.

In 2007, the World Bank updated its 1-dollar-a-day measure from 1993 PPP to 2005 PPP. As a result, the revised data record **204.3 million** Chinese living in **extreme** poverty in 2005, with another **452.4 million** living in moderate poverty in 2004 <sup>c</sup>.



Source: Chen and Ravallion (2007)<sup>20</sup>

China records its own poverty statistics, but only on **rural** poverty. The concepts of “**absolute poverty**” and “**relative poverty**” <sup>d</sup> are used, and they are defined by reference to minimum amounts of per capita net annual income.

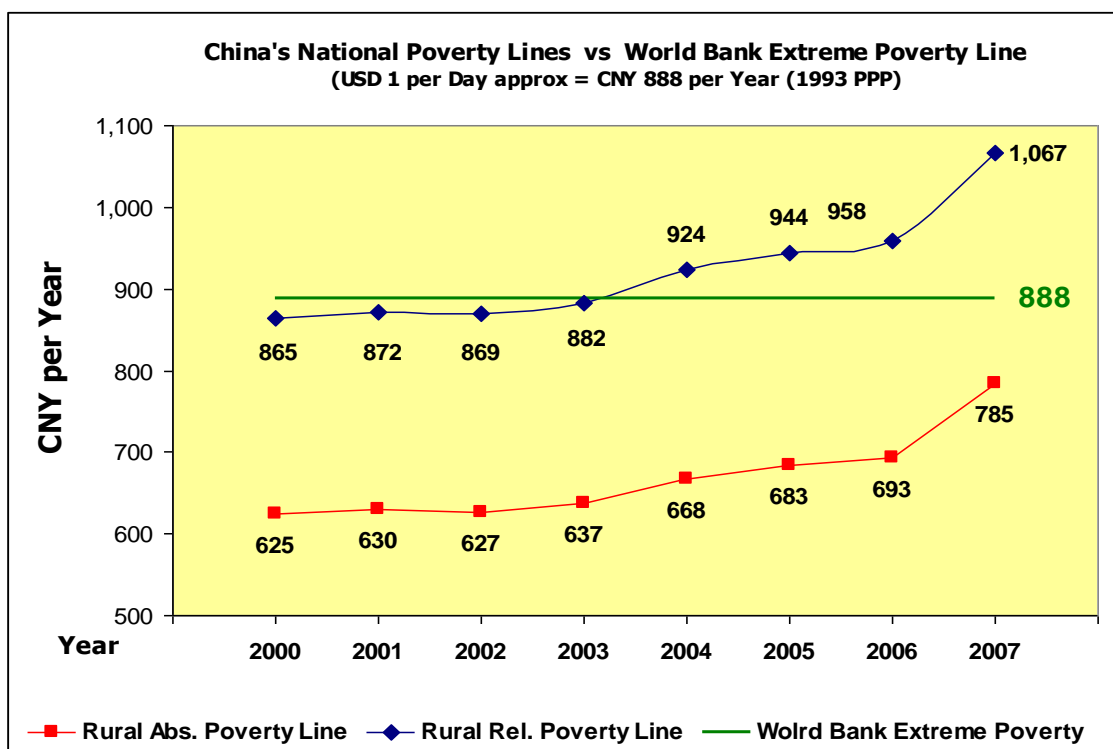
The minimum amounts were officially set in the late 1980s on the basis of rural income surveys conducted at the time. They have since been revised annually in line with inflation and other factors affecting rural living conditions.

Thus, in 2007, rural residents with less than CNY 785 net annual income were classed as living in absolute poverty. Those with annual incomes between CNY 785 - 1,067 were classed as living in relative poverty.

<sup>c</sup> 2005 data for China’s population living in moderate poverty not yet available.

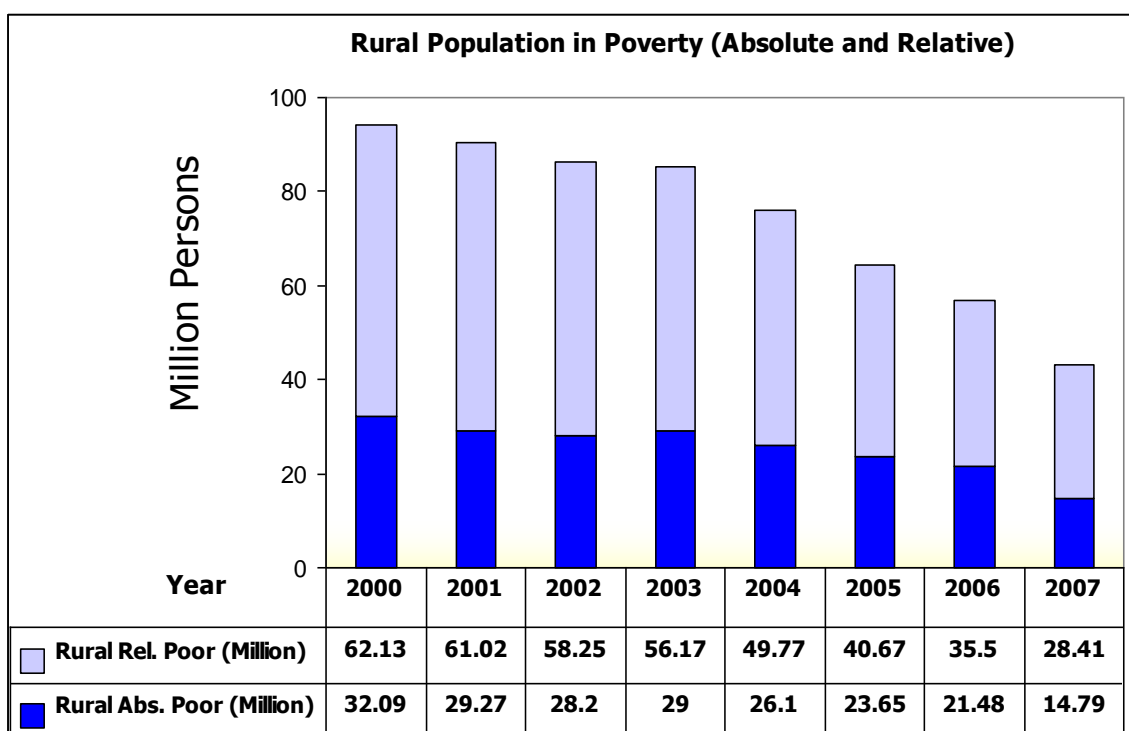
<sup>d</sup> The term “low income” is sometimes used instead of “relative poverty”, although this terms seems to be used in reference to **urban** poverty.

The chart below illustrates the change in China's national poverty lines over recent years, and contrasts them with the WB extreme poverty standard.<sup>21</sup>



Source: National Bureau of Statistics, *Communique on 2004 Rural Poverty Monitoring of China*<sup>22</sup>

Applying the Chinese national poverty standards, in 2007, there was a total **rural** poor population of **43.2 million**, made up of 14.79 million "absolutely poor" and 28.41 million "relatively poor".



Source: National Bureau of Statistics of China<sup>23</sup>

Data on **urban** poverty are less readily available. However, in 2003 the National Bureau of Statistics used a working definition for “**urban poor**” as those with annual expenditure of less than CNY 2,310 per year. This gave an estimate of 4.7 - 6.5% of the 2003 urban population living in poverty, i.e. around 24.6 – 34 million.<sup>24</sup>

Applying the above, a **rough** estimate <sup>e</sup> of China’s **total poor** population in 2007 is **67 million** people. This contrasts with the World Bank’s calculation that in 2005, there were 204.3 million Chinese living on below USD 1 per day.

Despite divergence in poverty measures, it is indisputable that China has made consistent poverty relief efforts and achieved massive poverty reduction since the 1980s. In 1981 the World Bank estimated that **84%** of China’s population - **838.9 million** people - were living on less than USD 1 per day (2005 PPP).<sup>25</sup> 24 years later, the 2005 World Bank data show 204.3 million living in extreme poverty i.e. a reduction of over 600 million people.

China’s poverty reduction measures include social security schemes to provide minimum subsistence benefits for the urban and rural poor. The benefit commonly referred to in this context, is variously translated as “minimum living guarantee”, “basic living guarantee”, “minimum living allowance” or “subsistence allowance”.

*“The rural minimum living allowance system was formally established [in 2007] ... in all 31 provinces, autonomous regions and municipalities of China, 10 years after the system was set up in urban areas.”<sup>26</sup> The monthly benefit amounts “vary by region according to economic conditions, but the basic requirement is to enable low-income people in urban and rural areas to have adequate food and clothing. The average allowance in 2007 was 182.4 yuan (25 U.S. dollars) in urban areas per person each month and 70 yuan in rural areas.”<sup>27</sup>*

In more prosperous regions, the monthly minimum living allowance is around CNY 300. In Shanghai, which is one of the wealthiest municipalities, the urban low-income residents receive around CNY 400 per month. Rural residents living below Shanghai’s **rural** poverty line receive around CNY 270 per month.<sup>28</sup>

By the end of 2007, 34.5 million rural poor and 22.7 million low-income urban residents were in receipt of minimum living allowances.<sup>29</sup>

#### **(d) Health care**

Historically, during the years of planned economy, almost all Chinese citizens were covered by some form of health insurance. In the 1970s, a cooperative medical scheme covered an estimated 90% of the rural population. However, with the political shift to a market economy in the 1980s, health insurance coverage was dramatically reduced to the point where 80% of China’s rural population — some 640 million people — were without health insurance in 2003. In urban areas, some 155 million citizens had no health insurance cover.<sup>30</sup>

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<sup>e</sup> Using an estimate of the urban poor as 4% of the urban population in 2007 (593.79 million) i.e. 23.75 million.

As of 2008, the government has put in place three "Medicare" schemes to cover different parts of the population:

1. a health insurance plan for urban employees launched in 1998
2. the New Rural Cooperative Medical Scheme launched in 2003
3. a basic medical insurance scheme for non-working urban residents (children, students, the elderly, the disabled and the unemployed) launched in 2007<sup>31</sup>

Although health insurance coverage for both urban and rural residents has increased substantially in the last few years, there remains a problem with the "depth" of coverage i.e. which services and treatments are covered.

In an interview given in 2006, "WHO China representative, **Henk Bekedam** ... caution[ed], the health system as a whole still has grave, structural problems; Rural Cooperative Medical Schemes that are now being rolled out are unlikely to guarantee universal access to basic services... The scheme focuses only on catastrophic ailments [i.e. preventive care and common illnesses are not covered]. Catastrophic ailments on a population basis usually affect only three to four per cent maximum, and they end up in hospital. That means that 95% of people will not benefit from the scheme on an annual basis."<sup>32</sup>

In addition, even when the health insurance covers the required treatment, patients need pay a share of the costs, usually about 30-50%.

According to data from 2006<sup>33</sup>, **85.3%** of China's **private** health expenditure is borne by individual households as direct out-of-pocket expenses. By contrast, in the United States, only 23.9% of private health expenditure was not covered by health insurance schemes and had to be borne as out-of-pocket expenses.

It is also notable that China's private health expenditure accounts for 61.2 % of its total health expenditure. This is even higher than that of the United States (52.4%). By comparison, Norway's private health expenditure accounted for 16.4 % of total health expenditure in 2006.

Because China's health care system is primarily financed by user charges instead of government funding, access to health care is also affected, and in many instances, limited, by cost levels.

The World Bank comments that:

*"The cost of care in China is indeed high. In 2003, a single inpatient spell cost, on average, just under 4000 Yuan, equivalent to 43% of average income.... For someone in the poorest fifth of the population, 4000 Yuan is equivalent to nearly 200% of average income."*<sup>34</sup>

*"Of those in the 2003 NHS [National Health Survey] who said they should have been hospitalized but weren't, the majority — fully three quarters in rural areas, and 85% among the poorest fifth of the population — said the reason was they couldn't afford it."*<sup>35</sup>



A Beijing Charity Association stated that *"charity will continue to have a role to play to cover medical bills of the poor, even after the country provides medical insurance for all. For those with serious diseases, donations are very much needed, as a medical insurance plan usually does not foot all the bills..."*<sup>36</sup>

In addition to the above problems, rural residents have an additional problem under the new Medicare scheme. *"The Rural Cooperative Medical Schemes have major problems. They are based on reimbursement and that means you have to come up with the cash. But the poor do not have cash. The reimbursement levels are currently around 30 per cent. Make it 40 per cent, make it even 50 per cent. The poor cannot afford 50 to 70 per cent of their medical bills."*<sup>37</sup>

### (e) Growing social inequalities

Whilst poverty has gradually been reduced in recent years, discrepancies between the rich and poor in China have risen steeply. These social inequalities relate to:

- **regions** - coastal areas are far more prosperous than inland and Western regions.

*"The regional income gap is ... [glaringly wide], with the per capita GDP of the country's most wealthy province over 10 times greater than that of the poorest province."*<sup>38</sup>

- **city and countryside** – average wages, living standards and quality of infrastructure and public services are higher and increasing at a faster rate in urban areas than in rural areas.

*"Over the past 20 years, China's income gap has widened dramatically. In 2005, the per capita income ratio between urban citizens and rural residents was 3.22 to 1."*<sup>39</sup> In 2007 it had increased to 3.33 to 1.<sup>40</sup>

- **social groups** – within urban areas, the living standards and wage gap between the highly educated professionals and the urban working class is widening. A similar trend is seen in rural areas whereby older and less flexible workers are left behind.

*"The country's richest 10 percent of families possess more than 40 percent of the total household wealth, while the poorest 10 percent only have 2 percent."*<sup>41</sup>

- **gender** – most reports focus on the 3 inequalities mentioned above. However, a recent paper argues that *"[p]erhaps the most fundamental is gender inequality which, in China as elsewhere, cuts across inequalities of income, opportunity, access to services, and participation in political and civic life. To give a single example of this, a ... survey [from 2006] found that "The number of employers ... who believe that male college graduating students are more efficient as 'professional workers' is 46 times higher than the number of employers who believe in the efficiency of female graduates."*<sup>42</sup>

Whilst growing social disparities are of concern, economists have pointed out that inequality can also act as a catalyst for wealth creation. This was implicitly

acknowledged by the Chinese leadership already in 1985, when Deng Xiaoping famously commented that "Some will get rich [first], others will follow".<sup>43</sup>

Similarly, urbanisation due to migration from rural areas with poorer infrastructure and living conditions, is seen as a by-product of "upward mobility" for the migrants, and part of a necessary stage in China's national development process.

*"Unlike in other parts of the world where serious and worsening inequality is a sign of failing income-making opportunities, recently growing inequality in China reflects a successful dynamic of reforms and high rates of investment. Beginning from a poverty-stricken condition, Chinese reforms have allowed those taking the most initiative to improve their lots more rapidly than others. Opportunities for individual upward mobility are thus a key ingredient in China's national upward mobility among the global family of nations.*

*This pro-development dynamic is a notable achievement, and recently increasing inequality in China can be considered a sign of policy success, not policy failure—although its effect on social stability requires monitoring. "*<sup>44</sup>

Central to social stability are the social expectations of China's "middle class". In 2006, nearly half of China's population had annual per capita incomes in the range of CNY 2,000—5,000. However, it is important to appreciate that *"[t]his is not a "middle class" that enjoys much of the affluence associated with Western usage of that term; on the contrary, the bulge in the middle, although layered, is really rather poor.*

*Whilst the wealth of the nouveau riche and the extreme poverty of the underclass are both quite conspicuous, it is harder to see what is happening in this bulging middle, which embraces the majority of farmers and migrants, and a significant number of urban people who have not fared especially well in the reform era. Yet the fortunes of this broad median are likely in the foreseeable future to be key to China's stability and harmony."*<sup>45</sup>

To pacify mounting social discontent and avoid social unrest, the Government has put social stability and the goal of "constructing a harmonious society" high on the political agenda. A number of redistributive "harmonious society" measures have been introduced and expanded, e.g. exemptions from agricultural taxes and school fees in rural areas, minimum subsistence benefit schemes, subsidised medical insurance schemes, benefit and re-training schemes for redundant workers, anti-corruption campaigns and anti-pollution crackdowns.

## **1.2 Disability in China**

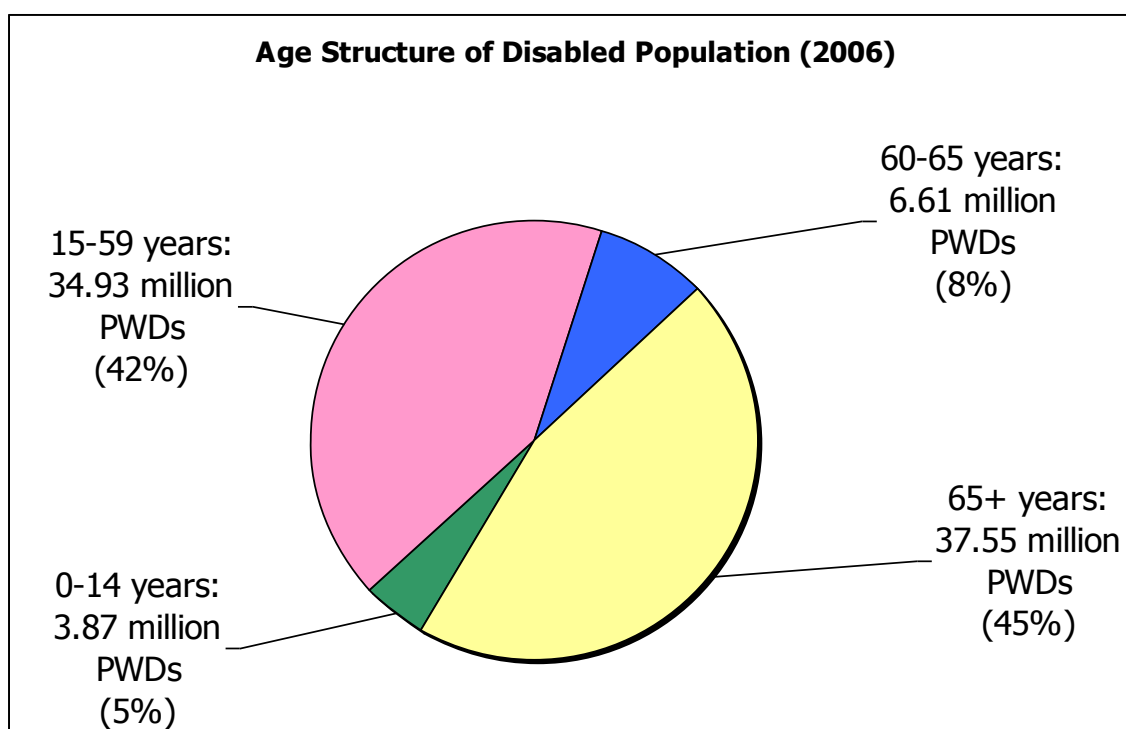
### **1.2.1 Statistics**

China has conducted two large-scale nationwide surveys on disability. The first survey was carried out in **1987** and sampled around 1.5 million people. Its results indicated a disabled population of 51 million or 4.9% of the total population at the time.

The second survey was conducted in **2006**, and investigated a sample of 2.5 million people. Based on its findings, it is estimated that there are now **82.96 million** disabled people in China, representing **6.34%** of the total population.<sup>46</sup>

However, although the disability criteria applied had been updated since the first survey, it is acknowledged that “[c]ompared with other countries, particularly the developed countries, China has adopted quite stringent disability identification criteria. Therefore the disability rate in China is comparatively lower. At present, it is commonly accepted by the international community that disabled population is around 10 percent of the world population”.<sup>47</sup> In Norway, the estimated disability rate among persons aged 16-66 was just above 15% in 2007, i.e. around 495,000 persons.<sup>48</sup>

The age structure of China’s disabled population is shown below<sup>49</sup>:

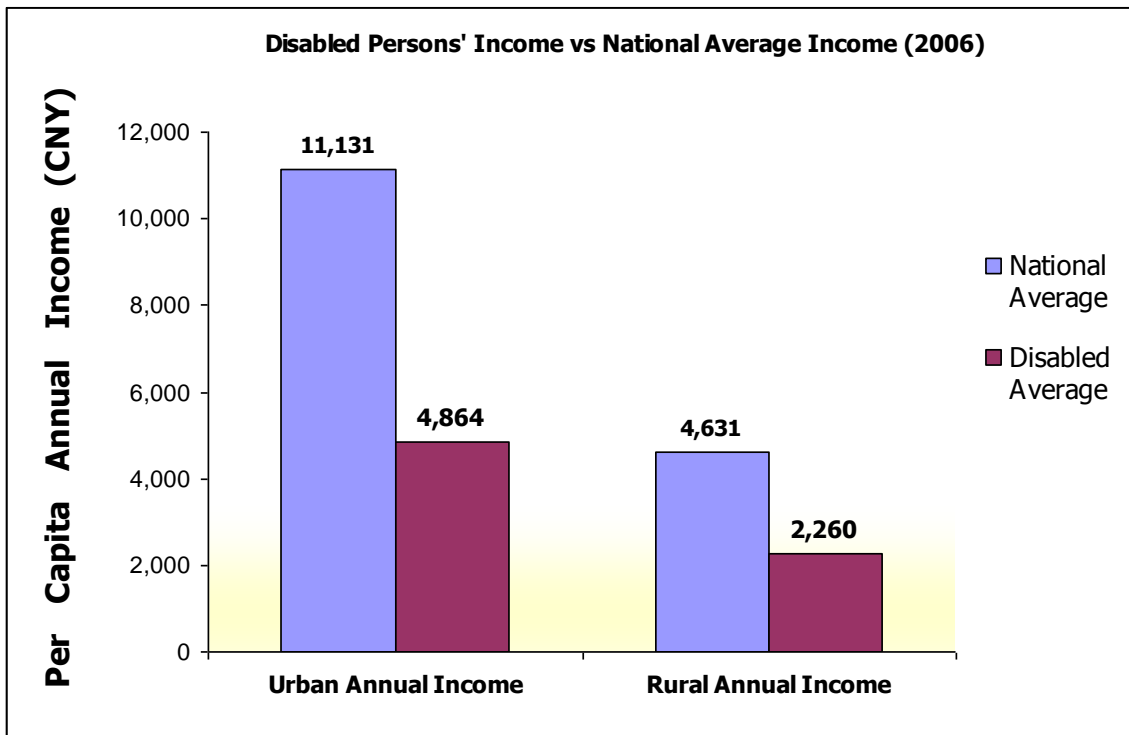


In 2006, 737.4 million of China’s total population, i.e. just over 56%, were living in rural areas<sup>50</sup>. Of these, just over **62 million** were disabled, i.e. **75%** of all disabled people in China live in the countryside.

### (a) Poverty among the Disabled

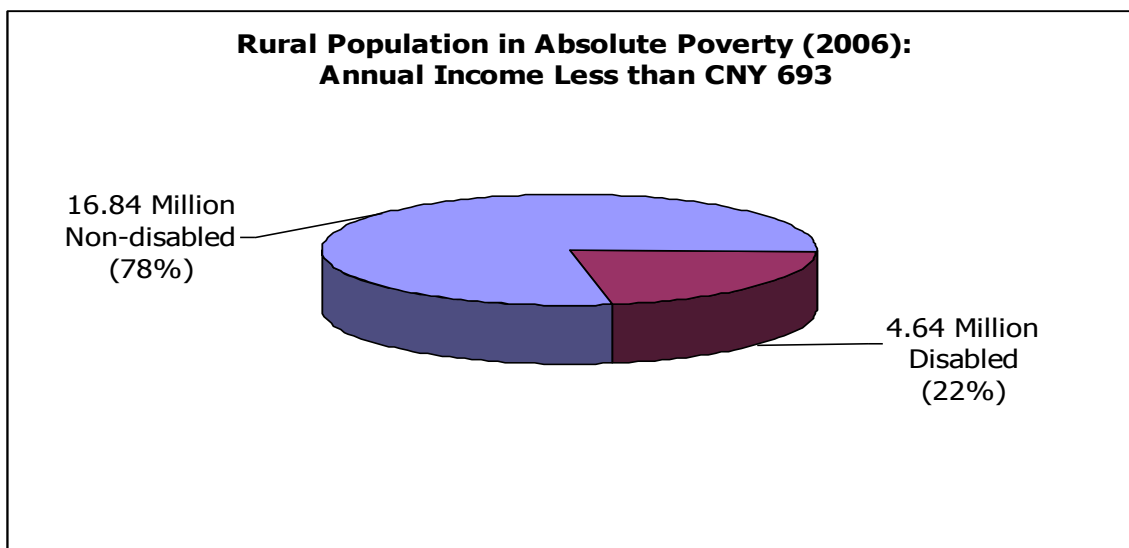
As discussed above, it is in the countryside that we find the vast majority of China’s really poor people, and the poorest of the poor are disabled people in rural areas. Their poverty is reflected both by average annual income data, as well as the national poverty statistics.

As regards income, in urban areas, the average income of the disabled was 56% less than that of non-disabled urban residents. In rural areas, it was 51% less.



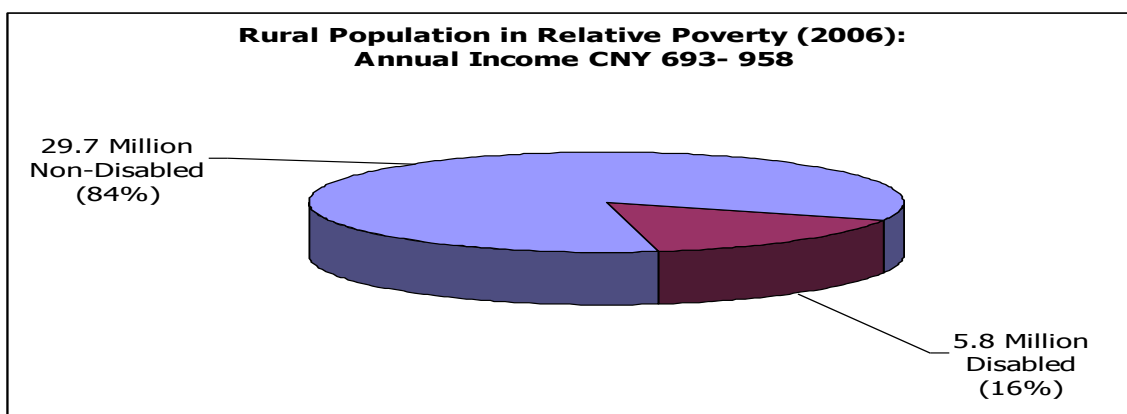
Source: *Second China National Sample Survey on Disability*<sup>51</sup>

**4.64 million**, i.e. almost **13%**, of disabled people in China's **rural** areas live in **absolute poverty**. They represent 22% of the total "absolutely poor" rural population.



Source: *2007 China Statistical Yearbook and 2008 China Disability Statistical Yearbook*<sup>52</sup>

Another **5.8 million** of the disabled rural population (**7.9%** of China's disabled rural residents) live in **relative poverty**.

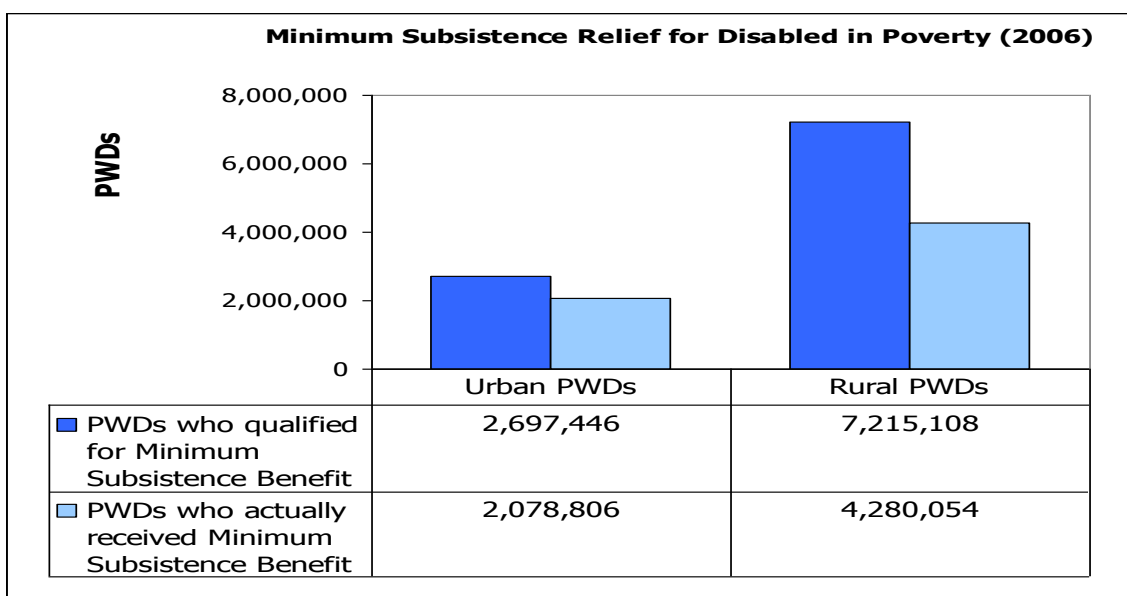


Source: 2007 China Statistical Yearbook and 2008 China Disability Statistical Yearbook<sup>53</sup>

A rough calculation using the World Bank's extreme poverty line i.e. surviving on less than 1 dollar per day (approx. CNY 888 p.a., 1993 PPP), indicates that almost **9 million** disabled people in China's rural areas were living in extreme poverty in 2006.

Additionally, there are disabled urban residents who live in varying degrees of poverty. Urban poverty lines vary by region and exact statistics are not kept on this category. However, the urban disabled are mentioned as "officially represent[ing] 40 percent of the urban poor."<sup>54</sup>

Poverty-stricken disabled people qualify for relief under the general "Minimum Living Allowance" scheme<sup>f</sup>. The funding allocated to this scheme has increased in recent years. However, coverage is still incomplete with around 23% of the urban disabled poor and 41% of the rural disabled poor not receiving the monthly subsidy that could alleviate their poverty.



Source: 2008 China Disability Statistical Yearbook, s.4-2 "Social security in urban and rural areas"

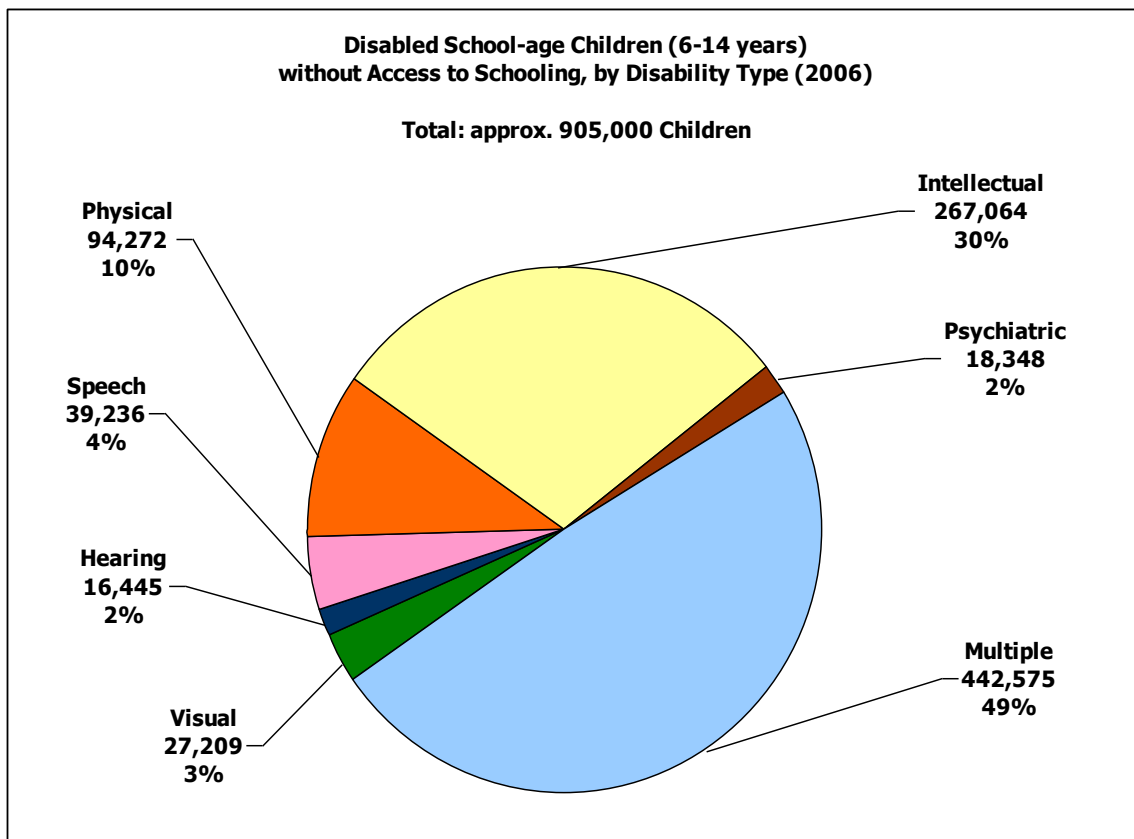
<sup>f</sup> Referred to as the "Minimum Subsistence Allowance System" in the China Disability Statistical Yearbooks.

Stop-gap measures exist in the form of various poverty relief schemes, and some 4.3 million disabled people in urban and rural areas received such relief in 2006. Nonetheless, both combating poverty among disabled people and expanding the social security net for them, remain areas that call for urgent attention.

**(b) Education**

Of the disabled population, **2.46 million** or 2.96% are school-age children between 6 - 14 years.<sup>55</sup> Under China’s education system they should complete 9 years of compulsory primary and lower secondary schooling.

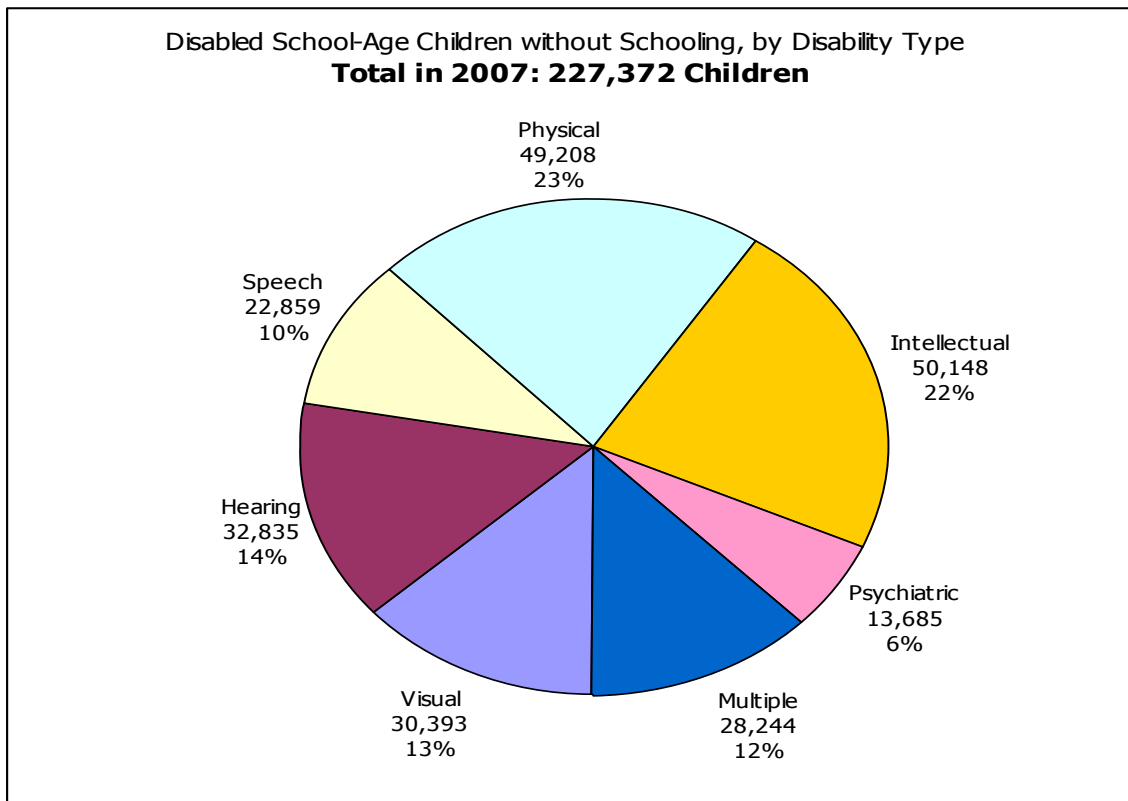
However, the second national survey found that only 63.19% of disabled school-age children were in education at either normal or special schools. This meant that some **905,000** disabled school-age children (**36.81%**) were not catered for by the educational system.



Source: *Second China National Sample Survey on Disability*<sup>56</sup>

The above data is at odds with other official statistics on disabled school-age children, perhaps the discrepancy arises from the fact that the 2006 survey is a sampling survey whereas part of the official statistics are based on actual registers. For the sake of completeness, alternative figures are included as follows:

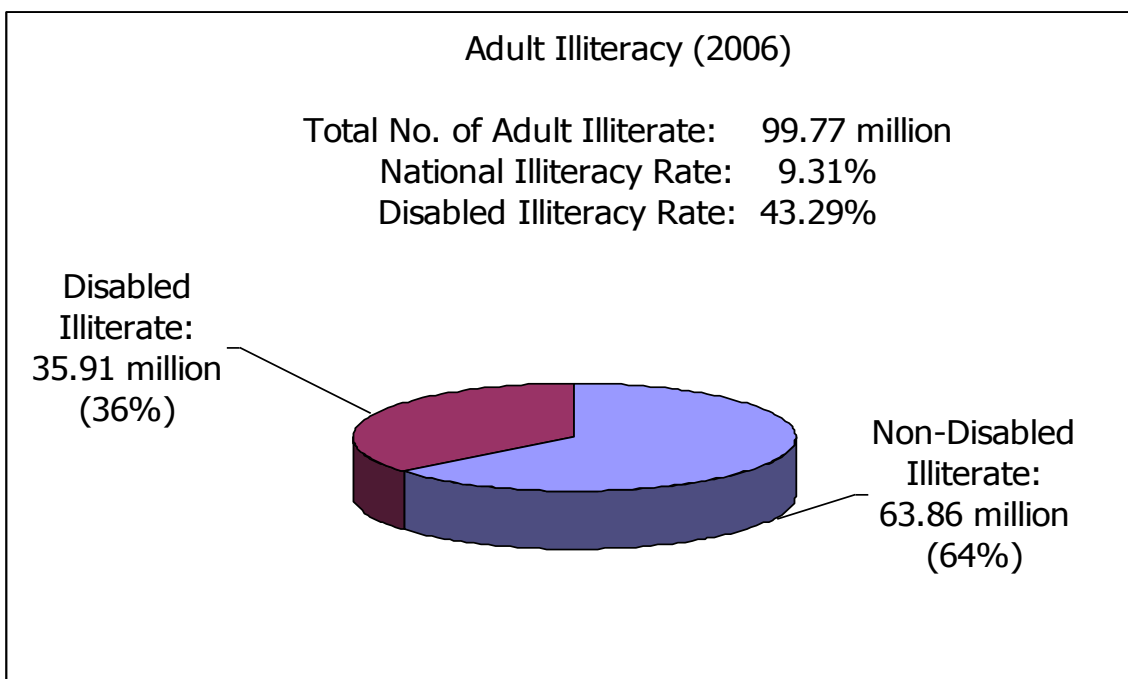
- According to the 2008 China Disability Statistical Yearbook, there were 721,754 disabled school-age children in 2007<sup>57</sup>.
- Of these children, some 227,000 or 31.5% did not have access to schooling.



Source: 2008 China Disability Statistical Yearbook<sup>58</sup>

### (c) Illiteracy

The 2006 disability survey found that **35.91 million** disabled adults (over 15 years of age) were illiterate. This represented **43.29%** of the total disabled adult population, and contrasted against the national illiteracy rate of 9.31 in 2006 and 6.27% in 2008.<sup>59</sup>



Source: Second China National Sample Survey on Disability; 2007 China Statistical Yearbook

The factors contributing to high levels of illiteracy among the disabled included:

- a historical lack of access to education for the majority of the population:

*"Prior to the founding of the People's Republic of China, education in China was extremely backward, the enrollment ratio of primary school-age children was merely 20%, while 80% of the population of the nation were illiterate."*<sup>60</sup>

- historical neglect of education for certain social groups including the disabled; others are women, ethnic minorities and the elderly
- slow expansion of suitable educational infrastructure for the disabled:

*"Barriers to special education include shortages of financial resources and of schools. The average tuition for a disabled student in a special school is 4,000 yuan, considerably higher than the average tuition for regular schools. In 2000 an estimated 20 million disabled children were in need of special education services but only 2% had access to them. Only 5% of special education schools meet national standards... Nor will such standards be met in the near future. Only 500 graduates per year complete their training with degrees in special education. These include 1.1% having a degree at the junior college level and above and 27.6% having a special secondary normal school degree. Progress has also been limited because of a limited demand for disabled students in both higher education and in the workforce."*<sup>61</sup>

#### **(d) Employment**

The 2006 disability survey found that almost 3 million disabled persons in urban areas had work, and 4.7 million urban disabled were unemployed. In 2007, disability statistics recorded the number of employed urban disabled as having risen to **4.3 million**, whereas unemployed urban disabled stood at **1.4 million**. 42% of the urban unemployed disabled were female.<sup>62</sup>

In rural areas, almost **17 million** disabled people were in employment, with around 71% engaged in farming. **4.4 million** rural disabled were unemployed, of which almost 45% were female.

#### 1.2.2 China Disabled Persons' Federation (CDPF)

##### **(a) Brief History**

CDPF is a semi-governmental organisation or so-called "**GONGO**" (Government-Organised Non-Governmental Organisation) that was established in 1988 with headquarters Beijing. Chinese law entrusts CDPF and its local branches with the responsibilities to:

- **represent** the common interests of disabled persons
- **protect** their lawful rights and interests
- **unite** and enhance education of disabled persons
- **provide services** for disabled persons<sup>63</sup>



In the period January 2002 – June 2008, important events in CDPF’s work include:

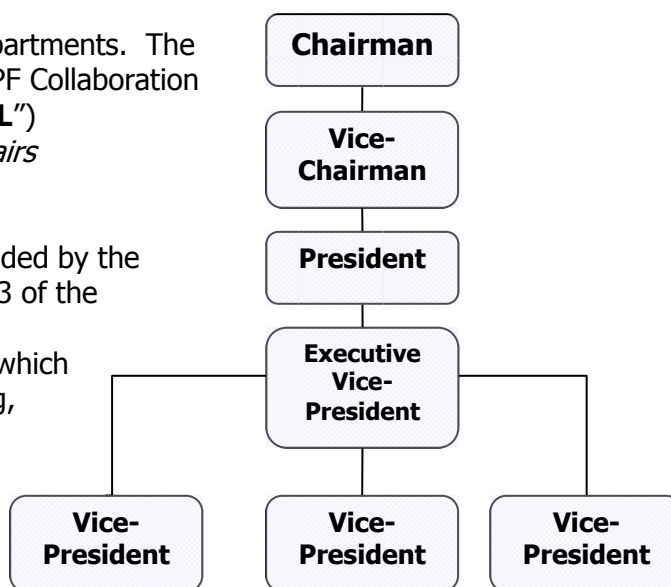
- participation in the preparations and execution of the 2006 2<sup>nd</sup> national Disability Survey
- policy and legislative work in the State Council Coordinating Committee on Disability, including in relation to the current 11<sup>th</sup> Five-Year Plan, revised Law on the Protection of Persons with Disabilities, PWD Employment Regulations and the UN Convention on the Rights of PWDs <sup>9</sup>
- various national conferences on grassroots DPO establishment work
- work to increase grassroots DPO coverage nationwide, including appointment and training of grassroots DPO staff known as Disability Commissioners
- expanding specific disability association coverage nationwide
- participating in arranging various major sports events for national and international disabled athletes including the 2007 Special Olympics World Summer Games in Shanghai and the National Abilympics, as well as preparing for the 2008 Paralympics.

**(b) Size and Structure**

CDPF is led by an executive board of 7 officers, the Chairman being Mr Deng Pu Fang.

CDPF has **126** staff, working in 10 departments. The relevant departments for the FFO/ CDPF Collaboration are the *Organisation and Liaison* (“**O&L**”) *Department*, and the *International Affairs Department*.

The O&L Department has 11 staff, headed by the Director General, Mrs Zhang Yi Feng. 3 of the 11 O&L staff form a “Grassroots Organisational Construction Division”, which has a special responsibility for initiating, supporting and supervising establishment of DPFs and Disability Associations at the county, township and village-level. This work is often referred to as “organisation construction at grassroots level”, and it is done in co-operation with the O&L departments of the relevant regional DPFs, primarily at province and prefecture levels.



CDPF and the DPFs at lower administrative levels down to and including township-level, have a total of **94,345** staff<sup>64</sup>, and 400,000 part-time employees.<sup>65</sup> In addition, CPFF

<sup>9</sup> See Chapter 1.2.3 “Institutional Framework” below.

has some 2,800 service-oriented affiliates at province, prefecture and county-level. They include the *China Rehabilitation and Research Centre*, the *China Braille Publishing House*, the *China Assistive Devices Centre for PWDs* and the *China Employment Guidance Centre for PWDs*. The affiliates employ around **19,000** staff.<sup>66</sup>

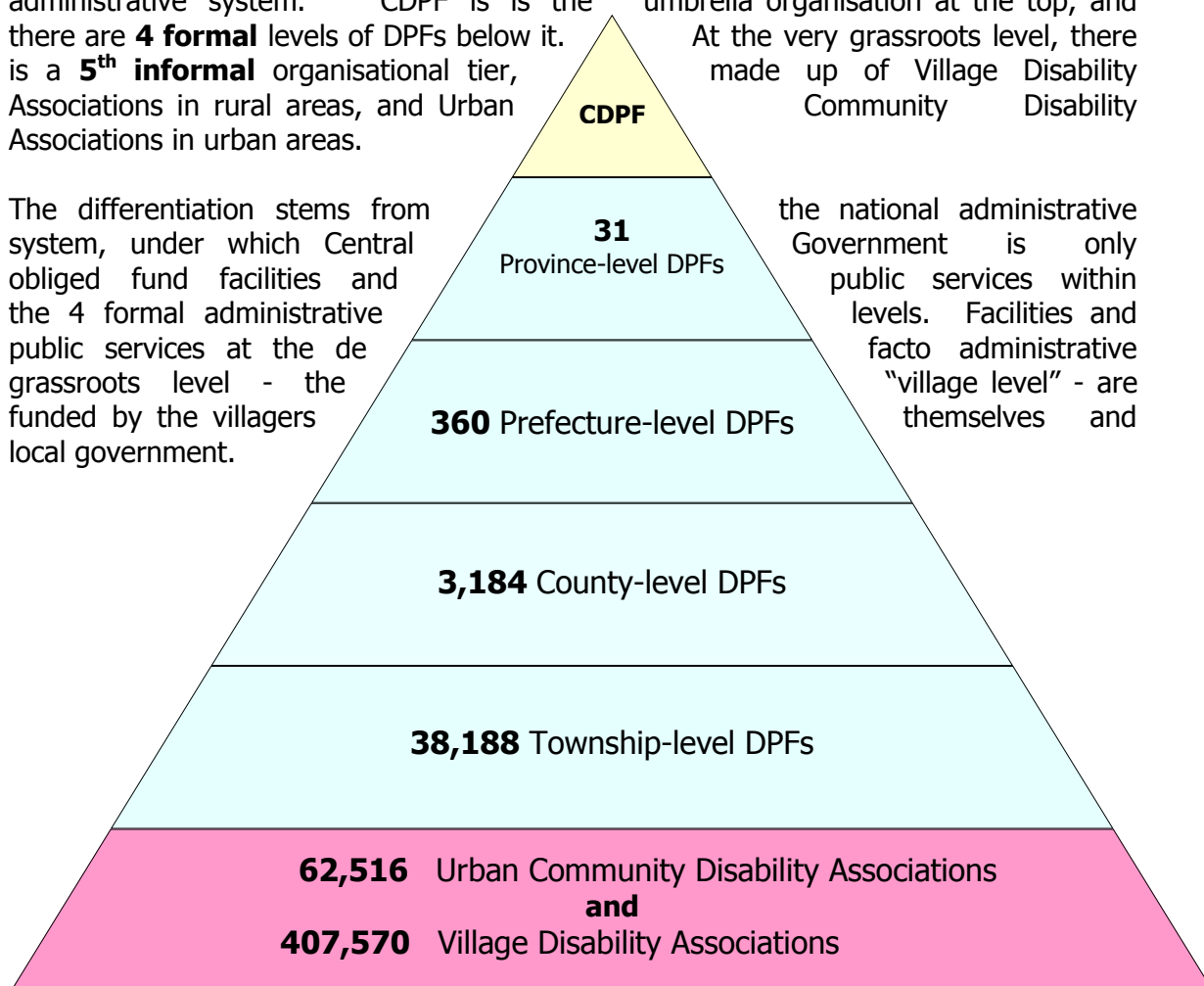
CDPF also comprises:

- "Specific Disability Organisations" such as the *China Association of the Blind*, the *China Association of the Deaf* and the *China Association of Persons with Physical Disabilities*
- "Social Groups supervised by CDPF" such as the *China Society of Rehabilitation*, the *China Paralympic Committee*, the *Special Olympics China* and *China Society for Promoting News and Publicity on Disability*<sup>67</sup>

The CDPF/ DPF system or network is pyramidal, mirroring China's national administrative system.<sup>h</sup> CDPF is the umbrella organisation at the top, and there are **4 formal** levels of DPFs below it. At the very grassroots level, there is a **5<sup>th</sup> informal** organisational tier, made up of Village Disability Associations in rural areas, and Urban Community Disability Associations in urban areas.

The differentiation stems from the national administrative system, under which Central Government is only obliged to fund facilities and public services at the de facto administrative grassroots level - the "village level" - are funded by the villagers and local government.

the national administrative Government is only obliged to fund facilities and public services within the de facto administrative "village level" - are funded by the villagers and local government.



Central Government may, however, contribute by making discretionary transfers based

<sup>h</sup> An overview of China's administrative divisions is set out in Appendix 1. Data in the CDPF/ DPF "pyramid" are from the *2008 China Statistical Yearbook on Basic Data of the Work for People With Disabilities (2007)*, Chapter 11 "Organization Construction".

on needs assessment and regional policies.

DPOs at the informal village level are named Village Disability Associations - not Village DPFs - to distinguish them from DPOs at the 4 formal levels above. The personnel of the Disability Associations are typically the Village Leader in a part-time capacity, and a Disability Commissioner.<sup>i</sup> Neither of them are technically CDPF/ DPF staff, many of whom have passed exams to qualify as civil servants. However, in practice the O&L departments of township and county-level DPFs try to supervise and assist them in their work, applying CDPF standards as much as local conditions and budgets permit.

There is currently only about 65-75% DPO coverage at village-level. The target of CDPF is that by 2010, the coverage should be complete with approximately 600-700,000 village-level Disability Associations.

### **(c) Role and Functions**

CDPF is able to take a leading role in China's disability work through:

- its strong political position as the main and government-appointed disabled persons' organisation, having a highly respected and dynamic leader in its Chairman, Mr. Deng Pu Fang.
- its position as the Secretariat of the State Council Coordinating Committee on Disability.<sup>j</sup> In this capacity, CDPF is able to take a central role in legislative and policy development at the highest level, including the formulation of national 5-year Development Plans or Work Programmes.
- its sheer size with a nationwide network of DPFs and affiliates providing an extremely comprehensive range of services and facilities for disabled people ranging from rehabilitation and medical services and facilities, education, advice on employment and legal issues to social activities and cultural and sports events.

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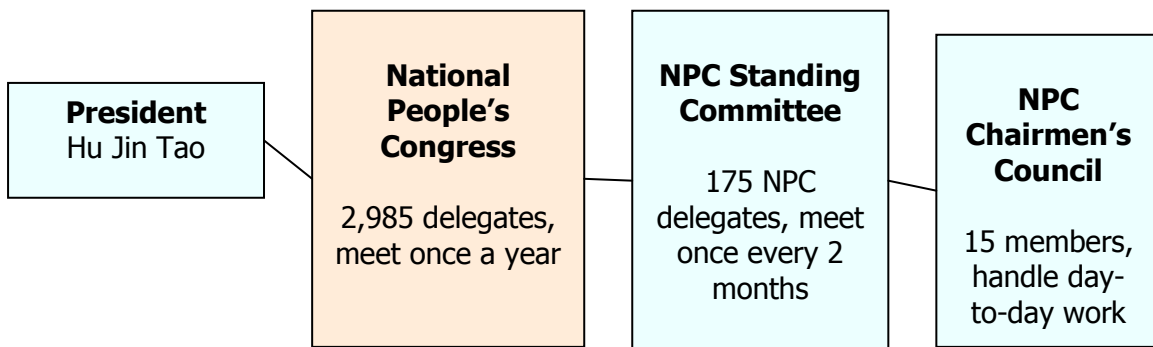
<sup>i</sup> The role and training of Disability Commissioners are described and discussed in Chapters 3-5 of this report.

<sup>j</sup> The State Council Coordination Committee on Disability is described in s. 1.2.3 "Institutional Framework" below.

- its specialist knowledge gained over 2 decades in all areas of disability work, including regular data collection about disabled people’s living conditions through annual survey of 24,000 PWDs.

### 1.2.3 Institutional Framework

The National People’s Congress (“NPC”) is China’s Parliament and highest legislative body. The **State Council** is the highest executive body or Government.



Source: Chinese Government’s Official Web Portal<sup>68</sup>

Both the NPC and the State Council have Standing Committees, and in the case of the NPC, also a Chairmen’s Council, which meet frequently to handle day-to-day work. Both of them enact legislation, with the NPC or its Standing Committee passing legislation mainly in the form of laws e.g. the “*Law on the Protection of Rights of Persons with Disabilities*”.

**Law on Protection of Persons with Disabilities**

- prepared by the State Council Coordination Committee on Disability
- submitted by the State Council to the **NPC Standing Committee**
- adopted by **NPC Standing Committee** on 28 Dec. 1990, revised on 24 April 2008
- promulgated by the **President** on 24 April 2008
- in force 1 July 2008

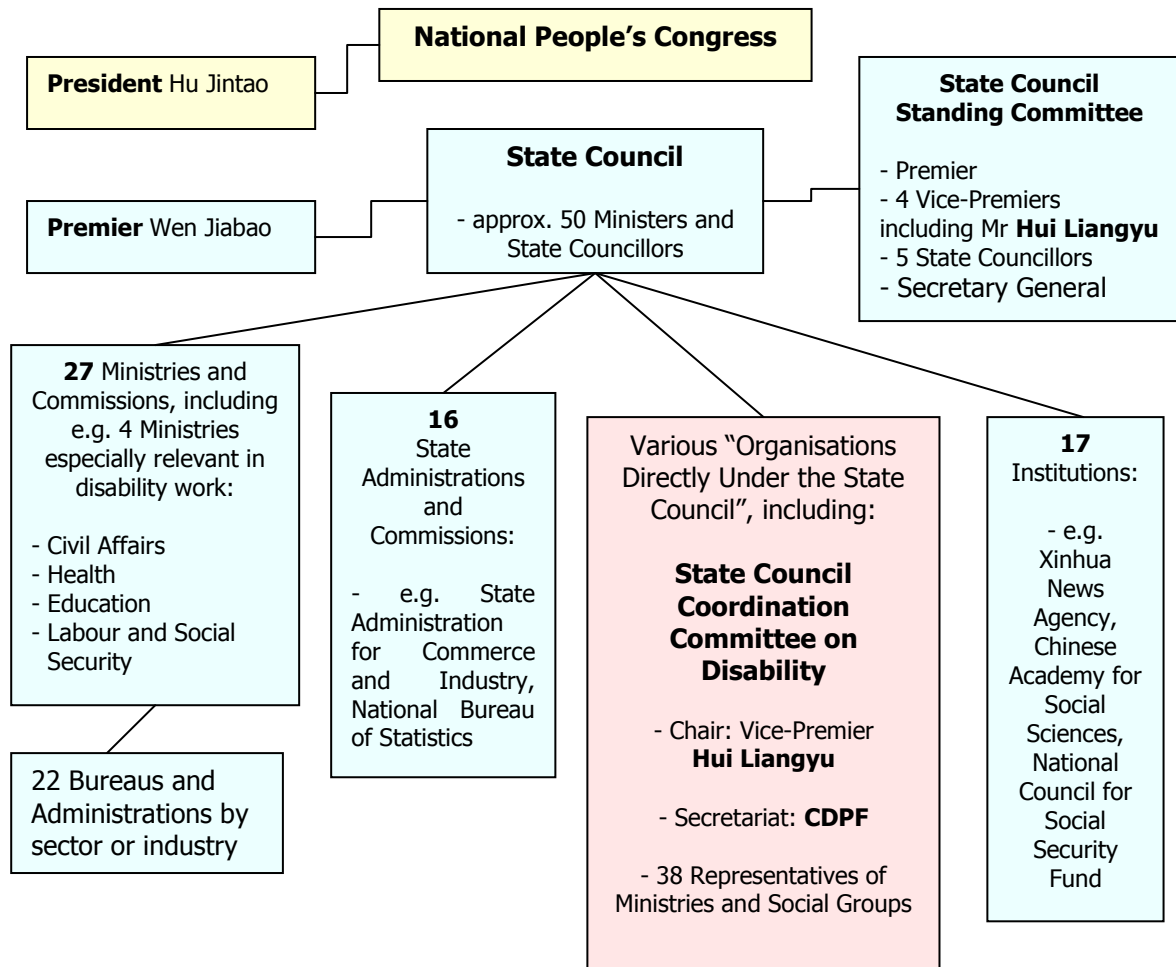
The State Council or its Standing Committee mainly passes administrative legislation, and issues this in the form of regulations.

**“Regulations on Education of Persons with Disabilities 1994”**  
**“Regulations on Employment of Persons with Disabilities 2007”**

- prepared by the State Council Coordination Committee on Disability
- issued by Decrees of the **State Council**
- promulgated by the **Premier**

Any legislation primarily concerned with disability matters is usually initiated, prepared and drafted by an entity directly under the State Council named the "State Council Coordination Committee on Disability"<sup>k</sup> (the "**Disability Committee**").

The Disability Committee is led by Vice-Premier Hui Liangyu, and comprises representatives from 38 Ministries and social groups. The relationships among the NPC, the State Council and the Disability Commission can be shown in an organisational chart as follows:



*Source: Chinese Government's Official Web Portal<sup>69</sup>; CDPF VCD Slide Presentation "Disability in China – Facts and Progress", December 2007.*

At province, prefecture and county levels there are local Coordination Committees on Disability comprising local government officials and DPF representatives from the corresponding level. These local disability committees draft local laws and regulations to implement specifically the general provisions of NPC and State Council legislation, taking into account local conditions and economy.

<sup>k</sup> Sometimes also translated as the "State Council Working Committee on Disability" .

The draft local laws and regulations are then submitted to the respective local governments for enactment and promulgation. For instance, in 2006, **109** province and prefecture-level laws and regulations were enacted or revised. The respective province and prefecture DPFs were involved in the legislative process for **101** of such laws and regulations. At county-level, 758 regulatory stipulations on disability issues, and 687 policy documents on rights protection were passed.<sup>70</sup>

In addition to preparing draft laws and regulations, the Disability Committee develops Five-Year Plans or "**Outline Programmes**", which set out 5-yearly national policies, objectives and strategies on disability work. The Outline Programme is submitted to and ratified by the State Council, before it is dispatched to the local governments across the country, ministries and other state agencies for implementation.

**"Outline Programme on the Work for Persons with Disabilities  
During the 11th Five-Year Plan Period (2006-2010)"**

- prepared by the State Council Coordination Committee on Disability
- ratified by the State Council 4 June 2006
- State Council Ratification and Implementation Notice No. 21 (2006)

China's "**11<sup>th</sup> Five-Year Disability Work Outline Programme (2006-2010)**" sets the following key targets:

*" — The basic **living [standards]** of the majority of persons with disabilities shall preliminarily reach the level of moderate prosperity.*

*— The drive of "**Rehabilitation Services for All**" should be promoted in an all around way, 8.3 million persons with disabilities [shall be] rehabilitated to varying degrees through implementation of priority projects.*

*— Assistance should be provided to relieve rural poor disabled persons from **poverty** and renovation made to the **crumbling houses** of 320,000 rural households with disabled persons.*

*— Persons with disabilities should be further incorporated into the **social security** system and guaranteed with basic living [the "minimum living allowance" social security benefit].*

*— Compulsory **education** should be made universally available for children with disabilities, pre-school education readily provided and senior high school, higher and vocational education developed to realistically protect the right to education of disabled persons.*

— Persons with disabilities who hope to be employed should be provided with **vocational guidance** and training with a view to raising their **employment** scale and level.

— The quality of the **cultural life** for persons with disabilities should be improved and **sports** activities popularized among disabled persons.

— Building of **legal framework** and **barrier-free environment** should be further strengthened for a continuous improvement in the protection of rights and interests of disabled persons.

— The system of **disabled persons' organizations** should be further improved, its capacity enhanced to serve disabled persons.<sup>71</sup>

#### 1.2.4 Legal Framework and Recent Legal Developments

The main laws and regulations concerning PWDs are:

(a) ***Law of the People's Republic of China on the Protection of Persons with Disabilities***

- Adopted and promulgated by the National People's Congress on December 28 1990 and came into force from May 15 1991.<sup>72</sup>
- Revised in April 2008, in force 1 July 2008.<sup>73</sup>
- General provisions covering disabled people's entitlements in the following areas:
  - Rehabilitation
  - Education
  - Employment
  - Cultural Life
  - Welfare
  - Accessibility
  - Redress and sanctions for rights infringement
- The 2008 revised Protection Law mainly improves the wording of the 1990 version. However, changes of substance included the following:
  - Strengthening and expanding the provisions on disabled people's rights of consultation and participation in policy-making and legislative processes.
  - New provisions in Article 6 state "*...[o]pinions of persons with disabilities and their organizations shall be solicited in the formulation of laws, rules, regulations and public policies involving major issues concerning their rights and interests and the work on disability.*"

- *Persons with disabilities and their organizations have the right to put forward opinions and suggestions to state organs at various levels on the protection of the rights and interests and the development of the work on disability."*
  - Specific instructions to province, prefecture and county-level governments to incorporate disability work into their respective 5-year Plans and ensuring funding by "establishing mechanisms of guaranteed resources" in their budgets (Article 5).
  - New obligations on province and prefecture-level governments and, in some case, county-level governments, to make certain specified provisions for disabled people relating education, employment and poverty relief, including housing.
  - Stipulation of a goal to eliminate barriers for the disabled in the area of information communications technology (Article 54).
  - Requirements to local governments and relevant authorities to facilitate access to public information for disabled people (Article 54).
  - An official census system to be established to survey disabled people's living conditions (Article 11).
  - Strengthening of the provisions concerning disabled people's rights to call for an investigation of rights infringement, and to receive a reply (Articles 59 and 60).
- (b) ***Regulations on the Employment of Persons with Disabilities***  
- in effect 1 May 2007
- (c) ***Regulations on the Education of Persons with Disabilities***  
- in effect 23 August 1994
- (d) ***Design Codes for the Accessibility of Disabled Persons to Urban Roads and Buildings*** - issued by the Ministry of Construction in June 2001

In addition, China has ratified the following Conventions:

- the ***UN Convention on the Rights of Persons with Disabilities*** – ratified on 26 June 2008. China had previously supported the UN Standard Rules on Equalisation of Opportunities for Persons with Disabilities.
- the ***ILO C159 Vocational Rehabilitation and Employment (Disabled Persons) Convention 1983*** – ratified on 2 February 1988

#### 1.2.5 Non-Governmental Organisations

There is a substantial Non-Governmental Organisation ("**NGO**") sector in China even if most Chinese NGOs ("**CNGO**"s) have closer ties and are subject to greater supervision by the government than their peer organisations in other countries. In principle, the government encourages citizens to participate in public benefit activities and community development to serve social needs. This is for example expressed in the Law on the Protection of Persons with Disabilities:



*"Government departments concerned and organizations of persons with disabilities shall open and improve channels for citizens to provide donation and service for persons with disabilities, encourage and assist the development of philanthropic undertakings for persons with disabilities, as well as public welfare activities such as volunteer programs to help persons with disabilities" (Article 51).*

In 2007, The Ministry of Civil Affairs regulates CNGOs and had on its register some 354,000 in 2006.<sup>74</sup> The main CNGO types are:

- **Social Organisations** – some 192,000 were registered in 2006.<sup>75</sup> They included "mass organisations" such as CDPF, All-China Federation of Trade Unions, All-China Women's Federation and Communist Youth League of China, as well as *"everything from philanthropic groups to arts and culture associations to sports clubs. Whether or not these are "real NGOs" is subject to debate. Of these thousands of civic organizations, there is a small handful that is directly engaged on critical issues facing Chinese society. Many of these are unregistered or registered as commercial entities to avoid scrutiny."*<sup>76</sup>
- **Non-governmental and Non-Commercial Enterprises** – e.g. research institutions
- **Foundations** - e.g. charitable foundations such as China Foundation for People with Disabilities

There is a growing number of both formal and informal or unregistered grassroots CNGOs that work in the disability field, typically specific disability interest groupings with e.g. 5-15 staff.

Of an estimated 300 international NGOs that have a base in China, around 25 are working with disability projects.<sup>77</sup> There are also considerable numbers of international collaboration projects where the non-Chinese partner does not have a physical presence in China, in a similar fashion to the CDPF/ FFO collaboration. CDPF currently has 6 international co-operation projects in addition to the FFO/ CDPF collaboration, details of which are set out in Appendix 2.

It is worth noting that civic participation in disability work is also seen in the large numbers of volunteers whom grassroots DPFs and Disability Associations involve in assisting disabled people in their local communities e.g. by helping out at hobby and sports groups in CBS centres, providing counselling services in person and by telephone and home visits. Nationwide, township-level DPFs had around 1.4 million registered volunteers in 2006, and village-level rural and urban Disability Associations had almost 1.6 million.<sup>78</sup>

### **1.3 FFO and the FFO-CDPF Collaboration**

#### **1.3.1 Funksjonshemmedes Fellesorganisasjon (FFO)**

FFO is a Norwegian national umbrella organisation comprising 69 specific disability organisations and a number of local branches at county and municipal levels.

FFO:

- envisions a society where disabled people are equal in all respects
- campaigns for the inclusion of persons with disabilities in all aspects of society
- is officially recognised in Norway as the coordinating body for organisations of disabled people

FFO considers that:

- the main challenge is to enable FFO's member organisations to act as premise setters in the political decision-making process as well as in societal development
- political activity is its most important function <sup>79</sup>

FFO's collaboration and development projects reflect these aims. FFO provides support to democratic, membership-based organisations that advocate the full participation and inclusion in society of people with disabilities. FFO supports capacity building and organisational development, but does not support service provision or service-oriented programmes.

### 1.3.2 FFO/ CDPF Collaboration Activities 2002-2008

FFO's collaboration with CDPF began in 1991. Since 2002, the collaboration has been in organisational capacity building, and involved FFO providing funding for, and participating with CDPF in, the following activities:

- holding "train-the-trainer" courses in China on the *UN Standard Rules on the Equalisation of Opportunities for Persons with Disabilities* and Community-Based Services ("CBS")
- one-off funding in 2002 for IT Equipment for a new CBS Centre
- arranging study trips to Norway for CDPF and DPF staff
- production of 2 CBS textbooks and 1 CBS VCD

The last time an external evaluation of the FFO-CDPF collaboration was conducted was conducted in 2001, with the findings set out in an Evaluation Report dated December 2001.

The FFO/ CDPF Collaboration objectives are set out in Chapter 2, where further details of the collaboration activities are also provided.

## 2. METHODS

### 2.1 Introduction

Historically, it has been difficult to obtain certain types of "China information" including data on Chinese social issues and welfare systems, which is both clear and not older than 1-2 years.

The difficulty is in part attributable to the inevitable wide variety in local conditions in the vast country that is China. Local authorities adopt standards and systems in response to both localised needs and local budgetary restraints. Accordingly, the information from sources in different localities can sometimes seem conflicting.

Another aspect is that China does not have any tradition of "accountable" and therefore transparent government. It is therefore not uncommon that a variety of specific data regarding daily life issues needs to be sought as a matter of goodwill and relationship, rather than expected as forthcoming from official duty to satisfy civic rights to information. The information-gathering for this evaluation has benefited greatly from the good and long-standing relationship that FFO has with CDPF.

In the past 2-3 years, China has made considerable improvement in this area, and information has become more accessible, both in terms of increased amounts of published materials, as well as availability of up-to-date information in English. Nonetheless, there remain various areas where information is not readily available, out-of-date or of questionable validity.

To attain the objectives of the evaluation, "on-the-ground" and primary information gathering has been carried out by the methods listed below. The information gathered has then been vetted and interpreted by desk research. However, we start by defining the subject-matter of the evaluation: the objectives and activities of the FFO/ CDPF collaboration from January 2002 to June 2008 (the "**Evaluation Period**").

#### 2.1.1 Collaboration Objectives

The 2 FFO/ CDPF "Partnership Agreements" for the Evaluation Period state as the overall collaboration aim:

*"to help secure and safeguard the rights of people with disabilities in China in line with the UN Standard Rules on the Equalization of Opportunities for Persons with Disabilities."*

In the respective "Plan of Action" attached to the Partnership Agreements, the "overall aim for the project period [i.e. 2003- 2006 and 2006-2008]" is stated as being to:

*"strengthen DPFs work for persons with disabilities in China regarding employment, organizational building together with access to community based services."*

### 2.1.2 Collaboration Activities and Inputs

To achieve the collaboration objectives, FFO and CDPF have undertaken the following activities in the Evaluation Period:

- (a) Holding 15 "train-the-trainer" courses in different areas of China, for a total of around 1,625 participants. The courses were attended primarily by O&L staff of regional Disabled Persons Federations ("**DPFs**") at various levels across the country.

The train-the-trainer methodology means that these 1,625 or so directly-trained course participants, also known as "**First Tier Trainees**", should in turn provide training for DPF staff at lower levels: the "**Second Tier Trainees**". The Second Tier Trainees then train the grassroots-level staff or the "**Third Tier Trainees**", who are usually Disability Commissioners working at township and village levels.

Usually the courses lasted 5 days, and FFO representatives participated in 1 course per year. 10 courses had the theme Community-based Services ("**CBS**"); 5 were centred on the United Nations Standard Rules on Equalisation of Opportunities for Persons with Disabilities, 1993 ("**UN SR**").

- (b) 5 study tours to Norway for 4 CDPF staff and 15 staff of organisational departments of province and prefecture-level DPFs.
- (c) Publication of 2 CBS textbooks in 3 editions, totalling around 35,100 textbooks, and 1 CBS documentary film in Video Compact Disc ("**VCD**") format.

The main collaboration inputs from FFO were:

- funding of approximately NOK 1.2 million in each year of the Evaluation Period
- course participation in China by FFO leading staff giving lectures and presentations
- arranging study tour programmes and hosting CDPF/ DPF staff

The main collaboration inputs from CDPF were "in-kind" and/ or on an "overheads or fixed-costs" basis:

- liaising primarily with province-level DPFs to organise course programmes with lectures and field visits, course participant accommodation and course premises in different areas of China
- participation in course administration and preparation by CDPF O&L staff, including travelling to different course locations in advance of course starts to assist host DPFs
- course participation by CDPF leading staff travelling to different course locations in China to oversee proceedings, give lectures and facilitate group discussions
- arranging for texts and materials for the CBS textbooks and VCD, and co-ordination of the publication and distribution process

### 2.1.3 Evaluation Purpose and Key Questions to be Explored

Before setting out the evaluation methods, we recall the **purpose** of this evaluation, which is to assess the **effect** of the FFO/CDPF collaboration in the Evaluation Period.

The Terms of Reference also request an assessment of the **role and contribution of FFO** in relation to CDPF and the collaboration activities in the Evaluation Period.

Further, the Terms of Reference indicate the **key evaluation questions to be explored** in assessing the collaboration effect:

- " **1.** ...
- *Effectiveness – has the intervention achieved its objective? Has change occurred as a result of FFO’s support? If so, what change?*
  - *Impact – what are the overall effects of the intervention, intended and unintended, long term and short term, positive and negative?*
  - *Relevance – is the intervention consistent with the needs and priorities of its target group and the policies of the partner country and donor agencies?*
  - *Sustainability – will the benefits produced by the intervention be maintained after the cessation of external support?*
  - *Efficiency – can the costs of the intervention be justified by the results?*
- 2.** *What can be learned from the experiences that each of FFO and CDPF have obtained in the... [Evaluation Period]? Are there any specific suggestions in relation to current and/ or future ...[collaboration] activities?*
- 3.** *What type of new project activities or collaboration with CDPF would be compatible with FFO’s mission and policy objectives?"*

## **2.2 Methods**

The following methods were used to gather information for this evaluation:

### 2.2.1 Document Review

- (a) review of the majority of collaboration documents produced by, respectively, FFO and CDPF in the period January 2002 – June 2008
- (b) review and assessment of CBS Textbooks and CBS VCD, including obtaining feedback from external reviewer and DPF staff who either possess or have access to such books and VCD

### 2.2.2 Evaluation Field Trip

The evaluation field trip was undertaken by this report’s author, Ms Marianne Wilson, as external Project Evaluator from 1-21 June 2008. Dr Sara Ritchie, Co-Evaluator, joined

from 9-21 June 2008. Dr. Ritchie was primarily responsible for questionnaire design and analysis of the questionnaire data.

During the evaluation field trip, the following methods of data collection were used:

- (a) meetings with:
  - (i) CDPF staff from various departments: O&L, International Affairs, Research, Culture and Publicity, and an Executive Board member (Vice-President)
  - (ii) DPF staff (primarily O&L staff) from all levels (province, prefecture, county, township and village/ urban community) in Beijing and 4 provinces (Hebei, Henan, Liaoning and Shandong)
  - (iii) FFO leading staff who have regular dialogue with CDPF in connection with the collaboration
  - (iv) Beijing Organizing Committee for the Games of the XXIX Olympiad, Media and Communications Department
  - (v) prefecture and county-level government officials
  - (vi) staff, volunteers and disabled users at CBS centres as follows: province and prefecture-level CBS centre in Shandong, prefecture-level CBS centre in Liaoning and county-level CBS centre in Henan, and urban community CBS centres in all of Beijing, Shandong, Henan and Hebei.
  - (vii) village and urban community-level Disability Associations leaders and Disability Commissioners
  - (viii) disabled people in urban communities and villages
  - (ix) international NGOs based in China: Handicap International, Unesco and BBC World Service Trust (ex-China Director Mr Stephen Hallett)
  - (x) an unregistered or informal Chinese NGO: *One Plus One* Radio Production Centre in Beijing
  - (xi) the Norwegian Embassy, Beijing
- (b) direct observation of course delivery by attending the first 1½ days of the CBS course held in Chengde, Hebei in June 2008
- (c) review of documents provided by CDPF, DPFs, village and urban community Disability Associations and the international NGOs with whom we had meetings during the Evaluation Field Trip.

### 2.2.3 Survey by Questionnaires

4 types of questionnaires were used, 1 for each of the intended beneficiaries of the FFO/ CDPF Collaboration:

- (a) First Tier Trainees i.e. course participants directly trained on the FFO/ CDPF courses
- (b) Second Tier Trainees i.e. DPF O&L staff trained by the First Tier Trainees
- (c) Third Tier Trainees i.e. grassroots staff, primarily Disability Commissioners, trained by Second Tier Trainees
- (d) Disabled Service Users

### 3. RESULTS

#### 3.1 Document Review

##### 3.1.1 Annual Reports and Documents by FFO and/ or CDPF

In the months prior to the Evaluation Field Trip, the documents referred to in Appendix 3 ("List of 2002-2008 Collaboration Documents Reviewed") were gradually collected from FFO and CDPF. Due to the length of time elapsed since the last evaluation in 2001 and change of personnel in both organisations, it is noticeable that there are considerably more project documentation from the later years, compared to scant information on e.g. the activities in 2002 and 2003. This does not imply that proper project management and reporting were not carried out in the early years, rather that reporting and archiving routines were briefer and less established at the outset of the Evaluation Period.

One "Letter of Intent" and two "Partnership Agreements" with "Plan of Action" and "Guidelines for Funding and Financial Management of FFO Partnership Programmes", set the premises for the collaboration in the Evaluation Period. They also outline the collaboration activities summarised in Chapter 2.1.2 above and specified in Appendix 4 "FFO/ CDPF Collaboration Activities January 2002 – June 2008".

The Letter of Intent covers 2002 and the Partnership Agreements cover the periods 2003-2005 and 2006-2008 respectively. The Partnership Agreements and the Plans of Action state the "**overall collaboration aim**" and the "**project period aim**" cited in Chapter 2.1.1 above. In addition the Plans of Action specify:

- target groups
- long-term and immediate development objectives
- various indicators intended to measure success or progress

The Partnership Agreements are in a "standard form" used for many of FFO's international collaborations. Due to the regular contact and established relationship and trust between FFO and CDPF, FFO has in later years relaxed the reporting requirements stipulated in the Partnership Agreements, dispensing with half-yearly reports and accounts.

In the Evaluation Period, CDPF has prepared an Annual Report each year apart from in 2002, and further provided ad hoc activity reports with accounts. There was also informal reporting through regular email contact between FFO and CDPF. FFO confirmed that CDPF had provided satisfactory accounts for each year in the Evaluation Period, and only FFO accounts were provided for evaluation purposes.

##### 3.1.2 Norway Study Trip Reports

The study trips to Norway took place in each of the years from 2003 – 2007 and lasted between 6 – 10 days each. There were 3-5 delegates on each trip, most of them from O&L departments of different provincial DPFs. In the Evaluation Period, a total of **19** CDPF/ DPF delegates had the opportunity to undertake a study trip to Norway. Whilst



most of the CDPF Annual Reports briefly describe the study trips, separate reports by the delegates were provided for years 2004, 2005 and 2007.

The study trip reports are about 2-3 pages in length and give a very positive feedback on the gains in knowledge, understanding and motivation that the delegates derived from the study trips. The reports also confirmed that the delegates were intending to disseminate their learning and experiences from the trip to colleagues and staff at lower levels.

The 2004 study trip delegation consisted of 1 delegate from CDPF O&L department, 1 from Shandong DPF and 1 from a prefecture-level DPF in Shandong. In their report, they write as follows:

*"... We learned a lot advanced theories and practical experiences through discussions with those experts we met. I believe what we learned will be beneficial to the DPFs' work in China. In my opinion, discussing with experts is really a good way to know FFO's work and disability course in Norway in a short time.*

**... Suggestion:**

*Although the talks of the experts were excellent and the vivid pictures and slides that the experts showed to us were helpful, I still think that the effect of this training might be better if we had chances to have on-the-spot visits, and to communicate with disabled persons face to face. I believe seeing with our own eyes will deepen our impressions and understandings about the theories that we heard from the experts."*

In 2005, there were 2 staff from CDPF, 2 from Shandong DPF and 1 from a prefecture-level DPF in Shandong. They reported the following increases in knowledge and motivation:

*"Some suggestions for ourselves:*

- 1. To further establish and improve disabled persons organizations at grassroots levels, with more and more PWDs as the leaders, and bring full play to every special associations of PWDs in China.*
- 2. The employment situation for PWDs in Shandong Province and in China at large should be further strengthened and their skills need to be improved.*
- 3. Improve the welfare system for PWDs, and push the government to put more money on it.*
- 4. More efforts should be given to the training of working staff in disabled persons federation at all levels to their management skills.*

*The in-house training in Norway leaves a deep impression on the participants. They said they will talk to the staff in their own federation what they learned in Norway and explore new methods to help PWDs in China."*

### 3.1.3 CBS Textbooks and CBS Video Compact Disc ("VCD")

#### **(a) "Warm Homes 1" and VCD**

The first of the CBS textbooks is entitled "Warm Homes 1" and was published in 2003, with an accompanying VCD slotted into the back cover. The size of the edition is not stated in the 2003 CDPF Annual Report, but we were informed in a meeting with CDPF that the edition was **5,100 copies**. The book was distributed to 31 province-level DPFs, 327 prefecture-level DPFs and 2,860 county-level DPFs.

There are a few glossy pages with photographs at front of the book, including photos of FFO representatives visiting CBS activities in China. The rest of the book is text-only, with the first part setting out official guidelines of central government and 5 DPFs from province down to urban community level. The guidelines concern organisation, implementation and practices of disability work in urban communities ("she qu").

The second section has 8 chapters by activities and service, and again the setting is in the urban community:

1. Urban communities' Minimum Living Allowance schemes and PWDs
2. Urban communities' employment initiatives for PWDs
3. Rehabilitation and PWDs in urban communities'
4. Urban communities' relief and service initiatives for PWDs
5. Cultural activities for PWDs in urban communities
6. Accessibility in urban communities'
7. Urban communities' Protection of disabled people's Rights
8. Education for the disabled in Urban Communities

The final section has official commentary from CDPF and central government on various communications, decisions, rules and publications.

The accompanying VCD contains a 40-minute documentary film presenting data on disabled people in China and CBS for them. It serves mainly as a visual aid with some statistical information and motivational commentary e.g. from CDPF's President, Mrs Tang Xiaoquan.

#### **(b) "Warm Homes 2"**

In 2005, the second FFO-sponsored textbook was published in an edition of 15,000 copies. It is entitled "Warm Homes 2" and contains 3 types of texts:

- guiding and motivational texts in the form of speeches by CDPF Chairman Mr. Deng Pufang and other CDPF leaders, including also the "CDPF Guideline Document on Standardised Grassroots DPO Establishment", set out in Appendix 6.3.

- experience-based texts with reports of DPFs and local authorities in different regions and at different levels. These discuss local work methods and experiences in grassroots DPO establishment. There are also texts by 2 leaders of Village Disability Associations and 2 Disability Commissioners working in urban communities.
- texts on Norwegian conditions with sections about Norway's constitution, FFO and its work on grassroots level and the provision of rehabilitation services in Norway

Whereas the first textbook focused on disability work in the urban community setting, the leitmotif of "Warm Homes 2" is grassroots-level DPO establishment, a term that is used variously to refer to DPO establishment at county, township and village-levels, DPO establishments in villages and DPO establishment at village-level i.e. including in urban communities.

In 2006, a second edition of "Warm Homes 2" was published in another edition of 15,000 copies. According to the 2006 CDPF Annual Report, the first edition of "Warm Homes 2" had been circulated to province, prefecture and county-level DPFs, whereas the second edition had been distributed among the township-level DPFs.

#### 3.1.4 Other Documents Relating to the FFO/ CDPF Collaboration

In each year from 2004 onwards, FFO have publicised news, photos and short interviews relating to the collaboration activities in its newsletters, also available on the FFO website.

In 2007, CDPF answered a variety of questions set out in a "Questionnaire for evaluation of support to organisational development" commissioned by FFO. In August 2007, the First Secretary from the Norwegian Embassy in Beijing attended a CBS course in Ningxia. Her report contained positive comments about the course and the FFO/ CDPF collaboration. Amongst other, she writes:

*"FFO's work in China [with training courses and organisation building in the disability field] fits in well with Norway's priorities for work in China: human rights and communicating information about Norwegian models and methods linked to the Norwegian welfare state. ... In particular, FFO's delegation ... has an especially high level of credibility [in this work] because several of its members have personal experiences with disability or as a PWD...."*

*The Embassy is of the opinion that as long as collaboration with China on civil society development programmes qualify for funding under Norad's global funding schemes [for development programmes], then funding and support for this type of work [i.e. the FFO/ CDPF collaboration] should be given priority. The way the training courses are organised result in relevant ripple-effects, and the course participants seem very motivated. This [FFO/ CDPF] collaboration can contribute to changes in the ways of thinking when it comes to organisation of the work for the disabled in China".<sup>1</sup>*

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<sup>1</sup> Thowsen, M., Norwegian Embassy Report 29.8.07 "Disabled People's Situation in China, Report from FFO's Seminar in Yinchuan, Ningxia, 22-25 August 2007", translated from Norwegian.

## 3.2 Evaluation Field Trip

Salient points and insights from discussions, information received and observations made during the evaluation field trip are reported below. In part, this information serves to complement the contextual information set out in some detail in Chapter 1 (Introduction).

Translations and summaries of selected documents received on the trip are set out in Appendix 6. These documents are relevant to the FFO/ CDPF collaboration and its evaluation, and they will be referred to further in later chapters of this report.

### 3.2.1 Meetings

#### (a) **CDPF O&L leading staff**

In line with CDPF's strategy, the focus of the collaboration with FFO has shifted to grassroots level DPO establishment from a previously more general focus on organisational capacity building. The methodology remains "train-the-trainer" courses but the course contents revolve around general teachings on UN SR and CBS concepts, with more specific presentation of principles for standardised grassroots DPO establishment and development, as well as implementation methods and experiences associated with these topics.

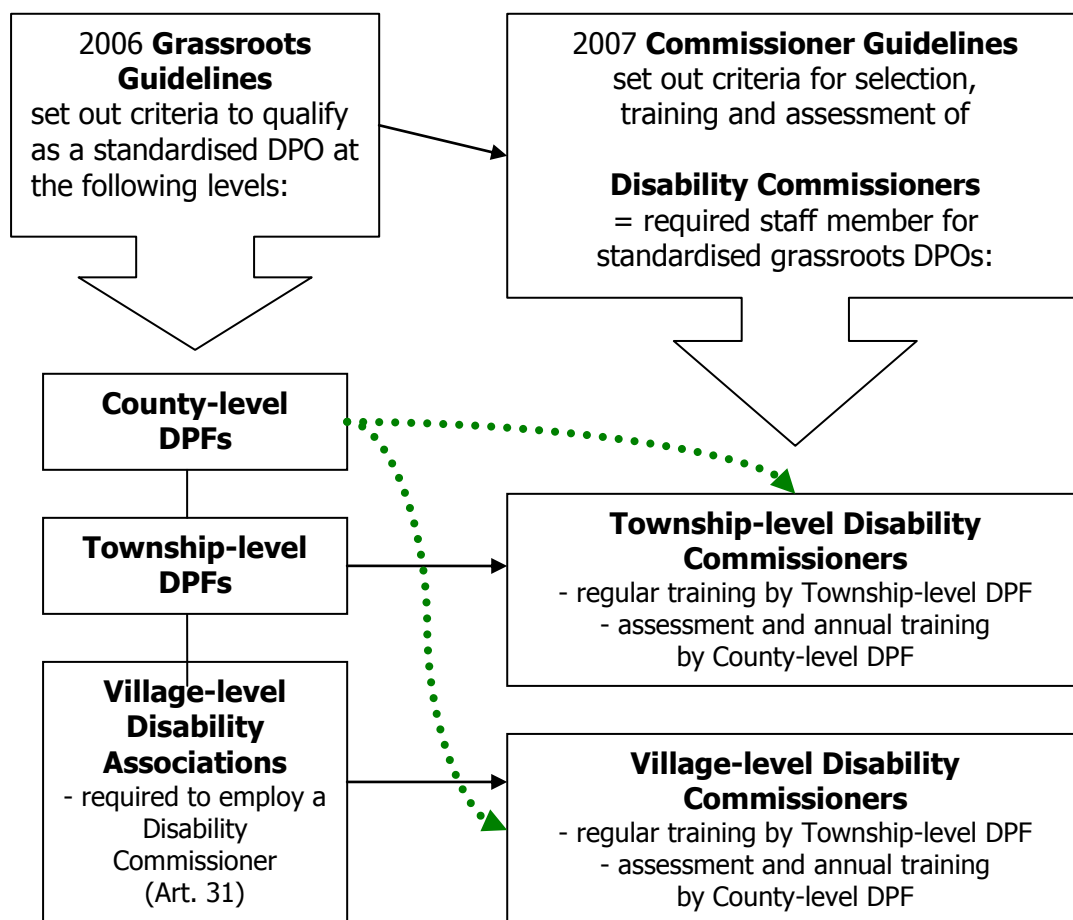
CDPF considered that FFO's support through funding training courses, participating in them and arranging for in-house training or study trips to Norway, had greatly supported their work on "grassroots DPO construction" i.e. expanding DPO coverage to lower administrative levels and rural areas. The basic methodology for this work was formalised in the 2006 "CDPF Guideline Document on Standardised Grassroots DPO Establishment" (set out in Appendix 6.3 and hereafter referred to as the "**Grassroots Guidelines**").

Furthermore, the FFO/ CDPF training is the too that CDPF has used to systematically train O&L DPF staff tier-by-tier in the subjects of grassroots organisational establishment and development. In the early years of the Evaluation Period, the course participants were from province and prefecture-levels. As the training for these two tiers were completed, the focus shifted downwards, with the current focus being on training O&L staff at county-level DPFs, who in turn will be in charge of direct and indirect training of Disability Commissioners.

The background to the creation of the Disability Commissioner post was two-fold: the need to find ways of increasing employment opportunities for PWDs, as well as inspiration from participation and inclusion concepts that disabled people could work for other disabled people. Since one of the selection criteria for the position is that the person have a disability or be a relative of a PWD, the initiative had the dual benefits of providing actual employment for large numbers of disabled people, and expanding the group of service-providers serving the disabled.

In 2007, a general framework for employing and assessing Disability Commissioners had been worked out and formulated in the "CDPF Guideline Document on Disability Commissioners", a translation of which is set out in Appendix 6.4 (hereafter referred to as the "**Commissioner Guidelines**"). The Commissioner Guidelines follow on from the Grassroots Guidelines, since they define a staff component that a standardised

grassroots DPO must have (Article 31 of the Grassroots Guidelines). The relationship can be shown in a chart as follows:



With the support from the FFO/ CDPF collaboration, standardised DPO establishment and training of Disability Commissioners have been progressing in the Evaluation Period. Official statistics in the Disability Yearbooks include data on the numbers of standardised grassroots DPOs established, and Disability Commissioners in post.

CDPF also gave us an indicative table showing completion rates by province and municipality for standardised grassroots DPO establishment (which implies that Disability Commissioner are in post). This table is set out in Appendix 6.2 and shows that there is roughly 100% completion in Beijing, Tianjin and Shanghai. Gansu has completed approximately 70% standardised grassroots DPO coverage, and Liaoning follows with an approximate 60% completion rate. The provinces where DPO and Disability Commissioner coverage is poor, include Hainan at 5% and Hunan, Jiangxi and Xinjiang, each with roughly 10% completion rates.

CDPF emphasised that the collaboration with FFO had been instrumental for the Disability Commissioner initiative, thanks to the collaboration's focus on CBS and user-participation ideology and methods. The initiative is also in line with CDPF's policy that to be DPO representative of their constituent disabled people, a high proportion of those working in the CDPF/ DPF organisation should themselves be PWDs.

CDPF's target ratio of disabled staff is 20%, and CDPF itself has achieved this rate. However, many DPFs have not, especially those in rural areas and those with total staff of less than 10-15. Statistics are kept on the ratio of disabled staff to total staff size,

and the data are included in the China Disability Statistical Yearbooks. CDPF monitors the situation and estimates that there is a current shortfall with only about 10% of total DPF staff nationwide being PWDs.

However, a recent challenge has been not only to find qualified disabled staff to take up positions in DPFs at county-level and below, but also qualified able-bodied staff. Further, staff at county-level DPFs sometimes lacked understanding of participation and inclusion concepts, and were therefore reluctant to employ disabled staff for O&L work as this often involved travel and visits to rural locations where transport and facilities were not convenient for disabled staff. Disabled staff were regarded as less efficient in performing this type of work.

In relation to employment for PWDs generally, there are provincial quota schemes that require usually 1.5 - 2% of employment opportunities to be reserved for PWDs, with a levy charged on those employers who fail to meet this ratio. The levy is paid into the Disabled Persons' Employment Security Fund, which in turn is used to subsidise vocational training and job-placement services for the disabled. Employers who exceed the ratio receive financial rewards.

Finally, CDPF emphasised the importance to them of solidarity aspect of the collaboration with FFO. They especially valued the positive association with FFO as their long-term international collaboration partner. They also appreciated FFO's support being within work for social progress, in a current economic climate where environmental and technological projects often take precedence.

#### (b) **DPF staff at different levels and in different provinces**

In each of the 4 provinces visited, we met DPF staff that had participated in the FFO/CDPF training courses, i.e. "First Tier Trainees". Most of them completed questionnaires and the results of these questionnaires are set out in Chapter 3.3.1 below.

Here we shall only mention that the First Tier Trainees were all O&L staff which is the target group of the FFO/CDPF courses. The selection of course participants has correctly been practised on this basis by CDPF and the DPFs during the Evaluation Period. The training courses would have been beneficial for DPF staff in other departments too. However, the topics of (a) CBS principles and methods and (b) organisational development: theory, methods and practical experiences, are most relevant for O&L staff since they are in charge of organising and structuring the set-up for CBS provision to disabled users.

O&L staff are, however, removed from the actual implementation and day-to-day provision of CBS, this being left to CBS centre leaders and other vocational staff once the O&L staff have assisted in e.g. setting up a CBS centre. Accordingly, the term "**CBS Administrators**" should be avoided when referring to O&L staff, whose main functions are in relation to organising the establishment of lower-level DPOs and supervising and liaising with them once the DPOs are up and running.

Generally in relation to training of DPF staff, statistics are kept to show the "quantities" of training given in each year and the accumulative total. In various interviews, it was clear that DPFs at different levels organise different types of training events, in addition to larger conferences and seminars jointly arranged with CDPF. For instance, CDPF's website states that in 2007, "21,000 training courses were organized for 265,000

person/ times".<sup>80</sup> In Hebei, we heard that of the Province DPF's 50 staff, most of them go on a course once a year.

In an attempt to gauge the **organisational capacity of DPFs at various levels**, we investigated the human resource component by enquiring systematically about staff sizes in all our meetings with DPFs and Disability Associations. Based on the details received and calculations using statistical information, the table below sets out estimates of typical staff sizes of a DPF, relative to its administrative level and "constituent" disabled population. O&L staff represent only a **proportion** of total staff, and rough idea of their numbers are included.

When looking at the data in the table one should bear in mind that the DPFs are responsible for providing comprehensive, almost all-encompassing, CBS for their disabled "constituents". This in itself is a huge task which ranges alongside the responsibility for lower-level DPO establishment work and training of Disability Commissioners.

<b>DPF Administrative Level</b>	<b>Typical Total Staff Number</b>	<b>National Average Total Staff per DPF</b>	<b>Typical Disabled Population Size</b>
Province-level DPF	30 – 45 O&L staff: 4-6	43.2	<b>Province:</b> 2 – 4.5 million  <b>Municipality:</b> Beijing: 999,000 Shanghai: 942,000 Chongqing: 1.7 million Tianjin: 570,000
Prefecture-level DPF	10 – 20 O&L staff: 4-5	13	<b>Prefecture-level City:</b> 120,000 – 400,000
County-level DPF	5 – 10 O&L staff: 1-2	6.2	<b>County:</b> 10,000 – 35,000  <b>County-level City:</b> 50,000 – 100,000
Township-level DPF	2 – 4 Staff share O&L tasks	1.3	<b>Town:</b> 2,000 – 3,500  <b>Street Community:</b> 1,500 – 6,000
Village-level (Disability Associations)	1 - 2: Village Leader and Disability Commissioner	Not available	<b>Village:</b> 6 – 160  <b>Urban Community:</b> 80 - 500

*Source: CDPF, DPFs in Beijing, Shandong, Henan, Liaoning; 2008 China Disability Statistical Yearbook, Chapter 11 "Organization Construction"*

It should be noted, however, that at each level there are local officials - usually from the local branches of relevant ministries such as Civil Affairs, Health and Labour and Social Security - that equally have responsibilities for disability work. DPF staff usually co-operate closely with local Civil Affairs officials, especially at county and township levels.

Local branches of the Civil Affairs Ministry supervise and can mobilise a network of grassroots organisations in villages and urban communities known as "**Villagers' Committees**" and "**Villagers' Groups**" in rural areas, and "**Neighbourhood Committees**"<sup>m</sup> and "**Residents' Groups**" in urban areas. In 2006, there were around:

- 624,000 Villagers' Committees
- 4.5 million Villagers' Groups
  
- 80,000 Neighbourhood Committees
- 1.2 million Residents' Groups<sup>81</sup>

In rural areas, a Village Disability Association is classified as one of several Villagers' Groups under a Villagers' Committee<sup>82</sup>, hence the Village Disability Associations have a link to the general administrative system overseen by local Civil Affairs officials. Indeed, Article 33 of the "CDPF Guideline Document on Standardised Grassroots DPO Establishment" indirectly confirms this link to local authorities for both urban and rural Disability Associations:

*"[t]he village (urban community) Disabled Persons' Association ["DPA"] must rely on local public service facilities to set up a "warm home" [CBS centre or base] for the disabled, to better serve the disabled in the village (urban community)."*

Prior to 2005, both Neighbourhood Committees and Villagers' Committees had "Disability Affairs Liaison Officers". It is not clear whether this position is being phased out due to the growing network of full-time Disability Commissioners; certainly the Disability Statistical Yearbooks have stopped recording numbers for such Liaison Officers since 2005, substituting the category of Disability Commissioners.

During our field trip we encountered a few DPFs and Disability Associations which shared premises with their Neighbourhood Committee e.g. in a general community centre, and some also had staff that were both a "Disability Affairs Liaison Officer" of the Neighbourhood Committee, as well as working part-time for the local DPF. We also noticed that some disabled service users confused the titles and responsibilities of Neighbourhood Committee officials and DPF/ Disability Association staff, as well as the level to which the DPF staff belonged. However, the positive finding was that notwithstanding such confusion, it seemed obvious that there were dedicated staff responding to disabled service users' requests and needs.

Because the grassroots establishment work, hereunder appointing and training of Disability Commissioners, is still in the early stages, it is understandable that there are overlaps in work areas, some confusion in terminology and local variations in organisation and working practices. During this period of transition there will inevitably be local variations and different rates of progress, resulting sometimes in conflicting information being given out. However, such information does not in any way detract

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<sup>m</sup> Also known as "community residents' committees".



from the validity and achievements of the work done so far by CDPF and its nationwide DPF network. Rather, it should serve as pointers to areas in need of streamlining, or in the phraseology of the CDPF Guideline Document "consolidating and standardising".

The progress in establishment of a nationwide network of Disability Commissioners is also apparent from changes in the terminology used by Disability Statistical Yearbooks. Prior to 2005, the yearbooks recorded the numbers of "Disability Affairs Liaison Officers" attached to Villagers' Committees. For Urban Communities, the yearbooks referred to numbers of Disability Commissioners. From 2005 onwards, the yearbooks record numbers of Disability Commissioners for both urban and rural areas i.e. reflecting CDPF's achievements in expanding the Commissioner network from urban into rural areas.

In addition to the CDPF/ DPF network, CBS centre staff, volunteers and other GONGOs and CNGOs may participate in disability work in different ways, and disabled people themselves are increasingly both encouraged and taking initiatives to contribute in the work for fellow disabled people. The president of Shenyang DPF encapsulated the spirit of inclusion and participation in his description of how disability work had developed in his city in 3 stages. He explained that at the outset the focus had been on the society serving the disabled, then it had been broadened to PWDs serving PWDs. Currently Shenyang DPF is at the third stage where they are mobilising their local DPF network to assist PWDs in finding opportunities for PWDs to serve society.

### (c) **Disability Commissioners**

CDPF kindly accommodated our request to meet with "as many Disability Commissioners as possible", especially those working in rural areas or for Village Disability Associations. Altogether we met about 22-24 Disability Commissioners in Beijing, Shandong, Henan, Hebei and Liaoning. They included 4 working in rural areas: 3 working for Village Disability Associations and 1 for a township DPF. The rest all worked in urban areas, usually based at their local CBS centre.

Altogether 4 Commissioners were working for township-level DPFs, the rest were employed at village and urban community level. Of the 22-24 Disability Commissioners we met, 12 completed questionnaires. The results of the questionnaire data are set out in Chapter 3.3 below.

As may be recalled from Chapter 3.3.1 (a) above, to qualify for the position as a Disability Commissioner, the candidate must be disabled or a relative of a disabled person. All the Commissioners we met had disabilities in some form, and in varying degrees of severity. Their age ranged from the early 20s to around 55 years. Article 2 of the 2007 Commissioner Guidelines provides that their basic duties are to:

*"Co-operate with township-level ... DPFs and village (urban community) DPAs... Keep close contact with the disabled persons, represent their interests, listen to their appeals and report on their needs and demands. Work with other related government organisations on issues of minimum living guarantee [minimum subsistence welfare payments], employment, education, rehabilitation, safeguarding of rights, accessibility issues and volunteers' work for the disabled. Try to conduct tailor-made services to the disabled."*

From informal and fairly short interviews, we formed a general impression that the urban Commissioners had usually received good to excellent training, with some having done several courses e.g. on rehabilitation and sign language, in addition to the basic Disability Commissioner induction. These urban Commissioners were all very motivated and alert, enthusiastically telling us about their work and answering our questions. Further, they seemed to have excellent support from both DPF colleagues and O&L staff at higher-level DPFs.

In Hebei, we met a group of urban Commissioners who had regular peer networking to share experiences and discuss problems. In Shandong we met an urban Disability Commissioner with a physical disability affecting her walking. She had completed a degree in law prior to starting work as a Commissioner. She had also learnt web design and made a website including disability news items, directories of services for PWDS and a messaging forum. One Commissioner in Beijing who had severe visual impairments had learnt to use adapted IT equipment to work more efficiently e.g. in recording information on the needs and problems of her disabled "constituents".

In rural areas, however, there were several Commissioners as well as leaders of Village Disability Association who seemed less proactive and independent in their work for the disabled people in their village. We were unable to obtain clear answers from them to some questions about their work as a Disability Commissioner e.g. frequency of contact with the disabled people, how they went about resolving needs and problems of the disabled people in their catchment area, the entitlements of disabled to assistive devices and social security benefits etc. We did however, only meet a small number of village Commissioners, and it is also possible that some of them has just been appointed but not yet received much by way of training and education.

One village Commissioner in Henan, however, stood out as positive and proactive. He was an elderly man who had severe visual impairment and a deformed hand but who otherwise seemed very sprightly and fit. His village Disability Association had obtained a most rudimentary combined office and meeting room in a newly-built but unfurnished and unequipped concrete bungalow. He did not (of course) have any computer or typewriter but would somehow travel some 5-10 kilometres on dirt roads to the nearest general community centre for help with, amongst others, typing up the report on his work for the disabled in the village. His report was one A4 page in Chinese, and a translation is set out in Appendix 6.1.2 as an example of disability work and conditions at grassroots level.

In noting the very different standards of Commissioners in urban and rural areas, one has to bear in mind that training and DPO establishment work started in urban areas and has been going on for at least 3-4 years, with the work intensifying and accelerating in recent years. The work in rural areas on the other hand, only started in earnest around 2006, with many of the village Disability Associations and rural Commissioners starting work in 2007. Furthermore, the great disparities in infrastructure and financial resources between urban and rural areas, discussed also in Chapter 1, means that

A common question to the Commissioners whom we met related to their monthly pay, which varied considerably by region and whether they work for an urban or a rural Disability Association. Whereas the urban Disability Commissioners readily answered this question, some rural Commissioners appeared confused by this and stated monthly amounts which later turned out to be the amounts of the monthly social security benefits or Minimum Living Allowance that they received. Further data on Commissioner salaries are set out in Chapter 3.3 below.

CDPF's Guideline Document on Disability Commissioners specifies various training requirements. However, in terms of selecting and appointing Commissioners as well as in relation to their training, many DPFs are at the initial stages. Hence CDPF's target date of 2010 for nationwide completion of appointment and training of the approximately 700,000 Disability Commissioners needed at village level.

CDPF informed us that currently all the Commissioners required for **township-level** DPFs have been appointed and trained; in total approximately **39,000**. At village-level however, the numbers for 2007 were 224,208 village Commissioners and 40,946 urban community Commissioners, totalling 265,154 at this level<sup>83</sup>. However, as of June 2008, CDPF estimated that the total number had increased to around **400,000 village-level** Commissioners.

As for the training of Commissioners, the CDPF Guideline Document states the following in Article 6:

- "(1) In order to improve the individuals' general competence, DPFs at all levels must create a good environment to encourage Disability Commissioners to take part in all sorts of continuous further education programmes, take professional tests for social workers, qualification exams for public servants etc.*
- (2) The township-level (town, sub-district) DPFs are responsible for providing regular training for the Disability Commissioners.*
- (3) The county-level DPFs must provide annual training for the Disability Commissioners under its jurisdiction. The total days used for such training should not be less than five days.*
- (4) China Disabled Persons' Federation and the provincial and municipal DPFs should provide training of about 10 days each year to at least 100 outstanding Disability Commissioners selected nationwide.*
- (5) DPFs at all levels may seek co-operation with and support from the national training bases for Disability Commissioners [e.g. special education institutes]..."*

CDPF and various local DPFs confirmed that the contents and format of induction training for Commissioners varied by locality.

#### (d) **Disabled service users**

We met disabled service users in home visits, tours of CBS centres and in meetings at DPF offices and Village Disability Association meeting rooms. Most of them were given questionnaires and the data collected in this way is set out below in Chapter 3.3.

At this point, we would just add information about the system of registration for disabled people. Since 1995 CDPF has used a system to register persons with officially recognised disabilities, and issued them with a Certificate of Disability. Various government ministries also register PWDs, e.g. the Ministry of Education registers the disabled student population, the Ministry of Civil Affairs keeps disabled users requiring assistive devices and CBS centres in urban communities keep registers of persons

needing and receiving CBR services. There are official statistics on registered and unregistered PWDs, and this data is available in Disability Statistical Yearbooks.

On a visit to a village in Henan, we heard that some disabled villagers, especially elderly disabled, had refused help in completing the registration formalities as they did not wish to be registered. They were aware that they lost out on certain disability entitlements due to non-registration such as disability welfare payments for which only registered PWDs are eligible. However, they considered that registration as a PWD conferred a stigma. Further, their children, who supported and cared for them, would also be stigmatised as not fulfilling their filial duties.

During our encounters with both disabled people and Commissioners on the evaluation trip, the problem of securing much-needed wheelchairs came up several times. We met one elderly paraplegic villager who had waited 4 years for a wheelchair. Prior to his need being recorded and during those 4 years on the waiting list, he had hardly been out of his home since all family members were working full-time in the fields, leaving early in the morning and returning late at night. It was inconvenient and they had no time to help him to go outside the house.

His case had a happy outcome with the help of DPFs at various levels and the Disability Association in his village. Not only had he received a wheelchair after the years of waiting, but funding under a housing renovation scheme had been found to construct ramps from his house to facilitate his unassisted access. As he led the way to show us the ramps, his body language radiated delight and pride. This disabled villager stays in our minds as a live illustration of the cost/ benefit from a wheelchair that cost around CNY 400 (NOK 312).

#### (e) **International NGOs based in China**

We had separate meetings with each of **Handicap International** ("HI") and **Unesco** to learn about their experiences from disability projects that had similarities with the FFO/ CDPF collaboration activities. Only one of the projects – HI's orphanage project – turned out to provide information that may be useful in considering future FFO/ CDPF collaboration activities.

HI has been in China since 1988 and currently have 3 projects in 6 rural areas across Sichuan, Guangxi and Tibet, variously involving CBR, disability prevention, work for social inclusion of PWDs, support for people affected with leprosy, sign language training etc. In addition they co-operate with the Ministry of Civil Affairs on a project which aims at developing the standards in orphanages. HI has about 40 staff in China, and an annual budget of Euro 1.5 million (approx. NOK 12 million). The budget is split fairly equally between costs of staff and premises, and costs of project activities.

The orphanage project came about with HI's discovery of inordinately high numbers of disabled children in orphanages, many suffering from cerebral palsy and cognitive problems. They also found that most of the orphanage staff were untrained and knew very little about caring for children with disabilities.

A 3-year project with a total budget of Euro 600,000 (approx. NOK 4.8 million) was set up. HI summarises this as follows:

## **"Orphanage Project**

*More than 90% of children in China's Children Welfare Institutes have a disability. In the light of this, Handicap International is working, in close cooperation with the Chinese Ministry of Civil Affairs (MCA), to develop training material on special care and to establish a nationwide certification system for substitute caregivers. It is expected that training and examination of caregivers in orphanages will increase their professional skills, and as a result give disabled orphans comprehensive care so that their potential may be fully developed."*<sup>84</sup>

HI estimates that there are some 570,000 officially registered orphanages in China, and that about 200,000 qualified orphanage carers are needed initially.

The project set out to obtain official recognition of a new national qualification to be known as "Caregiver of Disabled Orphans". For this, an application with supporting documentation needed to be submitted to the Ministry of Labour and Social Security and its "Working Committee of the National Vocational Classification Code and Professional Qualifications".

The first stage of the project involved discussing and defining a curriculum in co-operation with the Ministry of Civil Affairs. They then developed training materials in the form of 3 textbooks and 1 DVD film, covering the knowledge and skills needed for the 5-level curriculum they had agreed with the Ministry. Part of the curriculum was piloted in 2007 on 150 trainees from 25 orphanages. This pilot course lasted 5 days.

HI had wanted to train 500 orphanage staff but funding had run out, partly because the application process had been more costly and time-consuming than anticipated. The challenge for HI had been to reach agreement with its Chinese co-operation partner on the format of training courses and the design and contents of the training materials. HI had wanted this to be more interactive, and to use external pedagogical expertise for quality assurance. However, they had to make compromises in the interests of progressing the application.

Other relevant information:

- HI hired short-term consultants being staff and students at local Agricultural Universities to carry out project field work in rural areas. This was a way to "outsource" tasks to reliable professionals who would carry out the work to HI's standards and requirements. Furthermore, the staff and students at Agricultural University had local knowledge, contacts and easy access to rural areas, enabling HI's work to reach further afield than would have been possible with its own staff.
- HI does not have a co-operation agreement with CDPF but instead with the provincial DPF in the various project locations.
- In HI's experience, in China there is generally good "vertical co-ordination" but poor "horizontal co-ordination" e.g. between the local DPFs and the local branches of relevant ministries and other relevant government agencies.
- HI would also like better horizontal co-ordination between international NGOs and would welcome e.g. CDPF organising an NGO forum for international NGOs

and relevant CNGOs to come together to share experiences, explore possible synergies and learn about projects similar to their own.

- HI's next project in this area is to develop a training manual in co-operation with the Ministry of Civil Affairs and the Department of Health. The manual will be for village doctors to educate them on early detection of disability.

(f) **CNGOs**

We visited one unregistered or informal CNGO in Beijing: **One Plus One**.<sup>85</sup>

*One Plus One* is an unregistered grassroots CNGO, its lack of registration being due to problems with satisfying the registration requirements. It is a radio production centre for blind and visually impaired people established in 2006 with start-up funding and professional training through the BBC World Service Trust.

With a staff of 11, 8 of whom are visually impaired, they currently produce 2 weekly 25-minute radio programmes about disability issues in China. The radio programmes are broadcast by 22 provincial radio stations.

*One Plus One's* activities also include using mobile "advice stations" to provide visually-impaired people in rural areas with advice on legal and other issues. Since their establishment in 2006, they have arranged 7 3-day visits to rural areas in 7 different provinces. In order to locate the disabled in these rural areas, they had to rely on assistance from the county-level DPFs.

The visits had also provided interviews and material for their radio programmes. *One Plus One's* philosophy is that disability issues are best communicated and presented by the disabled themselves. They also point out that radio is one of the cheapest and most efficient means of reaching visually-impaired, especially those in rural areas who may not be reached by other information channels.

We were very impressed by the enthusiasm of the *One Plus One* staff, and the high level of professionalism in their work which was due to their having been trained by BBC experts. They had also recently secured funding to equip a live broadcast studio, in addition to their existing equipment and technology specially adapted for blind or visually-impaired operators. However, since they were not a registered CNGO, they have had difficulty in securing further necessary funding. They are currently looking for funding after May 2009 when their existing funding runs out.

### 3.2.2 Attending 1½ days of the 2008 Chengde CBS Course

The CBS course had registered 198 course participants who were DPF O&L staff from Hebei province. Around 25% were from prefecture-level DPFs and 75% from county-level DPFs.

The course schedule showing the course format, topics and type of field visits, is set out in Appendix 5. The course was held in a large conference room in a standard hotel in Chengde, at which most of the course participants and lecturers were also staying. The course participants met outside the course sessions during the 3 meals per day, something which enabled them to meet and network with O&L colleagues from many of the county-level DPFs in Hebei.

The evaluator attended lectures on the Norwegian constitution and disability work in Norway, which were given by 2 FFO representatives in Norwegian with translation into Mandarin by their regular translator. The FFO lecturers covered the topics comprehensively, using visual aids in the form of slides. 50 booklets in English with data on Norway were handed out towards the end of the session. There were no lecture hand-outs about which some of the participants enquired. This may be partly because they had received a pack of course materials containing transcripts of various "experience-sharing" reports by DPFs from different levels and areas. The pack also contained the Grassroots Guidelines and the Commissioner Guidelines referred to in Chapter 3.2.1 (a) above. The FFO presentations ended with a lively question-and-answer session in which FFO representatives fielded questions from the audience.

The evaluator also attended 3 lectures in Mandarin, respectively on the UN Convention, grassroots DPO establishment work, and the Hebei Civil Affairs Department's organisation and work at urban community level. All 3 lectures were very well presented with visual slides and succinctly delivered. As an outsider, the evaluator learnt many interesting facts about the historical development of disability work in China, evolution of concepts and organisational methods of Chinese DPOs, and the local Civil Affairs Department's organisation of urban communities.

The lecture sessions were scheduled from 8.30-11.30 AM and 14.30-17.30 PM. However, there was flexibility when several lectures ran on for longer than time allotted. The number of course participants seemed to be close the maximum suitable for this type of training format, given the length of the sessions. The evaluator did not attend any of the scheduled "experience sharing sessions" nor the group discussions. This was regrettable as they would have provided very useful observational information.

At the end of the course, the participants had a 1-hour "exam" session. The evaluator received sample question answers from past exams, and translations of 2 such answers are set out in Appendix 6.7. Typically the exam consists of two questions follows:

1. *With reference to your own work, please describe what you got out of the training course and your reflections.*
2. *With reference to your own local circumstances, please describe your ideas and suggestions on how to push forward the establishment of standardised grassroots disabled persons' organisations in rural areas.*

The course participants usually write  $\frac{3}{4}$  - 1 A4 page in answer to each of the questions, and the 2 pages of answers are then reviewed by CDPF O&L staff. One of delegates on the 2005 Norway study trip was selected on the basis of his excellent exam answers.

The evaluator received a sample course schedule for a previous UN Standard Rules course. From the descriptions in this schedule, it appears that the contents and format are very similar, if not identical, to those of a CBS course i.e. lectures, field visits, experience-sharing, group discussions and "exam".

### **3.3 Questionnaire Data**

As well as secondary data and observational data gathered during the evaluation visit, an attempt was made by the evaluators to collect as much raw primary data as possible to further attempt to accurately evaluate the training programmes. The training format

agreed upon by CDPF follows the "train-the-trainer" concept, which means that the top level, or "first tier" level staff, who are directly trained should then disseminate their training to those working at more junior and rural levels in their respective provinces.

The "first tier" generally consists of those working at province level, with two more "tiers" to be subsequently trained indirectly by them. The "second tier" consists of those at prefecture or county level (including cities at this level), and the "third tier" implies Disability Commissioners at either township or village level. Given the vast population of China, the main reason for choosing the train-the-trainer concept is clearly to disseminate training as speedily and cost-effectively as possible.

Despite adoption of the train-the-trainer concept however, no formal structure currently exists between CDPF and the local DPFs for the dissemination of this training, either in terms of training format, training frequency, size of training groups or training materials.

Training of the highest tier has already been taking place for a number of years, and is well established. According to the numbers mentioned in CDPF Annual Reports for the Evaluation Period, about 1,625 first tier level staff have been trained. While training of the second tier has also been taking place for some years, this training is not systematic or formal, and there is no accurate data on numbers of second tier staff trained, although this is estimated at somewhere between 30-40,000.

The third tier consists of township-level Disability Commissioners and village-level Disability Commissioners. Of approximately 39,000 Disability Commissioners in post at township level, all are currently trained. Training of the third tier at a more grassroots village level however, is still in progress.

Approximately 400,000 Disability Commissioners are currently in post at village level. However, only between approximately a third and a half of these are trained to date. The 200,000+ in post but not yet trained are currently engaged in work of a more simple nature than that formally required to be carried out by Disability Commissioners.

CDPF plans to have a further 300,000 Disability Commissioners in post by 2010, i.e. a total of around 700,000 Disability Commissioners. This number is the approximate number required in order to provide complete or near-complete coverage of one Disability Commissioner per Village or Urban Community Disability Association.

Four questionnaires were designed in total. Three of these were designed to be given to staff trained at each of the first, second and third tiers. The fourth questionnaire was designed to be given to disabled people who were service users (or their carers), and who are intended as the final beneficiaries of the training programme for CDPF and DPF staff. All questionnaires comprised a mixture of quantitative and qualitative questions.

Our initial aim was to try to administer as many questionnaires as possible both by giving them out in each province visited during the evaluation visit, and by electronic delivery to staff members in provinces which could not be visited. However this latter delivery method unfortunately did not materialise, for logistical reasons. Questionnaires were therefore predominantly given out to staff members in three provinces during the evaluation visit.

Ninety-two completed questionnaires were received in total. Of these, 24 were returned from "first tier" staff members, 9 were returned from "second tier" staff members, 12 were returned from "third tier" Disability Commissioners, and 47 were returned from



disabled service-users or their carers. The majority of the questionnaires were returned in Mandarin, and were translated to English by professional translators in Beijing.

These questionnaires are by no means representative of all the staff trained, or indeed of all the disabled service users, as this would have entailed a far larger questionnaire survey covering many more provinces over a much longer period of time. In addition, the respondents were not randomly selected, and had to be chosen from staff members or disabled service users encountered during the visits arranged by CDPF. However their analysis, as follows, may serve some use as a small purposive sample of feedback on the CDPF training programme. All of the raw data from each of the 4 types of questionnaires has been included at the end of this report as Appendices.

### 3.3.1 Data from "First Tier" Questionnaires

There were 24 completed responses from the "first tier" level staff, who work at province level. All respondents had given further training themselves since their own training. However one of the main findings from this questionnaire was a wide variation in the numbers of staff subsequently trained using the train-the-trainer concept. This varied from "more than 20" to "more than 800". Five of the respondents who had answered yes to the question of whether they had trained others did not reply to the question of approximately how many they had trained. Of the respondents who did reply, the range of answers is shown below:

If yes, how many people have you trained altogether?	More than 20 (1 respondent) 70 (1 respondent) 95 (1 respondent) 150 (3 respondents) 200 (4 respondents) 240 (1 respondent) 260 (3 respondents) 300 (3 respondents) More than 800 (2 respondents)
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Although it must be borne in mind that the questionnaire respondents may themselves have been trained in different years since 2001, the range of answers from this small sample varies by a factor of up to 40, and may serve to cast some doubt on overall country statistics which show that equal numbers are subsequently trained by all those trained directly in the "first tier"

The answers to the question of how many new DPFs the respondent had themselves set up, if any, varied from 1 to "more than 1000". The answers to the question of how many meetings with local authorities the respondent had undertaken since their training varied from less than 10 to more than 100. The answers to the question of how many awareness-raising meetings or campaigns with media agencies the respondent had undertaken since their training varied from 1 to 60. The answers to the question of how many times advocacy work with other organisations had been undertaken varied from 1 to 30 times. The answers to the question of how many initiatives they had undertaken that improve the living conditions for disabled people in their catchment area varied from 1 to 20.

17 out of the 24 respondents said they had been given a copy of the CDPF/FFO CBS handbook (either volume 1 or volume 2) upon completion of their training. 18 of the 24

respondents said they currently had access to either or both of these handbooks. 11 respondents said they had used the handbooks "many times", and 6 respondents said they had used the handbooks "several times". 18 respondents said they had access to the accompanying CBS VCD. This time 6 respondents said they had used the VCD "many times", and 11 said they had used it "several times".

The penultimate question in this questionnaire provided some qualitative data about specific constraints encountered, which are a barrier to either spreading their training or advocating for the rights of disabled people. Three out of the six answers given to this question concerned the difficulty in procuring employment for disabled people, with the answers given below:

Few working opportunities for disabled persons. We should work out solutions as much as possible.
Employment is the constraint. Employment opportunities should be more broad and training programs that suit for disabled people should be further provided.
The constraint is how to make good arrangements for the disabled person in relation to collective employment.

### 3.3.2 Data from "Second Tier" Questionnaires

There were 9 completed responses from the "second tier" level staff, who work at prefecture or county-level. This questionnaire gives data about both the indirect train-the-trainer training that these staff received, and also the subsequent train-the-trainer training that they gave to the more junior "third tier".

The number of days' training received varied from 3-5 days. All 9 respondents said they had been given group training rather than individual training. However the approximate number in the group varied from 8 to 50 members, with the breakdown to this question shown below:

The approximate number in the group	- 8 (1 respondent)
	- 15 (1 respondent)
	- 20-30 (1 respondent)
	- More than 30 (1 respondent)
	- 40 (1 respondent)
	- 50 (4 respondents)

A varied and consistently broad range of training methods were used, including lectures, group discussion, essay writing, study visits, textbooks, photocopied material, and rehabilitation and CBS VCDs. The majority also said they were given training materials to take away, including "materials compiled by the provincial DPF", "professional training textbooks" and "community-based rehab VCDs". All 9 respondents said they were given training materials specifically to use for the training of others.

All 9 respondents said they had given similar training themselves, since they were trained. However, similarly to the answers given by the first tier respondents, there was a wide variety in numbers of people subsequently trained, which varied from 13 to "at least 280 people annually". Again it must be borne in mind that these respondents were

trained during different years from the period 2003 to 2006, however the wide range in numbers subsequently trained here also casts some doubt on national statistics that would show that equal numbers are subsequently trained by train-the-trainer techniques.

If yes, how many people have you trained?	<ul style="list-style-type: none"> <li>- 13 (1 respondent)</li> <li>- 20 (1 respondent)</li> <li>- 40 (1 respondent)</li> <li>- 80 (1 respondent)</li> <li>- 116 (1 respondent)</li> <li>- 226 (2 respondents)</li> <li>- 100 annually (1 respondent);</li> <li>- At least 280 people annually (1 respondent)</li> </ul>
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The number of days' training they said they subsequently gave to the "third tier" also varied considerably, as follows:

How many days training did you give each of them?	<ul style="list-style-type: none"> <li>- 6 months (1 respondent)</li> <li>- 5 days for each training (1 respondent)</li> <li>- 3-5 days (1 respondent)</li> <li>- 3 days (2 respondents)</li> <li>- 1-2 days (1 respondents)</li> <li>- 1 day (1 respondent)</li> <li>- Two hours (1 respondent)</li> <li>- No answer(1)</li> </ul>
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The training methods used here were predominantly lectures, with 3 respondents also saying that they arranged study visits. The training materials used were "materials and handbooks compiled by CDPF, provincial DPF and county DPF", "community-based rehab materials", and "various photocopied materials".

There was also a wide variation in the frequency with which these respondents provided summary reports of any training which they had given, which varied from "whenever a training is completed" to every 2, 3 or 6 months.

8 respondents said they had access to a copy of the FFO-CDPF CBS handbook. All 8 said they had used the handbook "many times". 8 also had access to the accompanying VCD, and 7 said they had used the VCD "many times".

### 3.3.3 Data from "Third Tier" Questionnaires

There were 12 completed responses from the "third tier" of Disability Commissioners, who work at township or village level. Ten out of these twelve had a disability themselves. Two had primary education, seven had secondary education and 3 had tertiary education. This questionnaire provided data on the training they had received from the "second tier", and the subsequent use of this training which they had made in their work as Disability Commissioners.

The number of days' training which they had received varied from 2 to 5 or more days.

How many days training you received?	<ul style="list-style-type: none"> <li>- 2 days (2);</li> <li>- 3 days (7);</li> <li>- 4 days (1);</li> <li>- 5 or more days (2)</li> </ul>
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All respondents said they had received training in a group, but the approximate numbers in the groups varied widely from 5 to 400, as shown below:

The approximate number in the group:	<ul style="list-style-type: none"> <li>- 5</li> <li>- 30</li> <li>- 50</li> <li>- 60 (3 respondents)</li> <li>- 64</li> <li>- 100</li> <li>- more than 100</li> <li>- 140</li> <li>- 160</li> <li>- 400</li> </ul>
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The majority said that training methods used included all of lectures, group discussions, a study visit, photocopied material and the "rehab VCD".

The Disability Commissioners who completed this questionnaire seemed to be responsible for a wide range of numbers of PWD, varying from 35 to 171, as follows:

How many disabled people are you responsible for?	<ul style="list-style-type: none"> <li>- 35</li> <li>- 62</li> <li>- 90</li> <li>- 100</li> <li>- 114</li> <li>- 129</li> <li>- 152</li> <li>- 171</li> <li>- no answer (4 respondents)</li> </ul>
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The number of times that they visited the PWDs in their catchment areas also varied widely, as follows:

How often do you visit each disabled person in your community / village?	<ul style="list-style-type: none"> <li>- Every day (2 respondents)</li> <li>- Almost every day (1 respondent)</li> <li>- Once a week (1 respondent)</li> <li>- 2-3 times a month (1 respondent)</li> <li>- 3 times a month (1 respondent)</li> <li>- 3-4 times a month (1 respondent)</li> <li>- Once a month (2 respondents)</li> <li>- Daily communication on telephone and once in a quarter or half year (1 respondent)</li> <li>- Whenever there is a need (1 respondent)</li> <li>- Every PWD is sent a brochure with their tel no to call whenever they have a problem (1 respondent)</li> </ul>
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The frequency with which the Disability Commissioners who responded to this questionnaire completed their summary reports on their work also varied widely, as shown below. 8 out of 12 of these Disability Commissioners had access to a computer or to someone who could type their reports.

How often do you write summary reports?	<ul style="list-style-type: none"> <li>- Every month (4 respondents)</li> <li>- Every quarter (5 respondents)</li> <li>- Once a year (1 respondent)</li> <li>- Irregular (1 respondent)</li> <li>- When there is a need (1 respondent)</li> </ul>
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11 out of 12 said they had regular contact with neighbouring Disability Commissioners. All 12 respondents said there was someone they could ask for help if one of the disabled people in their community had a problem which they were unable to solve themselves.

The main improvements to their work they wanted to see are listed below (more detail is given in their complete and extensive answers in the Appendix 6.6.3):

Please state the main improvement or change which would help you do your job better:	<ul style="list-style-type: none"> <li>- Provide trainings on occupational rehabilitation skills for disabled persons, enabling them to become self-dependant</li> <li>- Working condition need to be improved (2answers)</li> <li>- Would like to develop employment for PWD</li> <li>- Rehab skills</li> <li>- Rehab training</li> <li>- Sign language to communicate with deaf PWD</li> <li>- Need to provide tailor-made help for PWD</li> <li>- Provide training on using PC</li> <li>- No answer (2)</li> </ul>
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From this small sample of 12 Disability Commissioners it would also appear that their salaries can vary approximately 10-fold from nothing in some of the rural areas to 1,250 RMB in the large cities. This data is shown below:

How much are you paid per month for your job as a Disability Commissioner?	<ul style="list-style-type: none"> <li>- Nothing</li> <li>- CNY 35</li> <li>- 100 (4 respondents)</li> <li>- 1,000 (4 respondents)</li> <li>- 1,150</li> <li>- 1,250</li> </ul>
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### 3.3.4 Data from Disabled User Questionnaires

There were 47 completed responses from the disabled users or their carers. The age of these respondents ranged from 10-60 years. 24 respondents were male and 22 were female. 26 of these respondents are employed, versus 20 not in employment. Of those employed, the majority, in total 17, are employed as Disability Commissioners.

The key finding of this questionnaire is the following table, which shows the number of disabled people out of these 47 respondents who had had difficulty in trying to access or obtain specific help as a result of their disabilities. From this sample of 47 disabled

people, the largest single area of difficulty was in procuring employment, with almost half (49%) of respondents stating they had difficulty in finding employment. Almost a quarter (21%) also said they had difficulty in finding suitable accommodation or rehabilitation.

<i>Areas difficult to access</i>	<i>Number of Respondents</i>
Employment	23
Housing	10
Rehabilitation	10
Social Insurance Payments	6
Education	6
Legal Aid	5
Transport or Mobility	4
Cultural, Social, Recreational, Leisure Activities	2
No answer	3

When asked what they perceived to be the main barriers for them in accessing help with these problems, 9 respondents stated "their own limitations", 6 stated the current "policies" on disability, 5 stated lack of employment opportunities, 4 stated transport or mobility problems, 2 stated insufficient government funding, and 2 stated general discrimination.

When asked how they thought the situation could be improved, almost half (46%) of those who answered (14 out of 30 responses) believe that the government should provide more opportunities, money, policies and support for disabled people.

When asked whether they still feel generally discriminated against because of their disability, 19 respondents said "no", 14 respondents said "yes", and 14 respondents did not give an answer. When asked who they feel most discriminates against them because of their disability, the majority stated the "general public". 31 out of 47 respondents felt that this discrimination was gradually improving. When asked for general comments as to how they thought this discrimination could be further tackled, 16 out of 30 qualitative answers given (53%) stated that they believed more should be done to educate the "general public" (11 respondents), and "society" (5 respondents) about the value and rights of people with disabilities.

When asked about the outcome of any problems as a result of their disability for which they had tried to access or obtain help since 2001, 38 respondents reported a good outcome, 2 respondents stated the outcome was "barely OK", 4 respondents reported no satisfactory outcome, and 3 respondents did not give an answer.

Regarding user participation, 45 out of 47 respondents said they had been consulted at some time regarding the decision-making or policy-making process of services for disabled people. When asked about the outcome of instances in which they had been involved in the decision-making process, all 32 respondents who answered reported a good outcome.

36 of the respondents said that they had heard of the UN Convention on the Rights of Persons with Disabilities, and 10 said they had not heard of this (1 respondent did not answer).

## 4. DISCUSSION AND CONCLUSIONS

### 4.1 Role and Contribution of FFO

From the results of the evaluation methods set out in Chapter 3 above, we see that the FFO/ CDPF collaboration has produced the following the **outputs** in the Evaluation Period:

- around **1,625** course participants have received training in either CBS or UN SR courses (the “first tier” trainees)
- **5,100** volume 1 CBS textbooks with VCD, and **30,000** volume 2 CBS textbooks have been produced and distributed to DPFs at different levels across China
- 4 CDPF staff and 15 O&L staff of province and prefecture-level DPFs have received training on 5 Norway study trips, a total of **19** CDPF/ DPF staff

According to CDPF, the collaboration with FFO has enabled CDPF and DPF staff to learn about and explore CBS ideology and methods which, against the general background of training on the UN Standard Rules, helped them develop the methodologies for standardised DPO grassroots establishment and the use of Disability Commissioners. These methodologies were crystallised into the Grassroots Guidelines and the Commissioner Guidelines.

This work would most likely have come about without the FFO/ CDPF collaboration since the expertise on CBS is in the public domain, with other countries having models and best practices similar to Norway and with there being other national DPOs with similar capacities to FFO. However, the fact of the matter is that FFO has been CDPF’s collaboration partner in this particular work area **all the time** since CDPF first identified the need for work in this area. The dates of the 2 CDPF Guideline Documents – respectively 2006 and 2007 corroborate this finding, albeit again the counterfactual problem applies.

If a strict interpretation on what constitutes an output be applied i.e. a *sine qua non*, then clearly CDPF’s achievements in standardised DPO establishments cannot conclusively be defined as an output of the collaboration with FFO. However, for the purpose of assessing the **role and contribution of FFO** in relation to CDPF and the collaboration activities (ref. Terms of Reference), the following should be taken into account:

- the high value attached by CDPF to the expression of FFO’s solidarity with CDPF and China’s disabled people through the collaboration.
- the positive association with FFO as the major DPO in Norway, a country renowned also in China for model welfare systems and perceived moral high ground in social issues including disability matters. This association has been spread further by the collaboration activities, hereunder the 35,100 CBS textbooks.
- the high value attached by CDPF to the concerted collaboration efforts by FFO and the length of FFO’s relationship with CDPF, going back to 1991 just after

CDPF was itself established in 1988. Long-term relationships bear special significance in Chinese culture and the FFO/ CDPF relationship could well be described as a “special friendship” which CDPF and DPFs regard as further cemented by FFO hosting study trip delegations. This highly valued solidarity aspect of the FFO/ CDPF collaboration was stressed by CDPF and DPFs at all levels during our meetings. It is also emphasised in various sections of the CBS textbooks “Warm Homes”.

- by defining already in the 2003 that the “overall aim for the project period” should be to “*strengthen DPFs work for persons with disabilities in China regarding employment, organizational building together with access to community based services*”, the collaboration drew CDPF’s attention to the community-based or grassroots focus at a time when CDPF was still looking for suitable methodologies in its DPO development work. Eventually the methodologies were defined in the Grassroots Guidelines and Commissioner Guidelines.
- in the **15** training courses for a total of **1,625** course participants, FFO has directly and indirectly **represented and presented** model implementations of a range of CBS concepts, as well as welfare models for disabled people that encapsulate the spirit of the UN Standard Rules
- the observable positive significance attached to FFO’s presence at training courses, especially by lower-level DPF staff with little international exposure.
- the positive associations created by the fact of FFO’s financial support i.e. CDPF and lower-level DPFs consider that this shows FFO considers contributing financially to disability work in China a worthy cause

For the above reasons, we conclude that FFO has played an important **supportive and inspirational role** during the Evaluation Period by standing by CDPF in its steps to develop and expand its nationwide organisational capacity. Compared to CDPF’s other international collaborations, the financial contribution of FFO can be regarded as small to medium in size, and CDPF considers that the non-financial contributions made by FFO to CDPF and the collaboration activities in terms of **ideological support and solidarity**, are at least equally important to FFO’s financial contributions.

## **4.2 Key Evaluation Questions to be Explored**

Turning to the assessment of the **effect** of the FFO/ CDPF Collaboration, the key evaluation questions to be explored are indicated in the Terms of Reference as:

**4.2.1 Effectiveness** – *has the intervention achieved its objective? Has change occurred as a result of FFO’s support? If so, what change?*



FFO and CDPF's "**overall collaboration aim**" is stated in the Partnership Agreements, viz:

*"to help secure and safeguard the rights of people with disabilities in China in line with the UN Standard Rules on the Equalization of Opportunities for Persons with Disabilities".*

Their "overall aim for the project period [i.e. 2003- 2005 and 2006-2008, hereafter referred to as the "**intermediate collaboration aim**"]" is stated in the Plans of Action as being:

*"to strengthen DPFs work for persons with disabilities in China regarding employment, organizational building together with access to community based services."*

To achieve the above aims, the parties have undertaken the collaboration activities stating that:

*"[i]n the project period the CDPF and the FFO will focus the cooperation on... [UN Standard Rules 14 (Policy-making and planning), 18 (Organizations of PWDs) and 19 (Personnel training)]".*

The collaboration activities, comprising UN SR and CBS training courses, provision of CBS textbooks and CBS VCDs and the Norway study trips, are all suitable means of achieving the "intermediate collaboration aim". Achievement of the intermediate collaboration aim is in turn conducive to achieving the overall collaboration aim. In other words, if the collaboration activities are performed effectively, they contribute to strengthening of the DPFs' work for PWDs in China in the areas of organisation building and CBS. In turn, such strengthened work by the DPFs helps securing and safeguarding the rights of PWDs in China - all in line with the UN SR.

One way of assessing whether the collaboration activities have been performed effectively is to check whether they have been implemented over the Evaluation Period in accordance with the parties' Plans of Action, and have progressed according to schedule.

Looking at the specification of activities in the Plans of Action, we note that there have been minor deviations from plan. However, it seems unlikely that they have materially detracted from the effectiveness of the collaboration. The deviations were:

- duration of training courses held have been 5-6 days instead of 6-7 days as specified in the Plan of Actions
- Norway study trips arranged have been 6-10 days instead of 2 weeks specified
- it is unclear to which extent the CBS textbooks and VCD have been used in courses. The Plans of Action specify that the training materials produced i.e. the textbooks and the VCD should be used in CBS courses.

In the June 2008 CBS Chengde course, various CDPF Guideline Documents including the Grassroots and Commissioner Guidelines were included in the participants' course packs but there was otherwise no sign of the books or VCD,

nor extracted materials. It is also questionable whether the Grassroots and Commissioner Guidelines can be regarded as extracts from the CBS textbooks even if they are set out in the books.

CDPF explained that in some of the courses arranged during the Evaluation Period, the participants received a book each. However, this practice has not been consistent, and the DPFs organising the courses have sometimes only provided a pack with lecture notes, transcripts and study materials such as the study packs used in the June 2008 CBS course.

The Plans of Actions contain **output indicators** which are set out in full in Appendix 7. As part of assessing the collaboration's effectiveness, we have undertaken the following review of whether the indicators have been satisfied. Most of the indicators are common to all 3 types of collaboration activities (courses, training material and study trips). They are in categories as follows:

1. Number of participants
2. Evaluation form from the participants
3. Written and financial report
4. Conducted within budget
5. Number of qualified trainers from the course
6. Material produced

#### **(a) Training Courses**

From the list of collaboration activities in Appendix 4, we conclude that **output indicators 1** ("number of participants"), **3** ("written and financial report"), **4** ("conducted within budget") have been satisfied for all the training activities in the Evaluation period. In relation to output indicator 1, the targets specified in the Plans of Action have been met and, in many instances, exceeded.

We find that **output indicator 2** ("evaluation form from the participants") has only been met in part, since course evaluation feedback has only been collected in an incidental manner from the course participants' answers to 1 out of the 2 "exam" questions. The wording of this "exam" question was typically:

*"With reference to your own work, please describe what you got from the training course and your reflections".*

Only limited course evaluation information may be gleaned from some of the participants' answers to this question.

Furthermore, the exam answers are in Chinese and appear only to have been reviewed by CDPF and the host DPFs. FFO typically received general narratives in the CDPF annual reports and a few course reports from the DPFs hosting the courses. Accordingly, FFO has had only very general course reporting without feedback on participants' opinions on format, suitability of contents, suggested changes etc.

This may have been due to a mix of linguistic misinterpretation and cultural differences in the understanding of what is meant by a participant's "evaluation form". However, the lack of specific feedback from the participants on course format and contents deprives mainly FFO of a useful tool for systematic monitoring of the quality and other aspects of the training courses. CDPF O&L staff gather this type of feedback through observation and informal interaction with the participants during the courses. However, such feedback has not been communicated to FFO in writing, although it may have been passed on informally e.g. in emails and meetings.

In relation to **output indicator 5** ("number of qualified trainers from the course"), we cannot conclusively state that it has been met for the courses. There is no information on the definition or qualification criteria for a "qualified trainer", nor - as envisaged by indicator 5 - any records of which of the course participants become such "qualified trainers". The assumption seems to have been that mere attendance results in the participants' becoming "qualified trainers".

Further, relevant indicators concerning the expected output from course participants and "qualified trainers" are missing. These are central to the "train-the-trainer" rationale of the FFO/ CDPF courses, and such indicators should be addressing outputs such as:

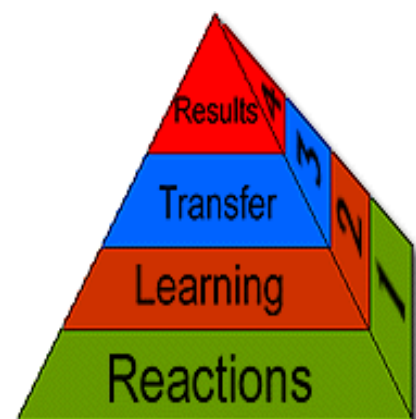
- expected or desired quantity and format of "next tier" training
- desired initiatives and tasks within the areas of work for PWDs as mentioned in the intermediate collaboration aim: employment, organisation building and CBS

As noted in interviews with First Tier Trainees and from the results of questionnaire data (see Chapter 3.3 above), there has not been a systematic approach, nor formulation of requirements, as to how First Tier Trainees should in turn train Second Tier Trainees nor, for example, how many, approximately, they should train. This omission may stem from the lack of output indicators regarding course participants' actions following course attendance.

Despite the uncertainty as to which of the course participants were considered "qualified trainers", we tentatively conclude that indicator 5 has been met, given the persuasive evidence collected during the evaluation trip that most of the participants, if not all, proceeded to train lower-level DPF staff and Disability Commissioners.

Apart from reviewing whether indicators have been satisfied, it is helpful to apply the "**Kirkpatrick 4-level model**"<sup>86</sup> to assess effectiveness of training. In this model, the following 4 types of information are evaluated:

- participants' reactions to the training courses
- their learning outcomes
- transfer or application of learning gained from training, so as to improve job performance
- results achieved through improved job performance



<sup>86</sup>  
*Source: Encyclopedia of Educational Technology*<sup>87</sup>

*“According to this model, evaluation should always begin with level one, and then, as time and budget allows, should move sequentially through levels two, three, and four. Information from each prior level serves as a base for the next level's evaluation. Thus, each successive level represents a more precise measure of the effectiveness of the training program, but at the same time requires a more rigorous and time-consuming analysis.”<sup>88</sup>*

From meetings, interviews and direct observations, we established some **level 1 information** (participants' reactions) to the effect that the courses have been well received by the participants. Further, the CDPF annual reports describe the participants as interested and motivated. Also, both CDPF and DPF leaders point out that the courses have in many instances been attended by O&L staff who had recently started in their positions, thereby serving as very useful and relevant induction to their work.

Some **level 2 information** (learning) may be reflected in the exam answers from course participants. CDPF have been satisfied with these, stating in various annual reports that participants passed the examinations and there were improvements in awareness and understanding of CBS ideology.

Taking into account the findings concerning indicator satisfaction and the available “Kirkpatrick level 1 and level 2 information”, we conclude that the effectiveness of the training courses was **satisfactory to good**.

## **(b) Training materials**

**Output indicators 3** (“written and financial report”), **4** (“conducted within budget”) and **6** (“material produced”) have been satisfied in relation to the training materials i.e. the 2 CBS textbooks and the CBS VCD.

In providing information, guidance and reference materials for large numbers of DPF staff in the Evaluation Period the CBS textbooks and VCD have served their intended purpose. According to CDPF and various DPF staff we interviewed, the books have also been used by staff to prepare their own, simplified teaching materials and thereby spread relevant knowledge to both lower-level DPF staff and Disability Commissioners. Furthermore, according to CDPF, they are the only available textbooks on the topics of CBS and grassroots DPO establishment.

Directly and indirectly the books have clearly constituted a resource for large numbers of DPF staff and Disability Commissioners. Furthermore, in the context of tight budgets, limited facilities and competing demands faced by large numbers of lower-level DPFs and Disability Associations in rural areas, these books and the teaching materials based on them, represent a most welcome addition to their modest collections of reference materials.

Of the two volumes, volume 1 seems marginally more practical and oriented towards newcomers to CBS and disability work, although compared to Western manuals or handbooks which are usually well-illustrated, the 2 CBS textbooks seem very academic.

By Chinese standards, however, they are wholly representative of the text-based style and layout that until recently have been used for most non-fiction books. Indeed we were informed by Handicap International - part of whose orphanage project involved co-operating with the Chinese project partner in developing curriculum books - that the Chinese regarded books with illustrations or photos as insufficiently academic. We were

given an advanced draft of the Level 1 curriculum book for the Orphanage Carer Qualification, and it is almost completely text-based: in the 145 A-4 pages of Chinese text, there are 3 drawn illustrations.

### (c) Norway study trips <sup>n</sup>

**Output indicator 1** ("number of participants") was met in years 2003 and 2004, and exceeded in years 2005 – 2007 inclusive. In relation to **Indicator 2** ("evaluation form from the participants"), short collective written reports from the participants have been received for the study trips in years 2004, 2005 and 2007. Participants' reports in years 2003 and 2006 were either not prepared or have not been retrieved. Indicator 2 should have been more specific as to the desired and required evaluation feedback. **Indicators 3** ("written and financial report") and **4** ("conducted within budget") have been satisfied.

#### ❖ Conclusion on Effectiveness

The collaboration has achieved its "intermediate collaboration aim" which in turn contributed to achieving its "overall collaboration aim" because:

- its collaboration activities have in all material respects been implemented according to plan and schedule
- its collaboration activities satisfied the majority of the output indicators agreed

"**Changes that occurred**" were in the form of the outputs listed in Chapter 4.1 above, together with the beneficial ripple effects resulting from FFO's role and contribution to CDPF and the collaboration activities. In view of these changes, the **effectiveness** of the collaboration is deemed **very good**.

#### **4.2.2 Impact** – *what are the overall effects of the intervention, intended and unintended, long term and short term, positive and negative?*

In the Plans of Action, the parties have defined the desired overall effects or desired outcomes of their collaboration. These are referred to as "development objectives". However, the parties did not define outcome indicators for determining whether such desired overall effects were achieved.

In the absence of indicator satisfaction data, we try to ascertain the impact of the collaboration activities relying on the information gathered in meetings, interviews and the questionnaire survey. We considered whether the information tends to confirm that the respective long and short-term development objectives have been achieved, and investigated whether other overall effects could be identified. Evaluation of impact of each of the collaboration activities are as follows:

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<sup>n</sup> Referred to in the Plans of Action as "In-house Training in Norway".

## (a) Training courses

The **long-term** development objective for both UN SR and CBS training courses, as specified by the parties, is:

*"[t]o establish a network of resource persons in the DPF.*

*The intention is that these resource persons [trained in UN SR courses] will serve as trainers for other branch organisations of the DPF". ... [In the case of CBS course participants, the intention is that] these resource persons will serve as trainers for CBS workers at local level."*

The parties agreed that the resource person network established in years 2003-2005 should be within Shandong Province, whereas in years 2006-2008 it should be "national" or rather nationwide.

Although the parties have not defined output and outcomes indicators, nor agreed other criteria, to determine whether a course participant qualifies as a "resource person", the assumption seems to be that all course participants become "resource persons" by virtue of having attended the course and passed the course "exam". On this assumption, and given persuasive evidence from interviews, questionnaire survey and confirmations from CDPF and DPF O&L staff that most, if not all, of the participants have carried out "second tier" and "third tier" training, a **qualified conclusion** is that **the long-term development objective has been attained.**

The conclusion is qualified by drawing attention to the omission in the Plans of Action to include indicators or requirements regarding systematic monitoring of the training work of "resource persons" i.e. how much and what type of training of "second and third tiers" have been carried out by First Tier Trainees. Only one of the CDPF annual reports gives direct information on this; the 2004 CDPF annual report states that 120 CBS First Tier Trainees held 20 workshops in 2004, thereby training 865 persons. A further qualification pertains to staff turnover through retirement or career change which affects the "duration" of impact i.e. whether it is short or long-term.

The **short-term** or "immediate" development objective for **UN SR courses** is "to increase the level of knowledge among the members of the DPF regarding the UN standard rules nr 14, 18 and 19". For **CBS training courses** it is "to increase the level of knowledge among the DPF staff responsible for CBS work regarding the ideology and methodology of CBS work."

Again, for years 2003 -2005, the target group is DPF staff in Shandong, whereas the target group in years 2006 - 2008 is DPF staff nationwide.

Based on the finding as to Kirkpatrick level 2 (learning) information (set out above in Chapter 4.1.3(a) above), a **qualified conclusion** is that the **short-term development objective has been attained.**

The qualification relates to the fact that the short-term development objective speaks of "increased level of knowledge" without setting any indicator or learning outcome to determine whether such increase has been achieved. Even with the necessary indicators, "baseline data" as to the participants' "level of knowledge" on UN SR or CBS might not have been available, thereby precluding any finding on this point.

Apart from the development objectives defined by FFO and CDPF, the impact of the training courses can be measured with **Kirkpatrick level 3** (transfer) and **level 4** (results) information.

**Level 3** information are data on improvements in the participant's job performance e.g. more efficient organising of CBS and employment initiatives for disabled people, or more active lobbying for their interests, resulting from (or even subsequent to) their course attendance. **Level 4** information would be data on e.g. better results in solving disabled people's problems, more local government funding following active lobbying, shortening of waiting lists for wheelchairs and higher numbers of social welfare benefits secured for those entitled to them. As regards level 4 information, we tried to investigate this by questionnaires to disabled service users, however, the results were insufficient to show any causal links to the training courses.

*"For many trainers ... level [3] represents the truest assessment of a program's effectiveness. However, measuring at this level is difficult as it is often impossible to predict when the change in behavior will occur, and thus requires important decisions in terms of when to evaluate, how often to evaluate, and how to evaluate."* <sup>89</sup>

Not surprisingly, we have insufficient level 3 information and scant level 4 information to present any other conclusion on the impact of the training courses than the 2 qualified conclusions set out above.

## **(b) Training materials**

The **long-term development objective** of the CBS textbooks and the CBS VCD was:

*"[t]o contribute to the spreading of CBS ideology and methodology in the DPF organisations".*

The **short-term development objective**:

*"[t]o secure the accomplishment of the planned CBS courses".*

The outputs of this collaboration activity in the form of **35,100 books** (of which 5,100 with VCD enclosed) distributed to DPFs and DPF staff across China, serves to confirm that the **long-term development objective has been achieved**. An unexpected but positive effect has been the additional use of the books and VCD by First Tier Trainees to prepare training materials for use in training the "second tier" and "third tier" staff.

Since the usage of the training materials on CBS courses has not been consistent, it is unclear whether the short-term development objective has been attained. Instead we can say that the training materials have had a **very good short-term effect** or impact in providing the target group with an instant reference source.

## **(c) Norway study trips**

The **long-term development objective** of the Norway study trips was to:

*"[d]evelop specially qualified resource persons in the DPF in the field of policy making, planning and advocacy work, who will contribute in the training of DPF personnel.*

In considering whether this objective has been met, the assumption is that "specially qualified resource persons" is a term loosely used to refer to higher-level DPF staff who have more competence, insights and experience than average staff in the areas of policy-making, planning and advocacy. Of the Norway study trip delegates we met on the evaluation trip, our impressions were that they fit this description very well. They were mostly leading O&L staff who had worked many years in the disability field, and we perceived them to be very earnest and knowledgeable during their presentations of their DPF's work.

The study trip delegates had all been involved in training events for colleagues and lower-level DPF staff subsequent to their trip. It is highly probable - and confirmations were also received to this effect - that in conducting "second and third tier" training, they communicated a variety of observations and impressions gained on the trips. Their ability to illustrate CBS concepts with best-practice examples that they had observed personally is likely to have enhanced their credibility, and thereby the delivery of training to the "second and third tier" trainees. This finding can be regarded as "Kirkpatrick level 3" information on the delegates' transfer of learning to their performance of training tasks.

Provided these resource persons remain in the DPFs, we conclude that **the long-term development objective has been met**. However, staff departures due to retirement and change of employment, can affect the long-term impact. Of the 19 delegates who had been on Norway study trips, there were at least 2 who had left or retired since the study trip. This seems to be an **unintended negative short-term impact** of the study trips i.e. loss of resource persons who have received comparatively costly training in the form of study tour participation.

The **short-term development objective** for the Norway study trips was:

*"[t]o give some resource persons deeper knowledge and understanding of the UN standard rules for disabled persons and for FFOs work and role in Norway."*

According to the Plans of Action, a pre-requisite for participation on a study trip was that the delegate had attended a UN SR course. The learning derived from the delegate pre-trip UN SR course attendance was most likely enhanced by a study trip to Norway where they learnt about, and personally observed, how CBS concepts were implemented in real life. Such personal experiences are likely to have contributed to deepen the understanding of the principles reflected in the UN SR. The study trips also enabled the delegates to broaden and deepen their knowledge and understanding of FFO's work and role in Norway. Based on these considerations and the study trip reports which provided positive "Kirkpatrick level 1" feedback on delegates' reactions and partial "Kirkpatrick level 2" information on their learning, it can be concluded that **the short-term development objective was met**.

In addition to the findings on specified development objectives, a general impact assessment can be based on the "Kirkpatrick levels 1-3" information discussed above. On the basis of such information, the Norway study trips are assessed as having had **very good overall effects** or impact in the **short and medium term**.



#### ❖ Conclusion on Impact

The overall effects of the collaboration have been **good to very good** in the short term, and **satisfactory to good** in the long term.

#### **4.2.3 Relevance** – *is the intervention consistent with the needs and priorities of its target group and the policies of the partner country and donor agencies?*

Towards the end of the Evaluation Period, in 2007, China and Norway signed the UN Convention on the Rights of Persons with Disabilities; China proceeded to ratify the Convention in June 2008. Although the Plans of Action refer to training courses on the UN Standard Rules, the collaboration parties have adapted the course contents so that courses since around 2006 have concentrated more on the Convention instead of the Standard Rules. In the June 2008 Chengde CBS course, one of the first lectures dealt primarily with the Convention.

The advent of the Convention has entrenched the relevance of collaboration further. The respective national governments of the parties have by their signature, and in China's case, by ratification of the Convention, reconfirmed their adherence and support to the principles that both the Standard Rules and the Convention reflect.

As CDPF continues its standardised DPO establishment work, having - with the participation of FFO - completed this for China's higher administrative levels (province and prefecture), the focus is now on the country's grassroots DPO tiers, viz. the county, township and village-level DPOs.

Activities such as the FFO/ CDPF collaboration activities directly strengthen the organisational capacity and development of CDPF and its DPF network. Accordingly, these types of activities remain an **important, necessary and prioritised** element in the organisation building work of CDPF and the DPFs, and generally in CBS work for disabled people in China.

Reference is made to the Norwegian Embassy's 2007 report on the Ningxia CBS course cited in Chapter 3 above. Further, in a meeting with the Embassy during the evaluation trip, the FFO/ CDPF collaboration was commended as a systematic way of working in China within the field of disability and human rights. FFO was seen as supporting CDPF's role in the progressive strengthening of China's civil society.

The FFO/ CDPF collaboration enables the parties to:

- (a) advance CDPF's organisational capacity building efforts;
- (b) express cross-border, mutual solidarity as sister organisations in the field of disability work; and
- (c) engage in international exchange of experiences in the field of disability work.

These are all considerations that support the conclusion that **relevance** of the FFO/ CDPF collaboration is **excellent**, being consistent with the needs and priorities of disabled people in China, and the needs and priorities of CDPF and the DPFs which are the organisations working for them. Equally the collaboration is consistent with the

policies of the governments of Norway and China, as seen in their subscribing to the principles set out in the UN Convention on the Rights of Persons with Disabilities.

In the case of Norway, it can further be said that the FFO/ CDPF collaboration is consistent with its "China Strategy"<sup>90</sup> which lists as priority areas for co-operation "democracy-building and human rights, more equitable distribution of social goods and resources and closer cooperation on international issues". The collaboration also falls within the 5 "development goals" of the Norwegian Agency for Development Cooperation (NORAD)<sup>91</sup>.

In the case of China, the collaboration supports the objectives of the current 5-year plan on disability work described in Chapter 1 above.

#### **4.2.4 Sustainability** – *will the benefits produced by the intervention be maintained after the cessation of external support?*

The FFO/ CDPF collaboration has produced benefits in the form of DPF staff's awareness and enhanced knowledge of UN SR principles and CBS ideology and methodology. It has further provided benefits in the form of training and reference materials (the CBS textbooks and the CBS VCDs). An indirect benefit of the collaboration is the expansion of grassroots DPO coverage in China, hereunder the growing nationwide network of Disability commissioners. These benefits are sustainable, subject to loss and replacement of trained staff.

Given the government-funding and resources of CDPF and its DPF network, any such loss would most likely be compensated with future training activities which could follow the format of the FFO/ CDPF training courses. Since the collaboration activities have been conducted over many years, the practical arrangements are highly efficient and the format well-established. These organisational benefits are sustainable and will most likely be maintained after cessation of external support.

Overall, the sustainability of the collaboration benefits is **good**.

#### **4.2.5 Efficiency** – *can the costs of the intervention be justified by the results?*

##### **(a) Training Courses**

The cost per participant funded by FFO in years 2003-2007 inclusive has been between CNY 1,050 – 2,240<sup>o</sup> or around NOK 820 – 1748. Average cost per participant was **CNY 1,145** or around NOK 894.

It is unclear to what extent, if any, the considerable inputs of CDPF and the host DPFs in terms of logistics, administrative and staff support has been charged to the collaboration budget.

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<sup>o</sup> See Appendix 4.

In absolute terms, by local (and certainly by Norwegian) cost levels, these costs are very reasonable. An average cost per participant of CNY 1,145 (NOK 894) covered tuition, use of conference facilities, full board and accommodation, logistics for site visits and training materials during 5-7 days.

Whether these same participants could have received the same quality of training at lower costs is difficult to assess. From direct observations by attending the 2008 Chengde CBS course, we found that the standards of conference facilities, board and accommodation were in no way extravagant; instead they were at a very reasonable but adequate level.

The use of internal lecturers also contributed to limiting the costs to be funded by FFO.

Our general impression is that the training courses gave "value for money" and that the outputs and outcomes of the training courses justified the costs involved. We conclude that the efficiency of the training courses was **excellent**.

## **(b) Training materials**

The average cost of the CBS textbook "Warm Homes 1" with VCD was **CNY 52.60** or around NOK 41.06. The average cost of the first edition textbook "Warm Homes 2" was **CNY 13.6** (NOK 10.62), and the re-print of its second edition resulted in a lower average cost of **CNY 11.2** (NOK 8.74).

From general knowledge, average shop price in China for similar format and sized textbooks at the time the "Warm Homes" textbooks were published, would probably range from CNY 15 – 75.

It would therefore seem that the books represent "value for money" compared to if similar training materials had been purchased from external sources. It has not been possible to verify whether the books and VCD could have been produced at lower cost, nor whether different contents and/ our layout would have resulted in greater educational value or effect.

Relative to the impact of the books discussed above, as well as relevance and comprehensiveness of contents, we also find the textbooks of good value for money.

However, the VCD film had room for improvement pedagogically e.g. included more case studies, examples of problem-solving and common misconceptions, given that it was designed as an introductory film to CBS work. The total cost of the 5,100 VCDs was CNY 144,138 (NOK 112,504), i.e. average cost per VCD was CNY 28.26 (NOK 22.06). It therefore seems that the VCD offered only satisfactory value for money.

It is concluded that the efficiency of the training materials was **very good**.

## **(c) Norway study trips**

Study tours to Norway were comparably much more costly, relative to training in China. We did not receive any information on the cost per study trip participant funded by FFO, and can therefore only comment generally.

To justify the use of the study trips, one can consider the incremental learning outcomes and impact of Norway trips relative to e.g. attending intermediate and advanced-level courses held in China which could be provided at much lower cost.

In an assessment of the value of international study trips for teachers, the following statement was made:

*"The importance of professional development opportunities that impact both the cognitive and affective domains of intercultural understanding cannot be emphasized enough. While traditional professional development programs, i.e. workshops, seminars and short-term courses often provide the cognitive, or content-related components related to ...[the research subjects], affective experiences impact understanding through processes that contribute to higher degrees of emotional understanding, and/or increased empathy." 92*

In the evaluator's opinion, experiential learning achieved through seeing e.g. how Norwegian DPO staff work in their communications, co-operation and lobbying of local authorities, how community-based services for PWDs are organised in Norway and meetings with Norwegian disabled service users, is very valuable and should ideally complement pure cognitive learning in lectures. It is also valuable at the motivational level, and has effects of increasing awareness through personal insights and growth that cannot be obtained in a classroom situation

Accordingly, in the evaluator's assessment the study trips to Norway have been **a very useful training activity**. Furthermore, leading O&L staff, both centrally and at lower DPF-levels, express strong interest and enthusiasm for study trip as a valued learning opportunity relevant to their work. They mention especially the areas of CBS and lobbying where they need real-life examples of best practices. The credibility of statements that they make e.g. in advocacy work, is greatly enhanced by being able to cite personal experience of international practices. The evaluator observed this on several occasions during the evaluation trip, e.g. from audience reactions to statements made by local officials who had been with study delegations abroad.

However, it is for FFO to conclude on the efficiency of these study trips, by reference to their actual cost per participant.

#### ❖ Conclusion on Efficiency

The overall assessment is that the efficiency of the collaboration activities has been **good to very good**.

### **4.3 Summary of Evaluation Findings and Conclusion on Collaboration's Effect**

In summary, it is evident that FFO has played an important role in CDPF's organisation-building work through the collaboration activities. These activities constitute visible and concrete expressions of FFO's solidarity with CDPF's work for PWDs in China.

The evaluation findings for the FFO/ CDPF collaboration activities in the period 2002-June 2008 are:

1. **Effectiveness** – very good
2. **Impact** – good to very good in the short term; satisfactory to good in the long term
3. **Relevance** – excellent
4. **Sustainability** – good
5. **Efficiency** – very good

Based on the above findings, the conclusion is that the overall **effect** of the FFO/ CDPF collaboration is **very good**.

## **5. LESSONS LEARNED, RECOMMENDATIONS AND POSSIBLE NEW COLLABORATION ACTIVITIES**

**5.1 Lessons Learned and Recommendations** - *What can be learned from the experiences that each of FFO and CDPF have obtained in the Evaluation Period? Are there any specific suggestions in relation to current and/ or future collaboration activities?*

### **Lesson 1: Scope for improved effectiveness of training courses**

It is commonly thought that adults learn better through application of past experience, by engaging in practical problem-solving and when there is variety in training methods. The FFO/ CDPF courses follow a conventional format of didactic lectures, using visual aids and handouts.

Although there are some questions and answer sessions and scheduled group discussions, it is thought the training value and effectiveness of the courses would be improved by making the two sessions in each course day more interactive, so as to involve the participants in discussions to explore concepts such as user participation, attitudes and society inclusion of PWDs.

**Recommendation:** Each of the sessions in the UN SR and CBS training courses should be made more interactive, splitting the participants into small groups. If a sufficient degree of interaction can be achieved, this would also serve to break up otherwise continuous sessions.

This change is recommended in addition to retaining the group discussion typically included on the penultimate course day. The Norwegian presentations should also be more interactive, include more case studies with examples of problem-solving, and focus on how certain Norwegian practices reflect CBS ideology and/ or principles of the UN SR and UN Convention.

There should also be much greater use of case studies e.g. to clarify each of the UN standard rules or provisions in the UN Convention on the Rights of Persons with Disabilities.

Written teaching materials in course participants' study packs should include illustrations, diagrams, tables etc rather than consisting purely of solid text. Norwegian lecturers should provide handouts with translations of their presentations.

The training delivery should be monitored through systematic use of conventional course evaluation forms to anonymously collect feedback from participants on quality of training, suitability of format and contents, suggested improvements etc. This could be in addition to the 1-hour "exam".

### **Lesson 2: The potential of the "train-the-trainer" concept can be better utilised**

The rationale behind the UN SR and CBS courses was that of the "train-the-trainer" concept. This concept has the potential to ensure wide and cost-efficient dissemination

of knowledge and training. However, due to omissions in the Plans of Action, reflecting weaknesses in the programme design, there has been no systematic monitoring or guidance to the First Tier Trainees as to how many staff they should train, nor the contents and format that such "second tier" training should take. Similarly, there is no monitoring or guidance as to the "third tier" training activities expected to be undertaken by the Second Tier Trainees.

**Recommendation:** With the participation of FFO, CDPF and the relevant-level DPFs should develop guidelines to "first and second tier" trainees on approximate numbers of staff they should train each year following their course participation. Such guidelines should include standard teaching materials suitable for the likely needs and level of education or sophistication of the target trainees.

The guidelines should include tips on teaching techniques and efficient methods of interactive knowledge dissemination through awareness-raising in group discussions and case studies.

### **Lesson 3: Ensuring standards in job performance of "third tier" trainees**

With the finding of considerable variations in perceived capabilities Third Tier Trainees i.e. rural and urban Disability Commissioners, to discharge their functions, the provisions in the 2006 CDPF Guideline Document on Commissioners should be strengthened to include a national curriculum for Disability Commissioner induction and follow-up training.

**Recommendation:** a national curriculum for Disability Commissioners should be developed which consists of a national "basic compulsory knowledge" module to ensure standardised training and minimum standards of knowledge, plus a local module teaching the Commissioners rules and information applicable to locality and administrative level at which the Commissioners work. This will be either be the township or the village-level, the latter comprising urban communities.

Areas where the knowledge and performance of the Commissioners are weak, have been identified by questionnaire survey and interviews as follows:

- social security entitlements and available discretionary relief for PWDs
- the application process, formalities and contact points when assisting PWDs to access entitlements and other benefits e.g. wheelchairs
- confidence to engage in direct lobbying and advocacy work, in particular in relation to finding or creating employment opportunities for disabled people

In addition, guidelines on the following to support minimum standards and basic opportunities nationwide:

- regular peer-networking – at least for urban Commissioners there is potential value in peer-level networking with Commissioners working in the neighbouring areas.

- salaries of Commissioners in urban and rural areas – e.g. a recommendation from CDPF for a minimum amount by reference to the respective urban and rural minimum wage amounts, or the applicable amounts for minimum living allowance.
- standard range of numbers of PWDs that a Commissioner should be responsible for i.e. approximate number of his or her “constituents” – this could be determined by reference to the actual disabled population in the catchment area of the relevant village or urban community Disability Association
- standardisation of reporting format and reporting frequency for Disability Commissioners

#### **Lesson 4: Shift in the direction of collaboration – 3 emerging focus areas**

The training of O&L staff at province and prefecture-level DPFs has been completed. The focus has now shifted so that the directly trained DPF staff i.e. the staff attending FFO/ CDPF courses, are from **county-level** DPFs. Hence the term First Tier Trainees increasingly apply to county-level DPF staff, whereas previously it referred mainly to province and prefecture-level staff.

In tandem, the focus of training activities is also on the lowest grassroots-level units, which are the village and urban community Disability Associations. The “third tier” network of currently about 400,000 Disability Commissioners work at this level. CDPF aims to have around 700,000 Commissioners in post by 2010, which is the number required in order that there be one Commissioner working in every village and urban community in China. Each village and urban community should have a standardised village or urban community Disability Association, but such nationwide grassroots DPO coverage is also work in progress. There are also Commissioners working at township-level DPFs. The nationwide network at this level is complete with around 39,000 township-level Commissioners.

The third focus area is the countryside, in particular the rural areas in provinces where grassroots DPO establishment is lagging behind. These provinces include Hainan in the south, Hunan and Jiangxi in the centre and Xinjiang in the west of China.

**Recommendation:** FFO should have a clear understanding of the CDPF/ DPF network with DPOs at different administrative levels. They should further have a grasp of the CDPF strategy on nationwide grassroots DPO establishment with the Commissioner network as set out in the Grassroots and Commissioner Guidelines (see Appendices 6.3 and 6.4). Such understanding is necessary to engage in useful discussions with CDPF as to the next steps in their collaboration. These steps should be towards supporting grassroots DPO establishment and training of Commissioners in provinces where the completion rates are low (see Appendix 6.2).

The shifts in focus areas have resulted naturally from the successful completion of the collaboration’s training work at higher administrative levels and concerted efforts in certain regions such as Shandong, where collaboration activities took place for a consecutive period from 2003-2005. The 3-year collaboration effort in Shandong naturally resulted in more relevant staff trained in this locality, but apart from excellent relations between FFO and Shandong DPF, there were no noticeable “value-added”



compared to regions where collaboration activities had only been carried out once or in separate years.

### **Lesson 5: Increase training effectiveness of Norway study trips**

The study trips to Norway are a comparatively costly and time-consuming training activity. They do, however, prove a valuable learning opportunity that is highly appreciated by the collaboration's immediate target group which is O&L staff. International study trips or in-house training also form part of conventional relationship maintenance between collaboration partners. There does not appear to have been much pre- and post-trip efforts to increase the impact of the time and funds invested in the study trips to Norway.

**Recommendation:** the use of study trips should be maintained on a similar scale as currently. However, FFO and CDPF should define desired learning outcomes and focus the trip programme to meet such desired outcomes. Further, CDPF and FFO should define indicators to measure learning outcomes and define follow-up activities, the results of which should be reported to FFO.

In particular, there should be clear instructions to the delegates on the post-trip activities they are expected to undertake in a specific time frame. Also, they should be requested to try to find innovative ways to share and disseminate both their learning and insights from the Norway experience.

CDPF or the DPFs should assess and report back to FFO on how the delegates' understanding of e.g. principles and concepts in CBS, UN SR and the UN Convention evolved as a result of their interactions and experiences on the study trips.

### **Lesson 6: Improve evaluation and monitoring**

Outcome and progress indicators to evaluate standard items such as impact and efficiency of collaboration activities are missing from the Plans of Action.

**Recommendation:** the parties should undertake a review of the Partnership Agreement and Plan of Action to ensure that when the current Partnership Agreement expires, the renewal agreement and associated Plan of Action include appropriate and practical indicators on the standard evaluation items of effectiveness, impact, efficiency, relevance and sustainability.

The indicators should be **outcomes and impact oriented**, as well measuring outputs. Regard needs to be had to different cultural and linguistic understanding of terminology used, and care must be taken to ensure unambiguous wording of the indicators.

To measure effectiveness of training for Disability Commissioners, the parties can consider the following indicator types: user participation, peer networking, number of PWDs helped by each Commissioner, summary of types of assistance given and problems which could not be rectified

If the partnership agreement, plan of action or other collaboration documentation use terms such as “qualified trainer” and “resource persons”, there should be a clear definition of such terms.

Should the parties consider using more advanced project or programme management tools, they need to be adapted or simplified so the tools are practical to use and would not be felt as a heavy administrative burden by CDPF or the DPFs.

### **Lesson 7: Improve reporting and communication**

The reporting format and reported items vary. Typically only one report per year has been produced, and the level of detail is too general to be used in evaluating standard items such as effectiveness, impact, efficiency etc.

**Recommendation:** the parties should define a standard format for reports, including the agreed indicators and a list of specific data (e.g. as in Appendix 4 but with further data categories) on which CDPF and/ or the DPFs should report. The parties should consider whether there should be reporting after each collaboration activity.

Change of personnel at CDPF, the relevant DPFs and FFO occurs from time to time. The documentation needs to be objectively clear so that implementation is not affected by subjective interpretations.

### **Lesson 8: Improve coordination of funding channels**

While training is clearly a primary activity of the FFO/CDPF collaboration, its impact will be maximised if the collaboration can contribute to strengthening CDPF's advocacy role so as to improve the coordination of governmental funding channels. Greater awareness of access points at the respective Ministries of Civil Affairs, Health, Labour and Social Security, Education and the confidence to voice the needs of PWDs should enable DPF staff at all levels to be more successful in their work for China's disabled.

CDPF's achievements in this work could also be progressed by increased cooperation with the growing numbers of informal and grassroots CNGOs which de facto are undertaking important grassroots disability work. Greater collaboration with such CNGOs would go some way towards ameliorating the tension or potential conflicts of interest stemming from CDPF being a GONGO, whilst also needing to be independent of government in its work for PWDs.

**Recommendation:** the collaboration partners should look at ways to support CDPF in improving horizontal coordination at all levels between relevant local government departments so as to maximise funding from different channels for areas of disability work where there are still large pockets of unmet needs, an example of which are PWDs on waiting lists for wheelchairs.

The collaboration partners should further look at ways to ensure better relations and more involvement between the CDPF/ DPF network and the formal and informal CNGO sector. CDPF or relevant special disability associations could take an initiative to engage with informal CNGOs such as One Plus One in Beijing, in common areas of work for PWDs, thereby achieving the ambitions of the UN Convention for disabled people.

**5.2 Possible New Collaboration Activities** - *what type of new project activities or collaboration with CDPF would be compatible with FFO's mission and policy objectives?*

A continuation of the type of activities undertaken in the Evaluation Period, but with different focus areas would be compatible with FFO's mission and policy objectives. Already CDPF has identified:

- work in rural areas
- work in provinces with low grassroots DPO coverage
- completion of the nationwide Commissioner network by 2010

as the new focus areas.

FFO could continue supporting CDPF's work in the new focus areas by:

1. Collaborating on new training activities for county-level O&L DPF staff to improve their work in setting up DPFs at township level and Disability Associations at village-level. County-level DPF staff are in overall charge of training both township and village-level Commissioners. To assess the extent of the necessary training, one can bear in mind that nationwide there are about 3,200 county-level DPFs and around 38,200 township-level DPFs.
2. Providing funding for preparation of "**Trainer's Package**" of materials for use by **First Tier Trainees** in training e.g. township-level staff or Commissioners, or village-level Commissioners. The package could comprise 3 types of materials:
  - (a) materials with the national and local information that should be passed on to Second or Third Tier Trainees i.e. what the Second or Third Tier Trainees should know after receiving training from the First Tier Trainees. E.g. they could include "national curriculum" information for Commissioners and standard work routines e.g. registration of disabled constituents, frequency of visiting and reporting etc.
  - (b) tips and advice to the First Tier Trainees on how to present item (i) above to the Second or Third Tier Trainees e.g. on the format of teaching, advice on teaching or pedagogical techniques etc
  - (c) advice to the First Tier Trainees on the materials which **they** should prepare for the Second or Third Tier Trainees to keep e.g.:
    - reference materials on local social security benefits, local schemes and relevant services. The aim should be to set out information that can answer questions such as which types of benefits are available, qualification criteria, registration process, how and when are they paid, are there any additional benefits for disabled people i.e. in addition to those for everyone?
    - directory of relevant contact persons in the locality where the Second or Third Tier Trainees work, and the areas of responsibility of such contact persons. This could include information on whom to

contact with disabled people's grievances and complaints, and different professionals responsible for quality assurance and investigating complaints.

- samples of application letters, completed forms and other relevant completed documents, that can serve as examples for the Second or Third Tier Trainees to use in their work
3. Providing funding for **reference materials for township-level Commissioners** e.g.:
- a manual and an interactive DVD, containing the national component of a future Disability Commissioner training curriculum.
  - handbooks and booklets with photos and illustration which contain less "time-sensitive" information i.e. go out of date less and written in everyday language. Such materials could include information on local organisation of disability work, historical development, CBS concepts, available rehab services, advice on how to detect certain types of disabilities/ typical symptoms, common sign language signs etc.
4. Providing funding for a **"Trainer's Package" for township O&L staff** who undertake training of village-level Disability Commissioners. The nature of the "Trainer's Package" for First Tier Trainees and township O&L staff will be the same, but the contents will be different. This is to allow for different education, training and work backgrounds, and also different local rules and regulations.

There should be much more actual **local information** in the township-level O&L staff's Trainer's Packages. It should be simpler, very **practical-oriented**, with a great need for **up-to-date** local information relevant to the situation of local disabled service users.

In addition, we received verbal feedback in Liaoning that county-level staff would like "more advanced training". We also heard from the Shenyang DPF president that he recommended the following areas for future training of Commissioners:

- sign language
- rehabilitation
- computer skills
- knowledge of available social security and welfare benefits

In relation to this latter area, FFO could initiate a collaboration activity involving the CDPF's rights protection department providing a session on the FFO/ CDPF courses where PWDs' legal entitlements to social security benefits, rehabilitation, medical services, social insurance etc are presented. Such presentation should explain these areas in relation to national rules and how they are commonly implemented, as there will be variations by province and sometimes also by lower administrative tiers.

Another new element in the current FFO/ CDPF training could be a session focusing on employment opportunities and job creation for and by PWDs, including "brainstorming" on innovative employment initiatives for disabled people. Both the indicative survey of

92 questionnaire respondents, and the feedback gathered on the evaluation trip, clearly showed that disabled people consider lack of employment opportunities as one of their main problems.

Finally, FFO could consider new grassroots training programmes such as those by the "Vision Training Centre" set up by the CANGO – China Association for NGO Cooperation<sup>93</sup>.

*"The Vision Training Center is a four-year training project funded by EED, the German Church Development Service Agency. The sole purpose of the project is to strengthen self-capacity building of Chinese grassroots NGOs to help them achieve sustainable and healthy organizational development. This is a countrywide initiative that aims to provide free training to grassroots NGO's from all sectors. Since 2003, 15 workshops have been conducted with a total attendance reaching 380 participants*

*The Vision Training Center is aimed at benefiting grassroots NGOs in China that normally do not have access to or cannot afford to receive training. Eligible applicants for the training must be Chinese national individuals working for a grassroots NGO in China or planning to establish such an organization.*

*As the workshops are free of charge, we normally can only accept one participant per NGO.*

*We hope that our training empowers NGOs to consciously use management tools and techniques to improve the quality of their work, promote networking and cooperation, and achieve not just sustainability but also growth."<sup>94</sup>*

## **LIST OF APPENDICES**

### **Appendix 1 – China’s Administrative Divisions**

### **Appendix 2 – CDPF International Co-operation Projects**

### **Appendix 3 – List of 2002-2008 Collaboration Documents Reviewed**

### **Appendix 4 – FFO/CDPF Collaboration Activities January 2002 – June 2008**

### **Appendix 5 – Sample CBS Course Schedule (Chengde CBS Course, June 2008)**

### **Appendix 6 - Documents Relevant to FFO/ CDPF Collaboration and Evaluation**

1. Sample Grassroots DPO Reports:
  - 1.1 Village Disability Association
  - 1.2 Village Disability Association
  - 1.3 Township-level (Town) DPF
2. Indicative Overview of Standardised Grassroots DPO Establishment and Appointment/ Training of Disability Commissioners – Indicative Completion Rates by Province, Municipality, Autonomous Region
3. CDPF Guideline Document on Standardised Grassroots DPO Establishment
4. CDPF Guideline Document on Disability Commissioners
5. The 4 Types of Questionnaires Used:
  - 5.1 Course Participants (First Tier Trainees)
  - 5.2 Second Tier Trainees
  - 5.3 Third Tier Trainees/ Disability Commissioners
  - 5.4 Disabled Service Users (or their Carers)
6. Questionnaire Answers – Raw Data from Questionnaires:
  - 6.1 Course Participants (First Tier Trainees)
  - 6.2 Second Tier Trainees
  - 6.3 Third Tier Trainees/ Disability Commissioners
  - 6.4 Disabled Service Users (or their Carers)
7. Sample Course Exam Answers

### **Appendix 7 – Terms of Reference**

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